

ATP 4-10.1

**Logistics Civil Augmentation Program Support to Unified Land
Operations**

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Logistics Civil Augmentation Program Support to Unified Land Operations

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Preface

ATP 4-10.1 provides up-to-date and validated comprehensive doctrinal techniques on logistics civil augmentation program (LOGCAP) support related organization and operations. As a supplement to ATP 4-10, *Multi-Service Tactics, Techniques, and Procedures for Operational Contract Support* along with ATP 4-91, *Army Field Support Brigade* and ATP 4-92, *Contracting Support to Unified Land Operations*, this publication serves as a guide for Army commanders and their logistics staffs on how to plan and integrate logistics civil augmentation program support from the operational to the tactical level to include: pre-deployment training and preparation; techniques for considering LOGCAP as a source of support in the operational contract support planning process; guidance on how to request logistics civil augmentation program support; and LOGCAP unique contract oversight requirements.

The principal audience for ATP 4-10.1 is all members of the profession of arms. Commanders and staffs of Army headquarters serving as joint task force or multinational headquarters should also refer to applicable joint or multinational doctrine concerning the range of military operations and joint or multinational forces. Trainers and educators throughout the Army will also use this publication.

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

ATP 4-10.1 implements no standardization agreement.

ATP 4-10.1 uses joint terms where applicable. Selected joint and Army terms and definitions appear in both the glossary and the text. Terms for which ATP 4-10.1 is the proponent publication (the authority) are italicized in the text and are marked with an asterisk (*) in the glossary. Terms and definitions for which ATP 4-10.1 is the proponent publication are boldfaced in the text. For other definitions shown in the text, the term is italicized and the number of the proponent publication follows the definition.

ATP 4-10.1 applies to the Active Army, Army National Guard/Army National Guard of the United States, and United States Army Reserve unless otherwise stated.

The proponent for ATP 4-10.1 is the Combined Arms Support Command (CASCOM). The preparing agent is the Acquisition, Logistics, and Technology Integration Office (ALT-IO). Technical review authority is the Army Sustainment Command (ASC). Send comments and recommendations on DA Form 2028 (Recommended Changes to Publications and Blank Forms) to Director, Acquisition, Logistics and Technology Integration Office, 2221 Adams Avenue, Bldg. 5020, Fort Lee, Virginia 23801-1809; or submit an electronic DA Form 2028 by email to usarmy.lee.tradoc.mbx.cascom-alt-io@mail.mil. In addition to submission of DA Form 2028, provide same comments and recommendations in MilWiki for rapid dissemination to doctrine authors and for universal review at <https://www.milsuite.mil>.

Introduction

The purpose of the logistics civil augmentation program is to augment deployed Army forces and other designated organizations with sustainment support services as required by mission specific factors. LOGCAP is a Department of the Army (DA) regulatory program that includes pre-planned logistics and general engineering/minor construction support augmentation, executed through pre-awarded contracts, to selected logistics civil augmentation program performance contractor companies. LOGCAP's unique power is related to the operational commander's ability to leverage the designated performance contractor's existing global and regional commercial resources through these pre-selected performance contractors, to sustain operations in any environment and during any operational phase.

ATP 4-10.1 has four chapters and six appendices:

Chapter 1 introduces the LOGCAP program; how it fits into the overall operational contract support effort; and LOGCAP support related organizations roles and responsibilities.

Chapter 2 provides information on LOGCAP planning and how to request LOGCAP support.

Chapter 3 details LOGCAP task order execution responsibilities to include requesting LOGCAP, modifying existing services, and providing LOGCAP unique contract oversight.

Chapter 4 details LOGCAP training and exercise support, as well as the procedures to request such support.

Appendix A is intended to provide quick answers to the most frequently asked LOGCAP related questions.

Appendix B provides detailed planning questions related to the techniques found in chapter 3.

Appendix C provides detailed information for planning and requesting LOGCAP support for other than Army forces

Appendix D provides details regarding the LOGCAP change management process.

Appendix E provides information for LOGCAP planners and operators regarding contingency construction.

Appendix F provides information for LOGCAP planners and operators regarding the LOGCAP support brigade.

Chapter 1

Program Overview

The logistics civil augmentation program (LOGCAP) provides comprehensive sustainment, minor construction, and other services, through its own external umbrella contracts, and supports Army command operational planning with advanced logistics processes to ensure effective sustainment service delivery. Headquarters, Department of the Army, Deputy Chief of Staff G-4 is the DA staff proponent for LOGCAP; United States Army Materiel Command (USAMC) is the Army's lead agent for the program. USAMC executes LOGCAP support via their acquisition integration management command, the Army Sustainment Command (ASC). The Executive Director of LOGCAP functions as the program manager and is responsible for program execution and management, with support from the Army Contracting Command (ACC) for both contract award functions and contingency contract administration services (CCAS) in execution.

PROGRAM DESCRIPTION

1-1. LOGCAP is an Army regulatory program codified in AR 700-137. Per this regulation, LOGCAP is a contract-based program designed to provide preplanned sustainment support during peacetime and execution of that support, through task orders, for deployed operational forces performing combatant command directed missions. LOGCAP has been designated a strategic sustainment source for Logistics Management Services by the Assistant Secretary of the Army for Acquisition, Logistics, and Technology (ASAALT). LOGCAP is an immensely capable program that leverages commercial capabilities to provide mission critical support for most Army sustainment functions (per ADRP 4-0) in support of Army missions. LOGCAP can also be utilized to provide some common support functions not currently found in existing Army force structure. By design, the program reduces the need for the requiring activity and supporting contracting activities to develop individual contract solutions. Use of LOGCAP, vice other contract solutions, can significantly reduce the requiring activities and supporting contracting activity burden, especially in large scale operations with multiple and often related service requirements. Individual sustainment requirement sets are integrated across the LOGCAP footprint, to achieve economy of scale and other efficiencies without compromising effectiveness, based on established law, policy, and doctrine. While best known for operations in support of United States Forces during Operation ENDURING FREEDOM/Operation IRAQI FREEDOM, LOGCAP (when authorized by Headquarters, Department of the Army) is capable of supporting all Service components, allies, coalition forces, and even other governmental agencies across the range of military operations.

1-2. Headquarters, Department of the Army, Deputy Chief of Staff G-4 is the DA staff proponent for LOGCAP; USAMC is the Army's lead agent for program execution. USAMC executes LOGCAP support via their integrating command, the ASC. Additionally, the Army Contracting Command provides the procuring contracting officer services along with CCAS support in execution. The LOGCAP Executive Director provides the overall leadership and guidance for the program. The LOGCAP program management office (PMO) staff interprets, implements, and executes the Executive Director's vision and supported unit's plan. LOGCAP is performed in accordance with applicable laws, policies and doctrine, and is executed in accordance with operational specific guidance.

1-3. The logistics civil augmentation program PMO is the requiring activity for base LOGCAP contracts and manages overall preparation and execution of requirements for logistics civil augmentation program

task order services. In most cases, the supported theater or field army headquarters serves as the requiring activity for mission specific logistics civil augmentation program task orders. The LOGCAP program management office works closely with these task order requiring activities to ensure plans and sustainment execution meet mission requirements, and that logistics civil augmentation program related cost, schedule, performance, and sustainability are properly considered. LOGCAP service delivery is closely linked to Army sustainment and logistics doctrine; therefore, the PMO is tasked with ensuring the principles of sustainment found in ADRP 4-0 are adhered to. The balance of efficiency, economy, and effectiveness attempts to achieve an overall “best value” solution with reasonable assurance of success within reasonable cost. “Best value” means the expected outcome of an acquisition that, in the Government’s estimation, provides the greatest overall benefit in response to the requirement. (Note: “Best value” is not synonymous with less expensive.) To achieve this goal, requiring activities must understand how the logistics civil augmentation program works and must engage LOGCAP program management office personnel early in pre-decisional (before a support solution is needed or selected) planning for “on-the-shelf” plans as well as deliberate mission planning to the greatest extent possible. This ATP includes processes, capabilities, limitations, and “need to know” information that the combatant commander and staff will need to effectively leverage the logistics civil augmentation program, should the need arise.

1-4. While particularly suited for larger scale early entry operations, LOGCAP-provided commercial support is globally available and is generally not restricted by location, size of operation, type of operation, or duration. The singular PMO structure supports uniformity and program fidelity, without sacrificing responsiveness to commanders in theater; an important “lesson learned” from operations in Iraq and Afghanistan.

HOW LOGCAP FITS INTO OPERATIONAL CONTRACT SUPPORT

1-5. Operational contract support (OCS) is the process of planning for and obtaining supplies, services, and construction from commercial sources in support of military operations. Per JP 4-10, OCS consists of three complimentary functions: contract support integration - the process of synchronizing operational planning, requirements development and contracting in support of deployed military forces and other designated organizations in the area of operations (AO); contracting support - the execution of contracting authority and coordination of common contracting actions in support of combatant commander directed operations; and contractor management - the process of managing and integrating contractor personnel and their equipment into military operations. (See JP 4-10 and ATP 4-10 for more information on OCS construct).

1-6. OCS doctrine also describes three types of contracted support: theater support contracts; systems support contracts; and external support contracts. LOGCAP is the best known and most capable external support contract within the Department of Defense and comprises the most widely reported and recognized specific type of contracted support during recent conflicts. Unlike theater support contracts, which are awarded in the AO via deployed government contracting officers, LOGCAP is executed via task orders under the authority of an appropriate performance contractor umbrella contract. In LOGCAP, the primary emphasis is on providing effective and responsive large-scale support while managing cost, schedule, performance, and supportability. The LOGCAP solution is determined from the same operational level planning and decision making processes. However, once the decision is made, the detailed planning for LOGCAP, as opposed to theater support contracting, is done externally by the LOGCAP PMO in coordination with the appropriate requiring activity.

1-7. LOGCAP provides support using standardized services that are familiar to the commander and Soldier in the field which greatly reduces the administrative and planning burden on the requiring activity. A complete menu of service options exists allowing a requiring activity to select what services are required, where they are required, and at the scope and tempo required. Even after a task order is awarded, a requiring activity can relatively easily activate/deactivate or grow/shrink services to accommodate the changing tactical environment.

1-8. As directed by the requiring activity’s Annex W (operational contract support plan), the logistics civil augmentation program allows a designated supported unit to either “fall-in” on existing LOGCAP operations or request LOGCAP support as part of a new operation. Per Army logistics civil augmentation

program policy, LOGCAP, long considered the “source of last resort,” is now viewed as a major OCS tool appropriate for use when determined to be the “best value to the government” support option in the OCS planning process (including mission, enemy, terrain and weather, troops and support available, time available, and civil consideration (METT-TC) factors). Additionally, LOGCAP contractors have the ability to integrate local, third country, and United States contractor personnel depending on the political or cultural factors.

PROGRAM MANAGEMENT OFFICE ORGANIZATION AND FUNCTIONS

1-9. The PMO maintains overall responsibility for the direction and execution of the program. They develop, execute, monitor, validate, and adjust service deliveries as needed to manage cost, schedule, and performance. Additionally, the PMO engages in pre-planning and has a highly developed portfolio of regional and worldwide plans spanning the full scope of Army mission sets; designates and deploys deputy program directors (DPD); and provides reach back support and logistics management specialists when LOGCAP support officers are not available/appropriate. PMO coordination includes the integration of LOGCAP into combatant commander and assigned Army Service component operational plans and orders through: supporting combatant commander/Army component Annex W (operational contract support) development; developing and managing LOGCAP worldwide and regional contingency support plans in support of combatant commander operational plans; and advising commanders and requiring activities on the use, reduction, transition, and discontinuation of LOGCAP support. Specific PMO organizational functions, outlined in figure 1-1 on page 1-4, include:

- **Policies and Programs Directorate:** manages the budget, administration, information technology, requirements development, development and integration of program internal policies and procedures, and strategic integration of LOGCAP support into Army Operations.
- **Operations Directorate:** supports requiring activity (normally theater and field army level), and when directed, combatant command OCS planning efforts; supports Army and joint OCS exercises; conducts program surveillance and data analysis in support of quality assurance and continuous improvement efforts, monitors operations and advises Executive Director on current operations actions and issues; manage LOGCAP forward operator actions.

1-10. LOGCAP forward operators, reporting to the PMO Operations Directorate, are embedded with the selected army field support brigades (AFSB) in support of aligned theater armies, field armies, and their supporting senior sustainment commands. LOGCAP forward operators are government civilians and, in some cases LOGCAP support contractor personnel, with logistics, acquisition and contracting skills.

Key Note: Contractor employee forward operators provide the same skills and functions, but are limited to operating within the scope of their supporting LOGCAP contract.

1-11. LOGCAP Forward Operator responsibilities include:

- Assist with theater, strategic, and operational level OCS planning and associated Annex W development, normally conducted at the geographic combatant commander (GCC), theater army, and in some cases, subordinate joint force command levels.
- Coordinate activities with GCC-embedded LOGCAP contractor planners to facilitate planning, training, exercising, and execution of LOGCAP services
- Provide habitual onsite planning and integration assistance to enable the commander’s staff to effectively provide seamless contract support integration with operation plans and orders.
- Serve as an informal PMO liaison to their supported commands.

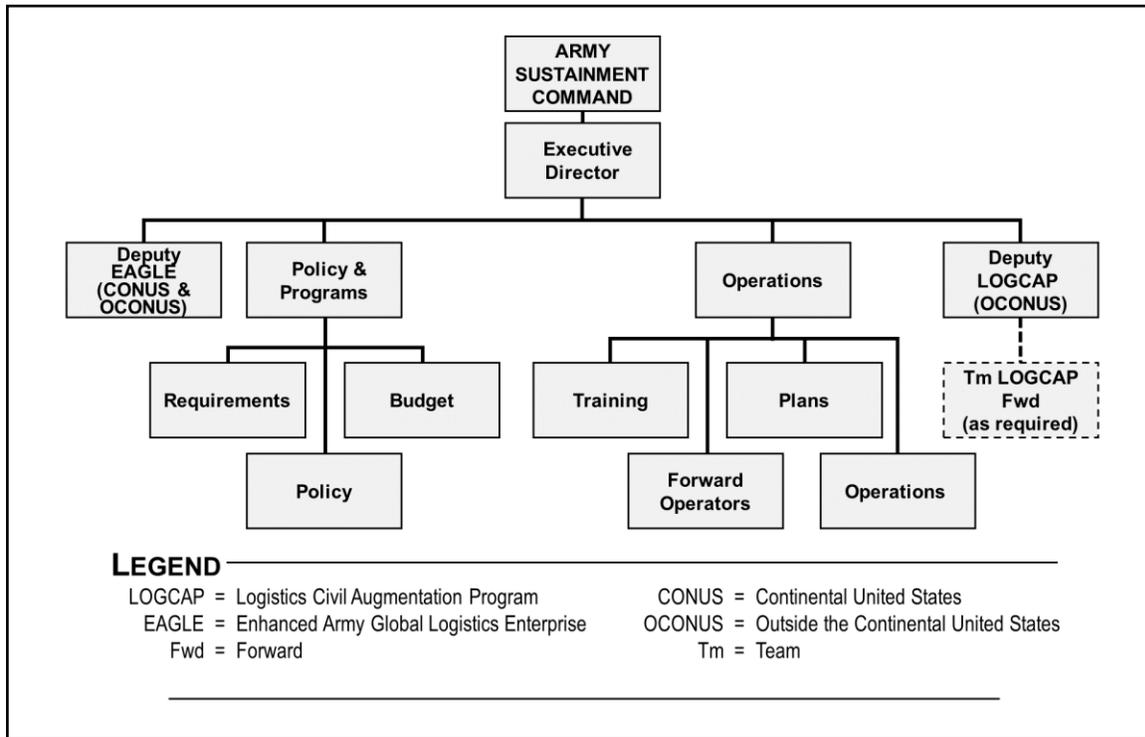


Figure 1-1. LOGCAP program management office related organizations and functions

1-12. LOGCAP is executed via both formal and informal teaming agreements. LOGCAP teaming support encompasses all processes from planning through requirement definition/approval to task order execution and closeout. These functions, when properly executed by all LOGCAP support related organizations to include the requiring activity and major supported units, permit development and rapid deployment of LOGCAP based sustainment capability for missions of any size or scope, during all operational phases.

1-13. As stated above, the PMO is responsible for the overall direction and execution of LOGCAP support. This office develops, executes, monitors, validates, and adjusts (with procurement contracting officer assistance) LOGCAP provided service deliveries as needed to manage cost, schedule, and performance. General descriptions of other key LOGCAP related teaming organization roles and responsibilities are as follows:

- ACC: provides LOGCAP contract actions (pre-award, award, and post award), contracting support via its Rock Island Arsenal Contracting Center, and contingency contract administration services through its ECC's contracting support brigades and subordinate units, augmented by Defense Contract Management Agency personnel in major operations when funded by overseas contingency operations funds.
- Requiring activity and designated supported units: include LOGCAP into staff training and exercises; incorporate LOGCAP into overall OCS planning effort; determine and validate specific logistics civil augmentation program requirements; develop and submit initial logistics civil augmentation program requests; assist in LOGCAP task order quality surveillance and contractor management oversight; provide any inherently governmental task support (such as accountable officers) not provided through contingency contract administration services support; and initiate a request for forces for LOGCAP support brigade (LSB) support in coordination with the PMO.
- Headquarters Department of the Army, G-4: provides Headquarters, Department of the Army staff oversight of the program; promulgates LOGCAP policy; approves initial LOGCAP task order implementation; and funds the LOGCAP program office through the LOGCAP management decision evaluation package.

- The Army force engineer staff, in coordination with the Department of Defense designated military construction agent (most often the Army Corps of Engineers but in some cases could be United States Navy Facilities Command), plans for construction and facility maintenance requirements in accordance with combatant command designated constructions standards and other operational factors. The senior Army engineer staff is also responsible to plan and coordinate general engineer related quality surveillance support in the form of technically qualified contracting officer representatives (COR) or technical inspectors as appropriate for any LOGCAP related construction or facility maintenance actions. For more information about general engineering technical support to the force and designated military construction agents by geographic region, see JP 3-34, *Joint Engineer Operations*; FM 3-34, *Engineer Operations*; and DODD 4270.5, *Military Construction*.
- Defense Contract Audit Agency (DCAA): provides general and deliberate audit services for the program.
- LSB: provides LOGCAP support officers in support of training, exercises, and contingencies in coordination with the Army Reserve and USAMC; and provides deployable, tailorable staff augmentation support in the form of LSO teams, detachments or, in rare cases, battalions. See Appendix F for additional information regarding the LOGCAP support brigade.
- AFSB: provides oversight, less program management and technical direction, of team LOGCAP forward (TLF) when deployed.
- Contracting support brigades: provide CCAS support to include delegated contract administration tasks, quality assurance oversight, and property administration.

LOGCAP CONTRACTORS

1-14. Currently, LOGCAP has two distinct types of contracts: a program office support contract and three performance contractor contracts. The support contractor provides specialized skill sets and other support to the program (at no cost to requiring activities) to include:

- Support the program management office, deputy program directors, and the LOGCAP contracting office for program planning and operations, exercises, and contracting actions.
- Provide cost/price analysis services and assist with the development of independent government estimates during task order solicitation and award process.
- Provide logistics management, cost analysts, and property analysts support where required in both continental United States and outside the continental United States locations.
- Provide sustainment subject matter experts as required.

1-15. The performance LOGCAP contractors are the contractors that perform the logistics services based on mission specific task order requirements. Currently there are three performance contractors, each one selected through the base contract award process because of their proven large scale, global reach logistic service sector capabilities. Each of these performance contractor generally provides logistic and other support services via a mission focused task order for a designated geographical or operational area region. These LOGCAP prime performance contractors act as the single point of accountability for access to sub-contractor support at all tiers. Additionally, the prime performance contractor, when requested by the LOGCAP forward operator, can support major OCS planning and training venues at the theater army and combatant command levels.

TEAM LOGISTICS CIVIL AUGMENTATION PROGRAM (LOGCAP) FORWARD

1-16. The Army has a deployable LOGCAP program management office capability placed into the area of operation known as TLF. This team is an ad hoc USAMC organization comprised of the logistics civil augmentation program deputy program director (DPD), DPD supporting staff, and various numbers of LOGCAP support brigade LSOs. The actual size and composition of TLF is METT-TC driven. TLF, in coordination with the supporting contracting support brigade, is responsible to ensure LOGCAP support is properly coordinated and executed in an efficient and effective manner. TLF also provides requiring activity

staff augmentation support via its deployed LOGCAP support officers. While there is no official LOGCAP support officer rule of allocation, a two-soldier LSO team (in some cases a larger LOGCAP support team) will normally provide direct support to the higher level command having major LOGCAP related requiring activity responsibilities such as corps, divisions, theater sustainment command, expeditionary sustainment commands, sustainment brigades and engineer brigades. Figure 1-2 depicts the Team LOGCAP forward organization and supporting organizations.

1-17. When deployed, the TLF is attached to the AFSB in support of overall operations where major LOGCAP support is being executed. In this command and support arrangement, the AFSB commander, in direct coordination with the deployed DPD, is responsible to set TLF priorities of work, place TLF members on the battlefield, and re-task organize the TLF as required. The AFSB is also responsible to provide and/or arrange TLF administrative and logistics support. See ATP 4-91 for more information on AFSB organization and operations.

Key Note: While the supporting AFSB has command authority over an attached TLF, technical guidance and program management oversight is provided by the LOGCAP Executive Director through the deployed DPD.

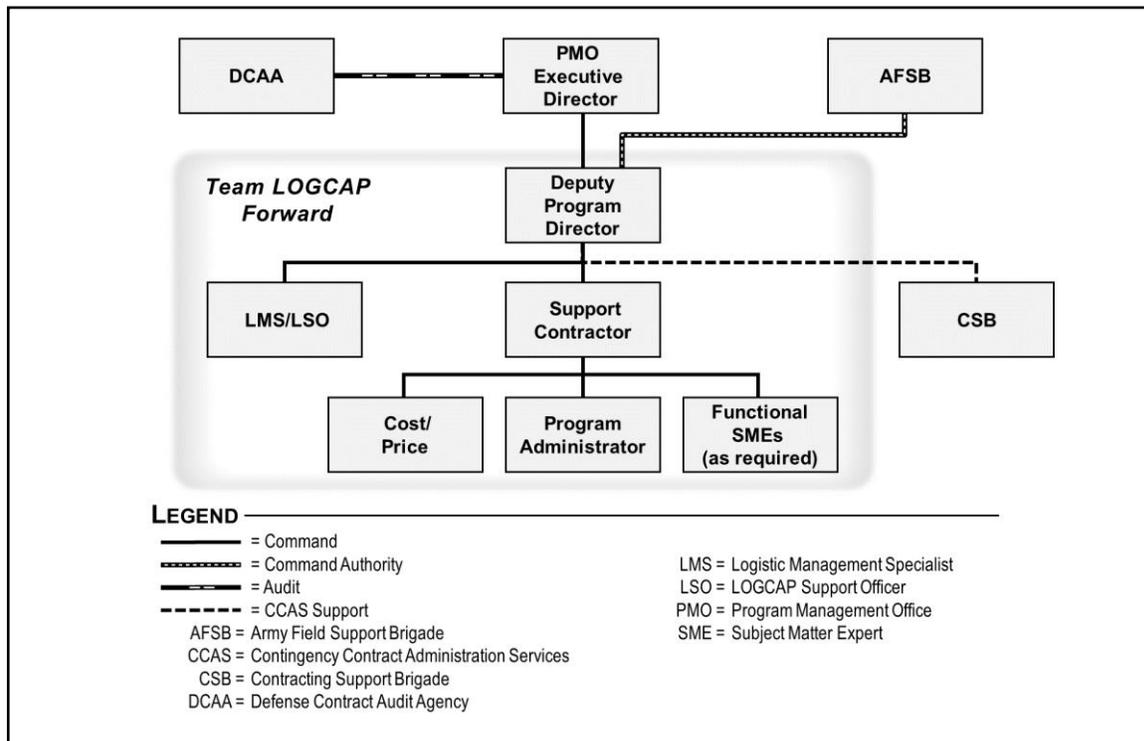


Figure 1-2. Team LOGCAP forward organization and supporting organizations

Chapter 2

Planning and Requesting Support

Theater and field armies are responsible to incorporate LOGCAP sustainment services into the combatant commanders Annex W, Operational Contract Support Plan and other related portions of operation plans and orders, as prescribed in Army Regulation (AR) 715-9. Staff planners at these operational level units, along with their supporting sustainment and engineer commands, must actively involve contracting support brigade (CSB) and LOGCAP planners early in the planning process to develop a responsive approach and identify potential commercial sources of support.

PLANNING PRINCIPLES

- 2-1. LOGCAP should be fully integrated into the overall OCS planning effort and in close coordination with both the supported command and aligned CSB responsible for providing contingency contract administration services.
- 2-2. LOGCAP should be considered as an option along with other means of support to include organic support, host nation support, theater support contracts, and other external support contracts.
- 2-3. LOGCAP support is not predicated on availability of in-theater commercial services. While LOGCAP performance contractors may utilize local labor and equipment, they are fully capable bringing these capabilities from outside of the operational area.
- 2-4. LOGCAP can be used in all phases and types of operations, but is particularly suited as a source of support for early entry, in operations where there is limited locally available commercial support capabilities, and where the commander is not willing to accept significant risk that may come with other contracted support options.
- 2-5. LOGCAP can be used in extended operations, but the overall OCS plan should include stipulations to review LOGCAP task orders on a designated timeline to determine if there are more appropriate contract venues or other sources of support for all or parts of the task order. Note: a full impact assessment should be conducted to determine the effects of change to avoid unintended consequences.
- 2-6. LOGCAP option should be selected when it is determined to be “best value” for the operational commander. If chosen as a source of support, LOGCAP specific guidance must be included in the appropriate Annex W.
- 2-7. LOGCAP can be used for any non-inherently Government sustainment service, but per Army policy, will not be used as a source of supply (see AR 700-137 for limitations).

ROLES AND RESPONSIBILITIES

- 2-8. LOGCAP is a team effort which involves players at each echelon of command and responsibility. Commanders must insure active involvement of key OCS players throughout all phases of operational planning to insure LOGCAP equities are vetted and activated in a timely manner.

ROLE OF THE COMBATANT COMMANDER AND SUBORDINATE JOINT FORCE COMMANDER

2-9. Per JP 4-10, OCS planning begins with the supported GCC's operational planning. The GCC's operational contract support integration cell, with support from Joint Contingency Acquisition Support Office planners, develop and promulgate the overarching joint OCS planning guidance. Overarching GCC and subordinate joint force command OCS planning tasks, all potentially related to LOGCAP specific planning, include:

- Lead initial OCS planning effort
- Publish Annex W to the OPORD or OPLAN
- Approve LOGCAP as source of support for overall theater of operations prior to request to Headquarters, Department of the Army G-4
- Establish theater-specific procedures for how new and/or modifications to LOGCAP requirements are identified, validated, and approved through requirements review boards
- Provide GCC and theater specific publications related to sustainment as needed for incorporation into LOGCAP performance requirements
- Establish funding ceilings, procedures to track expenditures, and replenish funds as necessary
- Establish operational-specific contractor management related orders, policies, and directives
- Develop and promulgate contractors authorized to accompany the force (CAAF) predeployment, deployment, reception, in-theater management, and redeployment guidance and procedures
- Ensure CAAF and associated equipment are incorporated into deployment and in-theater support plans and processes
- Establish LOGCAP transition/termination guidance
- Ensure adequate force protection

2-10. See JP 4-10 for more information on joint OCS planning processes and formats.

ROLE OF THE LOGCAP FORWARD OPERATOR

2-11. As stated in Chapter 1, LOGCAP forward operators are embedded with the selected AFSBs in support of aligned theater armies, field armies, and their supporting senior sustainment commands. These individuals, whether a Department of the Army civilian or LOGCAP support contractor employee, provide direct assistance in the theater, strategic, and operational level OCS planning and associated Annex W development efforts. To supplement the theater army and field army aligned forward operators, the LOGCAP program management office has positioned LOGCAP forward operators at the geographical combatant commands. These combatant command level forward operators participate directly in the supported command's OCS planning effort, but will coordinate any LOGCAP specific planning action with the appropriate theater or field army level forward operator as appropriate. And since LOGCAP remains an Army program, actions that involve any formal request to use LOGCAP will be routed through the theater or field army aligned LOGCAP forward operator to ensure theater or field army awareness and concurrence of this request before it is sent to headquarters Department of the Army G-4 for approval.

PERFORMANCE CONTRACTOR PLANNING ASSISTANCE

2-12. Under the new regionally aligned task order LOGCAP construct, the theater army and combatant command LOGCAP forward operators can, as necessary, arrange direct planning assistance and exercise support from the LOGCAP performance contractor. By design, this regional support arrangement allows the performance contractors to develop habitual relationships to their major supported commands thus improving LOGCAP planning responsiveness, accuracy, and overall trust.

ROLE OF THE SUPPORTING CSB

2-13. Per ATP 4-92, the CSB commander is the senior contracting support advisor to theater army, field army, and corps headquarters on contracting support matters. As such, it is imperative the CSB's contracting support operations planners are actively involved in all OCS, to include LOGCAP, planning

efforts. Supporting CSB LOGCAP related planning tasks, all accomplished in direct coordination with the LOGCAP forward operator, include:

- Provide input to any decision relative to the determination of the “best value” source of support to include assessments on capabilities and risks of theater support contracting capabilities and related in-theater commercial capabilities.
- Determine CCAS requirement (and any augmentation requirements) to include administrative contracting officer (ACO), quality assurance representative (QAR) and property administration requirements.
- Review and provide input to requiring activity and supported unit COR plans.
- Assist in LOGCAP planning for transition to a new or existing task order or termination of existing task order support.

ROLE OF THE REQUIRING ACTIVITY

2-14. LOGCAP task order focused requiring activities, normally theater army or field army OCS cell (if formed), and when required, HQDA G-4 staff, play critical roles in the LOGCAP planning process. The theater army engineer staff or supporting engineer command also play a key role in LOGCAP planning by providing general engineer technical guidance when LOGCAP services will likely include minor construction and maintenance of facilities, specifically, the requiring activity performs the following key planning tasks, all accomplished in close coordination with the GCC operational contract support planners, LOGCAP forward operator, supporting CSB contracting support operations, and when required, Headquarters, Department of the Army G-4, planners:

- Incorporate LOGCAP into the overall logistics and OCS planning effort to include COR plan and contracted support synchronization matrix (for example, CAAF and when they are required).
- Determine what initial services are required and how they will be funded.
- Determine if there will be any Army specific requirements review process in addition to a joint force command related process.
- Verify combatant command specific facilities construction and facilities maintenance standards (expeditionary, temporary, and semi-permanent).
- Prepare and submit initial LOGCAP request to Headquarters, Department of the Army G-4 when required.
- Determine what government furnished property (GFP) and government furnished services will be provided to the selected performance contractor.
- Plan for and promulgate LOGCAP transition and termination guidance when appropriate.
- As required, submit request for forces for LSB support in conjunction with PMO requirements.

DETERMINING LOGCAP AS A SOURCE OF SUPPORT

2-15. LOGCAP, long considered the “source of last resort,” can, per policy and doctrine, be requested when it is the “best value” support option based on mission specific METT-TC factors. While not applicable to all operations, LOGCAP should be considered in all operational planning efforts and captured in Annex W of the operations plan when chosen as a source of support or when identified as risk mitigation against logistics mission failure. See AR 715-9 figure B-1 for policy guidance on LOGCAP planning process.

2-16. LOGCAP task orders, like mission specific theater support and other external support contracts, are derived from the overall sustainment and related OCS planning process. In conducting this planning, the GCC’s and associated theater army and field army planners should address (not all inclusive) the following key related planning questions (a more detailed list of LOGCAP planning questions can be found in appendix B):

- Is the service required inherently governmental, or can it only safely be accomplished with Army personnel (active and reserve component)?

- Are the requisite number and types of support units ready and available to meet the requirement? If so, can the unit arrive in the area of operations (AO) when needed? How will reserve call-up timelines affect this availability?
- What funding is available per appropriation (military construction, other procurement Army, operational and maintenance Army)?
- Will it be difficult to deploy support forces to meet requirements in a major regional contingency? If so, will this difficulty result in an unacceptable risk to meeting national military strategic objectives?
- How much risk is the operational command willing to accept when utilizing an OCS option? If the answer is zero risk, the option would be limited to United States military structure. If the answer is low risk, the LOGCAP may be a preferred OCS option.
- Are there “better value” alternatives to provide the required level of support? "Best value" means the expected outcome of an acquisition that, in the Government's estimation, provides the greatest overall benefit in response to the requirement. (Note: “Best value” is not synonymous with less expensive.)
- Is the economic environment in theater capable of supporting and sustaining the force through multiple theater support contracts with local vendors?

2-17. Identifying the leading (high level) cost drivers will help educate commanders on how decisions can negatively impact desired outcomes, particularly in cost. In the LOGCAP experience, time, risk, and turbulence are the primary drivers of cost. Requiring activity commanders and staff must understand how these factors impact cost, schedule, and performance.

- Time, including the time to properly prepare and plan requirements, is often aggravated by the delays in sourcing decisions. For example, LOGCAP has often been engaged as a contracted solution of last resort, after months of planning spent unproductively pursuing other contract support approaches. As a result, requirements definition was less precise and the schedule was significantly shortened, resulting in higher costs.
- Risk, including risk-shifting from government to contractor, is a significant cost-driver. Poorly defined requirements, inappropriate contract types, and constricted schedules increase contractor risk and drive costs.
- Turbulence (or change) is an inherent feature of operational environments, but aside from the necessary agility needed for contracted sustainment to meet the changing operational conditions, changing requirements should be analyzed before execution to ensure the benefits justify the cost. In some cases, even moving into multiple contracts in the same operational area can drive cost by reducing efficiency and creating competition for scarce goods and services.

2-18. Modern military operations are largely joint endeavors and often employ a “whole of Government” approach that may involve other government agencies as well as all branches of service. Integrating multiple sets of requirements, mission sets, and concepts of operations in these types of operations can be challenging as they relate to OCS with contract support efficiencies and economies of scale difficult to achieve. In some ways, LOGCAP’s integrated planning and execution approach is well suited to support these types of complex operations. See appendix C for specific guidance on planning and requesting LOGCAP support for non-Army organizations.

PLANNING FOR LOGCAP SPECIFIC SUPPORT

2-19. When planning for LOGCAP specific support, planners should answer the following questions:

- Who will receive LOGCAP services?
- Will every supported unit and agency receive the full menu of LOGCAP services, or will services be provided by multiple support sources?
- What criteria determines if LOGCAP will be used at each site?
- What planning factors or workload information is available?

- Will the contractor be provided government furnished property or government furnished services?
- What are the CCAS (ACO) requirements, to include the COR plan, quality assurance representative, property administration, and materiel receiving official responsibilities?
- CCAS, TLF deployment, request for forces for LOGCAP support officer and brigade support?
- Is LOGCAP currently providing services within the AO or will another task order be required?
- Will LOGCAP services be transitioned from the supported unit or another contract(s)?
- Does the scope and boundaries of the task order allow for anticipated future expansion?
- Are secure ground and air lines of communication available for contractor use?
- Is force protection in place for contractor security?
- Will the contractor be expected to self-deploy, or has contractor deployment been built into the time-phased force deployment document force flow?
- Will the contractor reside within the base camp footprint; be provided space for a “man camp” outside the base camp footprint, or reside on the local economy?

2-20. Like all OCS support options, planners must engage in backward planning to accommodate the time needed for the LOGCAP performance contractor to increase operational capability to perform services. Backward planning is the development of milestones laid out in reverse chronological order, beginning with the projected startup date the contractor will be required to provide services. Since LOGCAP is not a standby service, the contractor must open subcontracts to competitive bidding, hire and train personnel, lease or buy and transport equipment and materials into the region or theater, and transport the equipment and materials to the site once a task order is issued. Country specific issues like obtaining Visas must also be planned for and accommodated. Recent experience indicates that, depending on the complexity and scope of the requirement, it may take up to 180 days from contract award (initial operational capability) for the contractor to ramp up to full operational capability in the case of a new, large scale task order. Note: in this context, full operational capability is a contract term and does not necessarily relate to the provision of baseline services; it refers to meeting the full performance requirements of the task order of service at the specified location.

2-21. The ability of LOGCAP to reach full performance depends on the performance requirement, its complexity and scope, whether or not sub-contractor and associated equipment are locally or regionally available, and the conditions under which it is executed. Until the contractor is at full performance, the military must plan for and be capable of providing services using organic assets. The contractor’s ability to reach full performance is delayed if commanders shift priorities or change requirements or if Government-provided force protection/security is not available. These delays may be considered Government delays, not contractor delays based on contract language. Effective planning and early coordination can significantly mitigate delayed support, often placing contractor “boots on the ground” concurrently with military deployment and hastening the achievement of full operational capability.

CONTRACTOR PERSONNEL AND EQUIPMENT

2-22. LOGCAP performance contractors may deploy personnel and lease or buy equipment from all over the world within the terms and conditions of the base contract and task order(s), often in very large quantities. Because of the importance and potential scale of LOGCAP support, the performance contractor personnel and equipment plans must be closely integrated into the overall operational plan. And of note, in some operations, deploying LOGCAP related equipment and personnel can be a mission critical component of the reception, staging, and onward movement of military forces into the operational area. In any case, the sequence of LOGCAP performance contractor and selected sub-contractor personnel and equipment must be carefully planned to ensure this key support structure is in place in time to meet these reception, staging, and onward movement requirements.

PLANNING FOR DEPLOYMENT OF LOGCAP PERSONNEL

2-23. LOGCAP contractor employees, less local national hires, are considered civilians authorized to accompany the force (AR 715-9, ATP 4-10) and require integration into force protection and security, bed down, life support, legal jurisdiction, and emergency medical support plans. These non-local national LOGCAP employees per Army policy and doctrine are required to go through a continental United States replacement center like process. Per Army policy (AR 715-9) contractor self-certification, referred to as non-military individual replacement deployment operations, can be authorized when economies of scale warrant such approval. LOGCAP performance contractors' self-certification authority must be coordinated by the PMO with consent of the procuring contracting officer (PCO), through Headquarters, Department of the Army G-4. If it appears to be in the best interest of the Army, the G-4 will staff this request through the assistant chief of staff, manpower and personnel known as the G-1 for assistant chief of staff, operations and plans known as G-3/5/7 approval. LOGCAP performance contractor self-certification of deploying contractors authorized to accompany the force (CAAF) employees is required to meet or exceed the established continental United States replacement center standards.

PLANNING FOR CONTRACTOR EQUIPMENT

2-24. LOGCAP related equipment items include Class VII GFP, contractor acquired, government owned (CAGO) equipment, as well as contractor-owned, contractor-operated (COCO) equipment. Planning for use of GFP and contractor acquired/ government owned (CAGO) is vitally important in the initial LOGCAP planning effort. Planning for COCO is less important in the initial planning process, but may be important in force drawdown planning in major operations. A summary of LOGCAP related equipment considerations follows:

- **Government Furnished Property** (Class VII). GFP includes Service component provided government issue Class VII items. GFP can be provided to the contractor prior to deployment into the operational area or as theater provided equipment issued to the contractor in the operational area. The advantages of GFP include possible accelerated LOGCAP support time lines; reduced costs by alleviating potential overhead and fee costs for CAGO; and allows the Government to leverage the sunk costs of existing organic equipment, existing supply chains, and equipment interoperability. Disadvantages of using GFP include risk that use of non-optimal equipment or lower quality standards could lead to contract failure or additional transportation costs if replacement equipment is not available in the operational area. Actions related to GFP issuance, maintenance, accountability, and return to stock will be decided in the planning process and coordinated strategically by the theater army, the LOGCAP program management office, the Headquarters, Department of the Army G-4 with the final decision coming from Headquarters, Department of the Army assistant chief of staff, operations known as the G-3. Responsibility for actual issuance of this GFP is with the Army organization providing this equipment and the LOGCAP PCO. See AR 735-5, paragraphs 2-5, 2-12, 2-15, 4-14, 5-1, 6-2, 8-1, 12-3, 13-2, 13-41, 14-13, 14-21, 14-24, and 14-32 for further information.
- **Contractor Acquired, Government Owned Equipment.** CAGO (referred to as contractor acquired property in Federal Acquisition Regulation Subpart 45) is equipment acquired by the contractor, normally in a cost reimbursement type contract, for the performance of the contracted service, but becomes the property of the government. Like GFP, CAGO accountability and disposition is the responsibility of the requiring activity and applicable contracting officer. Most LOGCAP related equipment falls into this category. It is important to understand CAGO leases or purchases can sometimes require a long lead time, regardless of where the equipment is procured. Some equipment, such as fire engines and specialized crash-fire-rescue equipment, large fleets of line-haul and fuel trucks, or rough-terrain cargo handlers, may require up to a year for delivery. Indeed, such vehicles simply may not be available through commercial sources to meet short military timelines. LOGCAP performance contractors will most often lease equipment because LOGCAP uses operations and maintenance funds rather than other procurement authority funds. Budget planning for procurement funds to replace leased equipment with purchased equipment should be considered for multiyear operations. Consider that leased

equipment can be a source of significant cost during retrograde because it often must be returned to “rent-ready” condition and returned to point of origin.

Warning: LOGCAP task orders, like all contracted support, must be funded through the appropriate funding authorities, often called “colors of money”. Therefore, funding authorities for certain functions like procurement of end items and construction should be closely considered.

- **Contractor Owned, Contractor Operated Equipment.** Contractor owned, contractor operated (COCO) equipment consists of items acquired by and owned by the contractor for use in the performance of the contracted service. A very important difference between contractor owned, contractor operated equipment and the other two categories of contractor equipment is the government has no legal authority over this contractor owned equipment. Additionally, the contract company, not the government, is responsible for COCO equipment disposition and any costs associated with the transport of this equipment in, around, and out of the operational area. Also of note, contractor owned, contractor operator equipment is normally associated with fixed price contracts, but LOGCAP performance contractors and their sub-contractors will often utilize at least a limited amount of COCO equipment in the performance of their services.
- **Individual protective equipment.** Individual force protection equipment includes such items as integrated body armor and ballistic head protection. While often specific to the operation, individual protective equipment may come from GFP or acquired by the contractor. Of concern is this equipment may not be available in sufficient commercial quantities and/or may not meet proper Government specifications. If the Government does not provide this equipment, and commercial assets are not available, this shortage may limit the contractor’s ability to mobilize rapidly and execute operations forward in some higher threat level operations.

DEPLOYMENT OPTIONS

2-25. In some operations, LOGCAP performance contractors may also be authorized to arrange their own strategic and even tactical transportation as long as it is properly integrated into the Defense Transportation System and approved by the requiring activity and supporting contracting officer. The PMO, utilizing the LOGCAP forward operators and/or designated operations directorate staff, would be directly involved in planning and coordinating this deployment technique. Consideration to prioritizing LOGCAP contractor travel in theater is crucial to timely execution of support. The contractor should be prioritized the same as a uniformed sustainer to ensure critical support can be provided where and when needed.

REQUESTING LOGCAP SUPPORT

2-26. As described above, the LOGCAP task order requiring activity (normally a theater or field army headquarters) identifies support requirements and determines if LOGCAP is the appropriate means for support through the joint and Army OCS planning process. Once it is determined LOGCAP is the proper contract support solution, the requiring activity commander will submit a request memo (AR 700-137 figure B-2) for this support through the USAMC PMO to Headquarters, Department of the Army G-4 (AR 700-137 figure B-3). The request will normally be in memo format found in AR 715-9 and will generally include the following minimum information:

- Letter of justification that includes a basic description of the mission, allocated organic force gaps, summary of analysis on why LOGCAP support is required and mission criticality of these services
- Identification of types of forces to be supported (for example, United States military forces, Federal Government agencies, alliance or coalition forces, host nation forces)
- Basic description of requested LOGCAP services to include locations, date required, expected duration, and general scale of the services
- Source and availability of funding for task order at startup

- Security, force protection arrangements

2-27. The supporting LOGCAP forward operator or other designated PMO representative must be brought into the sustainment planning effort early on. This individual will assist the requiring activity to incorporate their requirements into the LOGCAP performance work statement (PWS), validating assumptions, and incorporating anticipated workload. LOGCAP will develop the independent government estimate and ensure all needed tasks are supported in the support package. The level of detail in these supporting documents is METT-TC dependent; however, usually fairly general at this step in the request process.

2-28. The elements of the PWS and associated technical exhibits provide the mechanisms for shaping sustainment. What those elements are, and what they do includes:

- Performance Work Statement: The performance work statement (PWS) establishes contractor requirements to provide the specific services in support of specific missions or forces. LOGCAP PWSs are standardized for selected logistic functions and where applicable follow standard Army doctrine and policy related to these functions. Only the PMO can make changes to the PWS.
- Technical Exhibit A.1 Required Service Matrix: A key component of any LOGCAP task order is the required service matrix, which lists the required services as determined by the requiring activity to be executed at each site. The matrix lists each LOGCAP service by PWS element down the left of the table, and site names across the top of the table. The required service matrix technical exhibit provides shareholders a simple and flexible method of identifying the services being provided at a site, and the services or sites to be added/eliminated via the change management process as outlined in Appendix D.
- Technical Exhibit F, Reports: The contractor is required to provide the reports listed in this technical exhibit to the Government under the terms of the LOGCAP task order. This technical exhibit lists the required reports, submitted POC's, and the submittal frequency.
- Technical Exhibit H.1, performance requirements summary: Identifies the PWS requirement, or service, and the objective and threshold performance standards of the requirement. The contractor is required to meet the minimum performance standard that would be expected if the support were provided by an Army unit. The performance requirements summary is required for performance based contracts and forms the basis for developing the quality assurance surveillance plan.
- Technical Exhibit H.2, performance requirements summary supplement: Provides supplements and exceptions to the performance requirements summary technical exhibit. If there is no guidance in the H.2 document, then no supplemental requirement exists.
- Technical Exhibit I Applicable Documents: A list of applicable publications that both the contractor and Government will adhere to. The contractor is required to maintain an updated library with all necessary publications listed within this technical exhibit. This document list is provided for contractor reference and is not to be construed as a comprehensive list of applicable guidance or standards of performance. The list does not normally contain publications that are regionally specific, so GCC or theater specific guidance can be placed in the Technical Exhibit H.2 to supplement the publication list.
- Technical Exhibit K, Augmentation Table: This technical exhibit provides additional information in support of augmented services. When used, this list will identify services, sites, military occupation skill equivalencies, corresponding military grades, function, and the quantity of personnel to be provided by the contractor to supplement unit capabilities in support of each augmented service.

Key Notes: Units requesting LOGCAP support are not normally required to develop performance work statements for this support because LOGCAP services are already covered in a PWS standardized to Army sustainment doctrine and policy. The requiring activity's role in this process to ensure all of the required LOGCAP services are "turned on" to the proper level of support (types, quantities, hours of operations) and any parts of these standard services that will be provided by other means (through military means, other contract) are not "turned on."

Other United States military organizations, United States Federal agencies, as well as allied and coalition partners, may also request LOGCAP support. See Appendix C for additional information regarding LOGCAP support to other than Army forces.

2-29. Once the requiring activity has requested LOGCAP support, and Headquarters, Department of the Army assistant chief of staff, logistics known as G-4 has approved the use of LOGCAP as the means to provide the requested logistics services, the LOGCAP forward operator (or other designated LOGCAP planner) will help the requiring activity to turn the request for LOGCAP support into an acquisition ready procurement request. As part of this process, the requiring activity must identify any theater-specific guidance or policies that must be incorporated; for instance, most joint force commands have derivative policies on environmental issues, reporting requirements, or standards of support. The requiring activity should coordinate with the appropriate OCS integration cell to determine and properly incorporate theater-specific guidance or policies. Those policies, once identified and provided, can be incorporated into the LOGCAP support approach. The final support approach will be reviewed by the requiring activity to ensure all requirements are captured. The requiring activity then has sufficient information to develop army review board supporting documents and champion those documents in the army review board process. Submission of a complete acquisition-ready procurement request initiates the PCO's procurement approach to meeting the requested support requirements.

2-30. New LOGCAP task orders will normally include consideration of all of the performance contractors, but in most situations LOGCAP support requests will go to the performance contractor aligned to a designated region (area of responsibility, joint operations area or designated area of operation within a declared joint operations area). This regional alignment allows more rapid response to emergent military support requirements and is less subject to contractor protest. This arrangement also prevents possible issues caused by one performance contractor being reliant on another performance contractor for a specific LOGCAP service as well as possible competition for limited local sub-contractor capabilities and locally procured equipment. In any case, the Army reserves the right to issue a sole source selection per Federal Acquisition Regulations procedures when the urgency of the requirement precludes such consideration.

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Chapter 3

Execution

LOGCAP support execution is accomplished through interaction of the requiring activity and Team LOGCAP forward, or in the event of a new task order, the LOGCAP program management office. Support execution requires a thorough understanding of requirements and sufficient time to execute the acquisition strategy unless an existing task order exists in the AO. See appendix D, *Change Management Process* for additional information. Commanders must understand the risk management functions inherent to contracted support when developing a comprehensive LOGCAP task order execution plan as part of their overall OCS plan.

GENERAL CONSIDERATIONS AND RESPONSIBILITY OVERVIEW

3-1. Like all contract support actions, LOGCAP task order execution is a team effort that, per ATP 4-10, involves the PMO, the contracting officer, the requiring activity, numerous designated supported units, the supporting CSB, and eventually the performance contractor selected to provide the service along with numerous associated sub-contractors. In the case of LOGCAP, logisticians in the PMO and TLF sharpen the focus of requirements definition, and leverage programmatic during the development and execution throughout the lifecycle of contract support. While the scope and scale of LOGCAP provided services can greatly exceed other types of contracted support in major operations, execution of LOGCAP support differs somewhat from the process captured in ATP 4-10 in that it involves a broader teaming effort to include the PMO, TLF and CSB. It also can include enhanced military construction agent and/or theater engineer staff involvement. Finally, there can be a significant difference in the reliability and quality of LOGCAP provided services being executed by a proven LOGCAP performance contractor versus a possibly unproven local national commercial firm hired through a theater support contract, particularly when services involve technical skills that involve adherence to military doctrine or policy. In either case, the government still has a legal requirement to perform surveillance on the execution of LOGCAP provided services. The text below provides an overview of the basic LOGCAP task order execution responsibilities of all organizations involved in this process.

LOGCAP PROGRAM MANAGEMENT OFFICE

- 3-2. LOGCAP program management office responsibilities include but are not limited to:
- Monitor in-theater LOGCAP execution through direct oversight of deployed TLF personnel.
 - Coordinate any issues requiring LOGCAP procuring contracting officer, ASC headquarters, Headquarters, Department of the Army G-4 or other strategic national level organizations.
 - Provide reach-back capability to deployed TLF.
 - Collect and analyze LOGCAP performance data; incorporates into quality assurance and continuous improvement.
 - Develop initial task order requirements into an acquisition ready request for proposal in conjunction with the Army Contracting Command, Rock Island, Illinois.
 - Update performance work statement language and documents to ensure current with doctrine.
 - Manage cost, schedule, performance, and sustainability issues at the program (strategic) level.

TEAM LOGCAP FORWARD

- 3-3. Team LOGCAP Forward responsibilities include but are not limited to:
- Serve as PMO's "eyes forward" for visibility of overall LOGCAP service performance.
 - Assist requiring activities and designated supported units with LOGCAP execution tasks to include modifying/transitioning/terminating existing LOGCAP services.
 - Prepare project planning requests based on new requirements and co-signs with ACO.
 - In close coordination with the supporting CSB, monitor and assist in making changes to the overall LOGCAP task order surveillance plans.
 - Support the requiring activity to develop cost estimates as required.
 - Conduct technical evaluations of contractor proposals to ensure approach is feasible and adequate.
 - Manage cost, schedule, performance, and sustainability issues at the program (strategic) level.

SUPPORTING CONTRACTING SUPPORT BRIGADE

- 3-4. The supporting contracting support brigade responsibilities include but are not limited to:
- Perform CCAS to include COR appointments as directed by the procuring contracting officer.
 - ACO issues letters of technical direction or change orders, depending on authority and/or thresholds granted by the PCO.
 - ACO solicits contractor performance feedback from requiring activity and/or supported unit through CORs and/or questionnaires.
 - Report any issue with cost, performance or schedule to PCO and to the program management office.
 - Assist in any LOGCAP related execution planning to include any potential transitions and terminations of existing LOGCAP services.
 - Conduct monthly performance evaluation boards with performance contractor.
 - Coordinate with GCC, subordinate Joint Force Commander, or deployed Army Force Commander to incorporate LOGCAP specific matters in execution planning (to include any termination and transition actions).
 - Publish guidance related to changes to use of LOGCAP services via Annex W fragmentary orders or other official correspondence as required.
 - Incorporate LOGCAP service change requests into any requirements review board processes.
 - Properly safeguard contractor proprietary information.
 - Incorporate LOGCAP training into organizational training plans.
 - Provide LOGCAP program management office with GCC or theater level guidance related to LOGCAP services for incorporation into requirements parameters.

REQUIRING ACTIVITY

- 3-5. Requiring activity responsibilities include but are not limited to:
- Monitor contractor performance and issues related to cost and schedule through designated supported units.
 - Prepare, submit requests for changes to existing LOGCAP services; ensure these requests are properly coordinated through existing Army and joint force command requirements review boards.
 - Nominate CORs and monitor subordinate unit COR programs and take corrective actions as necessary to ensure there is adequate task order surveillance.
 - Closely assess, coordinate any termination and transition of LOGCAP support.
 - Provide input to and/or participate in performance evaluation boards as requested by the ACO.

DESIGNATED SUPPORTED UNIT

- 3-6. Designated supported unit responsibilities include but are not limited to:
- Ensure CORs are trained and nominated in sufficient numbers to conduct task order surveillance.
 - Through their appointed COR, analyze and report to requiring activity, TLF, and PMO issues related to cost, schedule, or performance.
 - Assist requiring activity in LOGCAP change requests, transition, and termination actions.
 - Provide support to contractor personnel and their equipment as directed.
 - Integrate contractor personnel into local force protection and security plans.
 - Provide input to and/or participate in performance evaluation boards as requested by the ACO.

PERFORMANCE CONTRACTOR

- 3-7. Performance contractor responsibilities include but are not limited to:
- Evaluate project planning requests and submit project planning estimates for services requested.
 - Conduct or attend pre-deployment training and preparation for deploying personnel per the terms and conditions of the contract and any operational specific guidance.
 - Input and maintain up-to-date contractor personnel information into the synchronized pre-deployment and operational tracker database.
 - Manage subcontractors; ensure they understand and adhere to supported command regulations, policies, and procedures as well as terms and conditions of the contract.
 - Faithfully execute the conditions of the contract and balance cost, schedule, and performance to provide a best value.
 - Safeguard government property in contractor possession and report conditions, events, and circumstances that threaten the commander's mission or operation.
 - Accurately report information.
 - Take direction only from the contracting officer with requisite task order responsibility.

3-8. While the requiring activity, normally the theater army or field army headquarters, maintains overall visibility of the LOGCAP task order execution, to include COR support, the designated supported units actually provide the on-the-ground CORs. These supported units CORs, often from sustainment and general engineer units, are appointed by the supporting CSB ACO to execute their oversight mission which is generally focused at service sectors. Their execution is monitored and mentored by CSB provided QARs, and property administrators, and they are provided comprehensive checklists to assist them in their functions. The LOGCAP requiring activity's OCS staff, often augmented by a LOGCAP support officer in major operations, works closely with the CSB contingency contract administration services staff to include the designated ACOs, QARs, and property administrators. The requiring activity also will coordinate directly with the deployed TLF on various LOGCAP support matters that may require PMO involvement. See ATP 4-92 for more information on CCAS.

TASK ORDER TYPES

3-9. LOGCAP task order support is normally executed via a cost-plus, fixed fee contract, but other types can be used when in the best interest of the government. For instance, firm fixed price types would not be recommended in contingency operations, but individual locations or services within the task order can be firm fixed when circumstances warrant. Based on this type of contract, LOGCAP requiring activities and designated supported units may be required to provide input to, or to participate in, contractor performance assessment and incentive venues. These assessments are used by the PCO, in coordination with the LOGCAP program management office, as the mechanism to provide formal feedback related to the LOGCAP performance contractors' performance to include identifying strengths, areas for improvement, and areas of emphasis in a uniform, fair, and consistent manner. Requiring activity and designated supported unit involvement in this performance assessment process is coordinated by the applicable staff.

MODIFYING EXISTING LOGCAP SERVICES

3-10. LOGCAP requiring activities and/or supported units often need to make changes to the approved scope of work and/or turn on or off a new service based on changes to mission requirements. Appendix D provides detailed discussion on the LOGCAP task order change request process.

SERVICE ORDER REQUESTS

3-11. A service order request is used by the designated unit facility manager to request routine, urgent, or emergency operations and maintenance service performed by a LOGCAP contractor (or sub-contractor) for facilities identified in the LOGCAP supported facility maintenance density list. LOGCAP provided maintenance includes work required to preserve and maintain a real property facility in such condition that it may be effectively used for its designated functional purpose. Facility maintenance also includes preventative maintenance to include maintenance on facility components such as heating, venting, and cooling systems. As a general rule, a service order is for scheduled and unscheduled work that is anticipated and funded as an expected cost in the task order.

3-12. Unit facility managers submit their service order requests directly to the designated LOGCAP contractor service order desk personnel for any failing/failed facility components and other discrepancies within their facilities. This process should not require any TLF involvement unless the supported unit is finding problems with the service order request submission process. All work related to LOGCAP maintained facilities is captured in what is referred to as the master schedule of work. This document is used by the performance contractor to synchronize LOGCAP work to included planned maintenance, scheduled maintenance, and safety inspections in a specified site (base). The master schedule of work is also a deliverable item to the PMO and is used by the PMO as a source of facilities maintenance related metrics such as workload data.

3-13. In some cases, facility maintenance issues may require submission of a change management activity, either letter of technical direction (LOTD) or change order vice a service order request. Some factors to consider in making a determination on which is the appropriate process follow:

- Is this facility or facility component currently on the master schedule of work?
 - If not on the MSOW, the request must follow the appropriate change management action process as described in Appendix D.
- Will this work fix/repair an existing facility component?
 - If no, then follow the appropriate change management process.
- Will this work modify the material condition of the existing facility?
 - If yes, then follow the appropriate change management process.
- Will this work be described as: install, upgrade, renovate, or rehabilitate which imply new minor construction service?
 - If yes, follow the appropriate change management process.

EXAMPLES OF APPROPRIATE FACILITY REQUIREMENTS FOR THE SERVICE ORDER REQUEST PROCESS:

3-14. Examples of appropriate requirements for the service order request process include but are not limited to the following:

- Heating, ventilation, and air conditioning unit malfunctioning
- Generator malfunctioning
- Plumbing leaks
- Water heater/washing machine malfunctions
- Electrical outlet is malfunctioning
- Roof is leaking
- Door lock will not open

- Renewal of disposable filters, painting, caulking, refastening loose siding, and sealing bituminous pavements
- Painting done as a result of the repairs to facility or one of its components

EXAMPLES OF NON-APPROPRIATE FACILITY REQUIREMENTS FOR THE SERVICE ORDER REQUEST PROCESS:

3-15. Examples of facility requirements which are not appropriate for the service order request process include but are not limited to the following:

- Install a new electrical or information technology outlet
- Build or install a new shelf
- Install a cipher lock on door
- Replace government equipment with contractor acquired property
- Upgrade, modify, renovate, or repurpose a room
- Reconfigure equipment with an automatic transfer switch making multiple components operate as an individual unit

GOVERNMENT OWNED PROPERTY ADMINISTRATION CONSIDERATIONS

3-16. Property accountability of government owned equipment to include both GFP and CAGO is required by Army and Department of Defense policy. GFP, to include both government supplied end items and personal protection equipment issuance has to be approved by the appropriate PCO and will be issued to the performance contractor via standard hand receipt process in coordination with the designated CSB property administration officer per guidance found in AR 735-5 and AR 710-2. Maintenance and accountability of issued GFP, to include equipment sub-hand receipted to sub-contractors is a performance contractor responsibility, with oversight from the designated property administration officer. The designated representative will notify the issuing property book officer upon contractor receipt, transfer, or disposal of any GFP during the life of the task order. As a general rule, property issued or acquired by the contractor remains with the contractor until it is deemed excess to the contract or no longer usable for its intended purpose.

3-17. Per Department of Defense policy, property accountability is accomplished through a United States Government contracting officer approved contractor equipment accountability system. Additionally, GFP may be accounted for in both property book unit supply enhanced and the contractor system, allowing the Army continuous monitoring of property under contractor control. Key for LOGCAP support is the fact that each performance contractor has a property accountability system that has been pre-approved via the base LOGCAP contracts award process. CCAS provides for a Government Property Administrator to ensure government proprietary interest in GFP in contractor possession. Additional information on government-owned contractor equipment can be found in Department of Defense Instruction (DODI) 4161.02.

DISCONTINUING OR TRANSITIONING FROM LOGCAP SERVICES

3-18. At termination of operations or when transitioning services to other entities (Department of Defense, Department of State), the supported unit, with direct assistance from their higher command, TLF, and other staff members, will normally lead the planning and execution. Key to the success of this process is to establish an active collaborative operational contract support working group. At a minimum, the following agencies and organizations should be represented at the working group: the requiring activity, the higher command operational contract support coordination activity (for example OCS integration cell), TLF, subordinate unit operational contract support activities, and the supporting CSB. The purpose of this working group is to:

- Share non-proprietary contract data and other related information.
- Determine any residual contract support requirements.

- Identify and resolve key matters; refer unresolved issues to the next higher level as required.
- Maintain operational awareness.
- Facilitate a collaborative strategy to ensure efficient and effective use of locally available commercial resources.
- Ensure there is proper legal review of the LOGCAP drawdown plan.

3-19. Contracted support cannot be terminated immediately without serious operational and financial consequences. Even when the contracted service expires or is terminated, external support contractors can take up to 30 days or more to prepare and implement personnel and equipment redeployment tasks. There is no fixed contract support drawdown timeline, but when planning a formal discontinuance or transition process, specific timelines must be established, tracked, and rigorously enforced. Coordination is a key function needed to ensure critical services and supporting tasks do not lapse during transition. See table 3-1 for a general planning timeline for this process.

Table 3-1. Notional LOGCAP discontinuance/transition time-line

Action	Transition Date
Contract companies and personnel notified of base closure	T-180
Local drawdown clause (in contract) prepared and implemented as requirement for all affected contracts	T-180
GFE and CAGO equipment inventories updated and validated by designated government representatives	T-180
Contractor notified of reduction and cease service plans/dates	T-127
Contractor demobilization plan coordinated	T-120
Approved demobilization plan to include GFE and CAGO equipment disposition instructions issued	T-90
CAAF and equipment movement (to include COCO equipment as necessary) coordinated with base senior tactical commander	T-90
Cessation of services	T-45
Begin transfer, disposition, and transit of equipment; CAAF begin transfer to other bases or transit out of the JOA	T-30
All CAAF and remaining contractor equipment depart base	T-10
Track final invoice and camp clearance	T-3
Legend: CAAF contractors authorized to accompany the force COCO contractor owned contractor operated JOA joint operations area CAGO contractor acquired government owned GFE government furnished equipment T transition date	

3-20. While handoff activities between transitioning contractors is anticipated and authorized, LOGCAP contractors are not authorized to “train” the new contractors, but should ensure the sharing of local operations and information required for a continuity transition. Under most circumstances, contractors should communicate through their government contracting officers to ensure proprietary information is safeguarded and the contractors are not inadvertently tasked with out-of-scope work for phase-in transition activity of a new contractor. That activity could result in an inefficient transition schedule delay with unanticipated, unbudgeted costs and an Anti-Deficiency Act violation.

PROPERTY DISPOSITION

3-21. Disposition of LOGCAP related GFP and CAGO must be considered as early as possible in the overall LOGCAP drawdown plan, but must take into account the performance contractor’s requirement for this equipment to support the overall force drawdown and redeployment. While this decision involves supported GCC and theater army planning input, final LOGCAP related GFP and CAGO equipment disposition authority resides with Headquarters, Department of the Army. Once Headquarters, Department

of the Army's disposition instructions are received, the PCO's designated property administration representative will notify the appropriate PBO regarding the receipt, transfer, or disposal of any GFP. Additionally, the performance contractor will then begin disposition of the CAGO equipment per Headquarters, Department of the Army published guidance.

Key Note: the United States government has no legal authority over COCO disposition, but the supported theater Army and/or joint force command may require visibility over major LOGCAP performance contractor or sub-contractor COCO items in situations where the command may be required to assist in the transport of this equipment out of the operational area.

CONTRACTOR MANAGEMENT OVERVIEW

3-22. Per both joint and Army OCS doctrine, contractor management involves the control, support, and integration of contractor personnel and their associated equipment deploying and operating in the operational area. Given the possible scope of LOGCAP support, it is very important this support is fully integrated into the joint and Army force contractor management plan and other related operations plan or operations order annexes (for example, appendix 2 to Annex W of the operations plan or order). LOGCAP unique personnel and equipment contractor management considerations are covered below.

CONTRACTOR PERSONNEL

3-23. In general, LOGCAP performance companies and their sub-contractors hire mostly a mix of United States citizen and third country national employees although in some operations, they may use a limited number of local national employees if the security/force protection situation permits. In most operations, LOGCAP United States citizen and third country national employees will be afforded contractor accompanying the force status hence these employees will be eligible for government furnished support and will be individually accountable in the DOD directed contractor accountability system, currently Synchronized Predeployment and Operational Tracker. Since most base life support in missions where LOGCAP is utilized as a key source of support is actually provided by LOGCAP performance contractor or sub-contractor, planning for life support of LOGCAP employees is relatively simple. Also, LOGCAP performance contractors are generally well versed in contractor accountability policies and procedures thus may not present a major challenge in obtaining accurate, contractor entered synchronized predeployment and operational data. See ATP 4-10 and other related publication referenced in ATP 4-10 for more information on contractor personnel related matters.

FORCE PROTECTION/SECURITY CONSIDERATIONS

3-24. In general, the primary LOGCAP unique force protection/security consideration is related to the fact the LOGCAP base contracts stipulates the United States government is responsible to provide force protection to LOGCAP performance contractors commensurate with such measures provided for DOD civilians accompanying the force unless otherwise stipulated in the task order. Also, LOGCAP is currently prohibited (AR 700-137) from being used as a source for armed private security services. For more information on contractor related force protection and security considerations, see ATP 4-10 and other related publications referenced in ATP 4-10.

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Chapter 4

Training and Exercises

A critical enabler of effective LOGCAP support is integration of LOGCAP related matters into unit staff training and exercises. These functions provide insight into capabilities and shape commander and staff expectations to reflect what support is reasonable and affordable during early stages of plan development which generally results in more efficient LOGCAP services execution. The LOGCAP program management office fully supports unit staff training and exercises process through its embedded forward operators and via additional LOGCAP personnel as required. When requested, the PMO will directly support exercises, especially those that validate and shape plans to meet changing LOGCAP related support strategies and capabilities.

LOGCAP TRAINING AND EXERCISE SUPPORT CAPABILITIES

4-1. The LOGCAP program management office provides mobile training teams and forward operations to assist in training personnel and participating in unit exercises. Whether preparing next deploying forces for integration into existing LOGCAP support forward or planning for notional tasks in support of United States strategic objectives, commanders should leverage this PMO capability to the maximum extent possible to ensure continuity of support and prepare units and staffs for LOGCAP support in all operational phases. When feasible, exercises should involve both PMO training and exercise personnel, and contractor representatives to provide the most realistic experience possible. The LOGCAP program management office has the capability (with sufficient notification) to direct representatives of the contractor program management offices to attend and participate in exercises. This capability is both unique to LOGCAP and essential to providing commanders with real-world practical application of the principles of LOGCAP support planning, development, and execution. In addition, the ability for commanders and staffs to directly engage both PMO and the contractor with variable conditions and “what if” scenarios provides inestimable value to planning for future operations.

REQUESTING TRAINING AND EXERCISE SUPPORT

4-2. Requiring activities must formally request LOGCAP training and exercise support. It is critical that LOGCAP planners are involved early in the staff training, planning, and/or exercise support planning process to ensure timely LOGCAP support to these events. The appropriate LOGCAP planner will assist in the development and processing of the training support requests. The unit requesting this support should coordinate with the theater army LOGCAP planner as far in advance as possible to ensure adequate response time at all levels. See figure 4-1, on page 4-2, for an example of a training request memorandum. Users should follow the outline of this memorandum completing the italicized text.

LOGCAP Training Request

Memorandum Thru

COMMANDING GENERAL, *[Requesting Unit (Attn: Office Symbol), Unit Address]*

COMMANDING GENERAL, *[Authorizing Unit (Attn: Office Symbol), Unit Address]*

FOR COMMANDING GENERAL, U.S. Army Sustainment Command, (Attn: PMO LOGCAP, Director of Training & Exercises), Rock Island, IL 61299-6500

Subject: Request for Mobile Training Team to provide LOGCAP Training to *[Supported Unit]*

1. The Requesting Unit Name requests that the U.S. Army Sustainment Command (ASC) provide a Mobile Training Team to give LOGCAP training to *[Supported Unit]* at *[Location]*.
2. Justification: (Short statement indicating why LOGCAP Training is required).
3. Specific LOGCAP Training Requested: See Enclosure 1.
4. Requested Training Duration and Dates: (The exact dates and length of this training will be coordinated with the U.S. Army Sustainment Command).
5. Point of Contact for this Memorandum (to include phone number and email address).

[Signature Block]

Encl(s)

U.S. ARMY SUSTAINMENT COMMAND AND LOGCAP TRAINING REQUEST

1. Where and when will the training be conducted?
 - Location:
 - Requested Training Dates:
2. What is the purpose and objective of the training?
3. What type of LOGCAP training is required?
4. What is the training schedule/battle rhythm?
5. Who is the target audience?
6. What is the projected number of participants?
7. When is the LOGCAP representative required on-site for the training?
8. What senior leaders (Colonels and above/Senior mentors) are expected to participate/observe the training?
9. Who is the point of contact (name, number, email address) for administrative and training coordination purposes?

Figure 4-1. Sample training request memorandum

Appendix A

LOGCAP Frequently Asked Questions

A-1. Isn't LOGCAP support overly expensive? While LOGCAP has a reputation of being an expensive support option, LOGCAP costs must be put into proper context. For example, because LOGCAP support can be turned on and off when needed, it is a much less expensive option than maintaining military force structure in the long-term. Also, comparing the LOGCAP integrated service task order approach to the sum cost of multiple theater support contracts to accomplish the same objective is not a proper direct comparison. Such a comparison fails to account for the greatly increased administrative cost to the government to plan, award, manage and oversee multiple independent contracts as well as accepting the programmatic risk of insuring these independent efforts are effectively and efficiently integrated into the overall military operation. Additionally, LOGCAP overall costs often include rework and repair of other contract failures as well as the life support provided to other contractors which generally do not incorporate this support in their contract cost/price (it is "government provided"). These costs are often attributed to LOGCAP but are actually costs derived from other contracted efforts. In summary, it is more valid to consider LOGCAP from a "best value" vice "lowest contract cost" approach when considering the appropriate source of contracted support for any given operation.

A-2. Who really controls the LOGCAP contract and associated contractors? The LOGCAP contract(s) are the tool used to execute the PMO developed sustainment concept. The responsibility for execution and outcomes rests with the PMO. Army Contracting Command has management and administration responsibility for the contract itself. Forward contract administration support in theater is provided by the supporting CSB under the direction of the PCO over the LOGCAP contract task order. The COR is a critical enabler in contractor performance oversight. Only the ACO or the PCO can direct the contractor.

A-3. Who tells the contractor what to do? The task order standardized PWS tells the contractor what is required to include quality level guidance; the performance contractors know how to provide the service and do not need specific "how to execute" guidance. Contractor employees are supervised and receive direction from only their internal management. By law, only the ACO or PCO have the authority to direct the performance (prime) contractor who in turn directs their sub-contractors as necessary. Further, the contracting office can only direct the prime contractor and not any tier sub-contractor; the prime has sole responsibility and authority to direct a sub-contractor and is accountable to the contracting officer for sub-contractor performance. The joint force commander and subordinate area commanders only have limited authority for security and safety issues in a hostile environment.

A-4. What type of military support is normally provided to LOGCAP contractor employees when deployed with United States forces? In general, most LOGCAP employees are either US citizens or third country national personnel who in most operations will be provided CAAF status thus making them eligible for certain military provided services. CAAF privileges are required to be defined in the employee's letter of authorization and generally include: subsistence; billeting; emergency medical care/evacuation; access to deployed Post Exchange stores; American Red Cross; and access to the office of the staff judge advocate for certain types of legal assistance. The United States military is responsible for providing force protection and armed security for deployed logistics civil augmentation program CAAF personnel. Of note, LOGCAP local national employees generally do not receive military provided support other than incidental force protection and emergency medical care when working on a United States military controlled facility. LOGCAP contractors normally deploy, live, and work on the camps with the Soldiers, significantly reducing costs, improving responsiveness and performance, and simplifying force protection concerns.

A-5. Can I use LOGCAP task order as a source of supply? No, while LOGCAP can be used to operate a supply support activity, the Department of the Army policy specifically prohibits as a source of supply.

A-6. **Does the supported activity/unit get to keep equipment bought on the LOGCAP contract?** No, LOGCAP purchased equipment is not issued to a supported unit unless specifically authorized by Headquarters, Department of the Army. If the LOGCAP contractor is tasked to perform a service requiring equipment or materiel, they can purchase the equipment/materiel incidental to that service. The equipment and materiel becomes contractor acquired and government owned (CAGO) and must remain on the LOGCAP contractor property book until either the mission is complete or the government (Headquarters, Department of the Army), via the supporting CSB, asks for the equipment to be returned. This means the CAGO does not go with the supported unit when the LOGCAP contractor leaves the operational area or when the LOGCAP contractor no longer provides the service.

A-7. **What if my unit provides transportation services, or property such as equipment, or construction materiel to the LOGCAP contractor? Does that mean the government is getting “double billed”?** No. LOGCAP (in most cases) is a cost-plus contract which means the government provided service, equipment, or materiel does not cost the LOGCAP contractor anything. Thus, they cannot charge the government for it.

A-8. **What is a Cost Plus Fixed Fee contract?** Per Federal Acquisition Regulation Part 16.306, a cost-plus-fixed-fee contract is a cost-reimbursement contract that provides for payment to the contractor of a negotiated fee that is fixed at the inception of the contract. The fixed fee does not vary with actual cost.

Appendix B

LOGCAP Planning Checklist

- B-1. Is the LOGCAP forward operator or other designated PMO representative involved in the general sustainment and OCS planning process?
- B-2. Does the joint force commands' Annex W contain any specific LOGCAP related guidance? How much risk is the joint force commander willing to accept in execution of contracted support?
- B-3. What is the threat environment? Has the expected effect of threat level on LOGCAP support been determined?
- B-4. Has the supported force, to include joint, multinational, government and coalition organizations, force size been determined? Will OCS be used to provide support to other than Army forces? If so, is this support properly codified in GCC lead Service directives?
- B-5. Is there a lead Service for contracting or contracting coordination identified by GCC? If so, is it the aligned CSB?
- B-6. Are the proper organizations/individuals (LOGCAP support brigade, LOGCAP forward operator, the CSB support operations planner, staff engineer) involved in the overall OCS planning process?
- B-7. Have all METT-TC factors been properly considered to include urgency of the support requirement, troops available (Army, joint, multinational/acquisition and cross-servicing agreement military), security/force protection factors?
- B-8. Has host nation support been considered?
- B-9. Have all sources of contracted support been considered (theater support contracts, Defense Logistics Agency prime vendor external support contracts) and properly evaluated to determine if any LOGCAP option is best value to the government? Are there any services that may be deemed inappropriate for local national commercial firms to provide (dining facility operations, construction/facility maintenance of United States force occupied structures)?
- B-10. Have the primary requiring activity(s) and key supported units been identified?
- B-11. What phase of the operation is LOGCAP support expected to begin?
- B-12. Have all specified and implied LOGCAP requirements been identified?
- B-13. Have the proposed locations for the supported force been identified?
- B-14. Have terrain, climate, and local conditions been analyzed to determine the impact on support?
- B-15. What status of forces agreements or other diplomatic, international or multinational agreements will be in effect? What impact will they have on LOGCAP support?
- B-16. How will local customs, laws, taxes, or language barriers impact LOGCAP support?
- B-17. Are there any joint force commander OCS related counter-insurgency strategies in effect such as "hire local national firms" first policies or directives? If so, how will these policies/directives impact LOGCAP provided support?
- B-18. Have the support requirements and shortfalls been identified to include CAAF support requirements?
- B-19. Has a request to use LOGCAP been forwarded through the theater or field army to Department of the Army G-4 to obtain approval to use LOGCAP?
- B-20. Has DA G-4 approval been obtained when required?

B-21. Have LOGCAP specific requirements been approved and validated by the task order requiring activity to include funding for same?

B-22. Do requirements meet threshold for some type of requirements review board and/or other boards such as a facilities utilization board? If yes, have these packets been forwarded and approved by the boards?

B-23. Has a United States Army request for services contract approval form been approved and submitted by the requiring activity?

B-24. Is there a need for the formation and deployment of a TLF? If so, what is the LOGCAP support officer utilization plan? Also, has a request for forces been submitted for TLF, to include LOGCAP support brigade soldiers, support?

B-25. Have CCAS requirements been fully considered? What is the ACO, QAR and property administrator utilization plan? Mission? Location?

B-26. Have CORs been identified and trained? Is there a plan to ensure proper technical qualifications of CORs overseeing high risk, technical service areas such as minor construction, facility maintenance and dining facility services? If there are known shortages of technically qualified CORs, has a risk mitigation plan been identified (e.g. hiring term civilian or contractor technical inspectors)?

B-27. Is there a plan to re-evaluate existing LOGCAP task orders over time?

Appendix C

Planning and Requesting LOGCAP Direct Support to Other than Army Forces

C-1. LOGCAP support for non-Army organizations is normally executed through GCC directed lead Service common user logistic or base operating support integration tasks. In most operations, the Army is designated the lead Service responsible for this common support mission. In these GCC directed support arrangements, the senior Army sustainment command will be tasked to coordinate this non-Army support which will often include LOGCAP related services. In the execution of this common joint, multi-national, or interagency support coordination task, the designated Army sustainment unit will coordinate directly with the supported sister Service units, multinational units, host nation military and designated Governmental agencies to determine the specifics of their requirements and then incorporate these requirements into their overall LOGCAP support as appropriate. In cases where a sustainment unit is not deployed, this planning and coordination process will normally be executed directly by the operational Headquarters, Department of the Army G-4 staff.

C-2. Though most non-Army LOGCAP support is executed through GCC directed lead Service arrangements, direct LOGCAP support to sister Service military units, multi-national forces, and other Governmental agencies can be authorized with proper planning and Headquarters, Department of the Army approval. For example, following the conclusion of Operation Iraqi Freedom, the Army continued LOGCAP for the Department of State activities in Iraq for several years despite the fact there was no significant United States military presence in the country at that time. In these support arrangements, close coordination must occur between the appropriate GCC, theater army, LOGCAP program management office, and supported organization to ensure these non-Army lead Service support arrangements are planned to include: funding; type, scope, location, and start/stop time of services; and quality surveillance procedures.

C-3. Planning for LOGCAP support to joint, multi-national, and/or other governmental agencies partners must include how quality surveillance will be executed with emphasis on the COR and technical inspection support. In cases where the supporting United States Army sustainment unit is co-located with the supported non-Army organizational partner, it is recommended the supporting sustainment command covers this COR support requirement with assigned or attached personnel. In cases where the supporting United States Army sustainment unit is not co-located with the supported non-Army organizational partner, or where requirement parameters might vary, the supported organization may be required to provide CORs. Close coordination with Team LOGCAP Forward and the cognizant ACO will be necessary to ensure the quality surveillance plan is modified to incorporate these non-Army unique support requirements.

C-4. Requesting LOGCAP support to other than Army forces begins with the same process and request letter covered in chapter 2 of this publication. In accordance with FAR subpart 17.502-2 and DODI 4000.19, these requests must include an Economy Act Determination and Findings outline (see figure C-1, on page C-2, for a sample) unless a Memorandum of Agreement exists that satisfies the Determination and Findings outline requirement. LOGCAP support to (non-United States) alliance and coalition partners will also require the existence or establishment of an acquisition cross-servicing agreement in accordance with DODD 2010.9 and CJCSI 2120.01D. Users should follow the outline of this memorandum completing the italicized text.

I have reviewed the requirement for (description of supply or service) that *[Requiring Activity]* proposed to place with *[DOD Agency providing the support]* as an interagency order under the Economy Act. My review resulted in the following findings:

1. The proposed acquisition is authorized to acquire the supplies or services.
2. *[Non-DOD Customer]* is legally authorized to acquire the supplies or services.
3. Adequate funds are available.
4. The action does not conflict with any other agency's authority or responsibility. Specifically, a review of Part 8 of the FAR, Part 208 of the DFAR, or other part as applicable, reveals that the responsibility for acquiring this supply or service has not been assigned to an agency other than the one proposed.
5. The supplies or services cannot be provided at the time required and more economically by contractors under a *[Non-DOD customer/agency]* contract.
6. The servicing agency has unique skill or ability not available within the *[Non-DOD customer/agency]*.
7. The Army regularly performs the type of work required, and will accept the order, and can satisfy the requirement.
8. The supplies or services are clearly within the scope of activities of *[DOD agency providing the support]* and that agency normally contracts for those supplies or services for itself.
9. The cost to the *[Non-DOD customer/agency]* for the requirement, including the administrative fees charged by the Army appears to be reasonable. The fees proposed to be paid to the servicing agency do not exceed the servicing agency's actual cost (or estimated costs if actual costs are unknown) of entering into and administering the contract or other agreement under which the order is filled.
10. The contract administration procedure related to the Army contract are adequate for *[Non-DOD customer/agency]* requirements.
11. All approvals and authorizations required by *[Non-DOD customer/agency]* regulations and policies for acquiring the supplies or services have been obtained.
12. The requirement is a bona-fide need of the *[Non-DOD customer/agency]*.

Given the above findings, I hereby find that it is in the best interest of the Government to place an order for *[requirement]* with the Army under the economy Act.

[Signature]

Figure C-1. Sample format for an economy act determination and findings

Appendix D

Change Management Process

The dynamic nature of LOGCAP provided support requirements can place an administrative burden on both the Government and the contractor. The goal of the LOGCAP change management process outlined in this appendix is to reduce the requiring activity's administrative burden by clearly establishing what will constitute a change or modification to an existing LOGCAP task order requiring an equitable adjustment. All changes to an existing task order are accomplished in accordance with the change management clause of the base LOGCAP contract and will be accomplished by contract modification, whether by the change order/undefinitized change order (UCO) for out-of-scope changes or LOTD processes for in-scope changes.

CHANGE MANAGEMENT FOR OUT OF SCOPE CHANGES

D-1. The first step in understanding the LOGCAP task order change process is understanding the criteria to what constitutes an out-of-scope change as defined in the LOGCAP base contract. These criteria include:

- The addition or elimination of an entire place of performance site (or multiple sites)
- The activation or deactivation of a PWS element listed in technical exhibit
- Increases or decreases to the augmentation tables in technical exhibit K of the standardized PWS
- Any construction project under the camp construction clause exceeding minor construction threshold for using operational and maintenance funds (see 10 USC 2805)
- An event, not otherwise covered in this paragraph, that alone causes costs to exceed a range of plus (+) or minus (-) ten percent (10%) of the task order budget at completion

D-2. The LOGCAP change order process begins when the requiring activity or supported unit identifies a change to existing LOGCAP task order, or portion thereof that meets the criteria outlined above. When such a change is identified, the requiring activity for the task order, with assistance from the designated LOGCAP representative, will follow the LOGCAP task order change process outlined in figure D-1 on page D-2. The specific steps of each tasks covered in this figure are covered in detail in the following text.

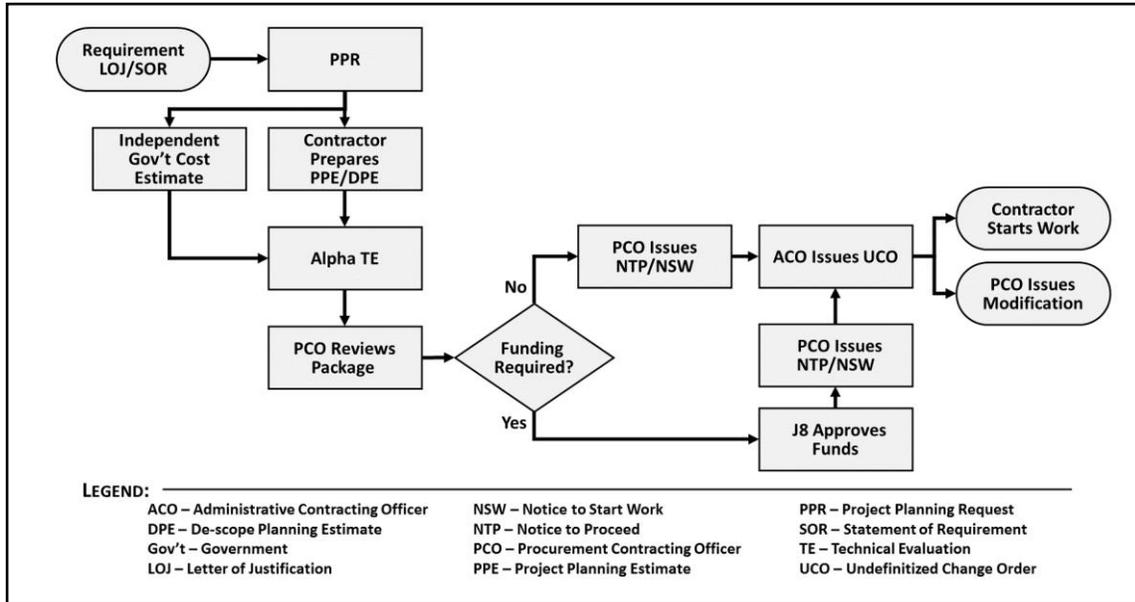


Figure D-1. Out-of-scope change management process diagram

IDENTIFY AND JUSTIFY REQUIREMENT

D-3. The requirement stage includes identification of the specific changes/new service required and a justification memo. The change/new requirement description must include a detailed description outlining exactly what services (specific PWS elements), location, supported population, execution dates, or other critical information the supported unit requires. The unit requesting this change must also include a letter of justification (LOJ), normally approved at the O-6/GS-15 level. Always refer to local policy on these types of matters.

D-4. These documents are submitted to the designated LOGCAP representative for review and processing. Upon receipt of the change request package, the LOGCAP representative is responsible to confirm the action does not meet the criteria of a service order request described below. After the LOGCAP representative reviews the package, it will be forwarded to the appropriate ACO.

D-5. Upon receipt of the LOGCAP change request package, the ACO will verify that the services requested are within scope of the task order and can be accomplished within or within the ACO’s authority to adjust the current task order technical specifications as covered in the task order technical exhibits. If the services requested are within scope, the ACO will issue the project planning request (PPR) to the contractor. If the services requested are not within scope, the ACO will request guidance from the PCO.

PROJECT PLANNING REQUEST (PPR)

D-6. The PPR is the tool used by the ACO to formally request a project planning estimate (PPE) from the performance contractor for a LOGCAP task order change. In general, a PPR is required is when the supported unit requests to add or eliminate an entire area of performance site; to activate or deactivate a service/PWS element; make a manning adjustment (increase/decrease) to the augmentation tables; or request a construction project. The unit LOGCAP representative, in coordination with the requiring activity, is responsible for initiating the PPR package. A complete PPR package will include the cover letter prepared by TLF and the LOJ prepared by the supported unit. LOGCAP generally requires only an LOJ to execute change management; however, additional documents may be required to meet GCC or theatre army review and approval processes.

D-7. The designated TLF representative will coordinate with the applicable ACO to determine a not-to-exceed date when the contractor should submit a PPE. This date should be based on the scope and complexity of the request and should be based on the ACO's business judgment as to what is a reasonable response period. This process will also be true for revisions to the PPR which will generate changes to the PPE for the contractor. Once complete, the TLF representative and ACO will sign the PPR and forward to the performance contractor, the designated LOGCAP cost analyst, and the PCO.

INDEPENDENT GOVERNMENT ESTIMATE

D-8. PPR issuance is the only scenario under change management in which an independent government estimate may be required. If required, the LOGCAP cost analyst will do the analysis to determine a reasonable price that will support the project technical review.

PROJECT PLANNING ESTIMATE (PPE) AND DESCOPE PLANNING ESTIMATE (DPE)

D-9. The PPE and descope planning estimate (DPE) are the contractor's deliverable to the Government on their technical solution to the requirement, and is used in the change management process as a tool to provide an estimate and to obtain funding for planning purposes only; it is not a formal proposal. The PPE or DPE will normally include a complete cost estimate, schedule, facts, and any assumptions the submission is based upon. A PPE or DPE should contain enough fidelity to allow for the technical approach to be evaluated and to ensure that the Government and contractor agree that requirements have been fully captured, and the proposed approach is sufficient to meet them. If the Government and the contractor do not agree, a revised PPE or DPE should be requested of the contractor.

D-10. Unless authorized by the ACO in the PPR, generally the contractor shall submit a PPE or DPE to the ACO, the TLF representative, and PCO within 15 days of the PPR issuance unless operational urgency requires an expedited response in less than 15 days or per a contractor extension request granted by the PCO or ACO in writing.

D-11. Under urgent and compelling circumstances, a rough order of magnitude request may be requested in lieu of a PPE or DPE. The unit requesting the emergency support shall include a LOJ explaining the nature of the life, health, and safety matters within the current task order along with the consequences of not correcting these matters in a timely manner.

D-12. The performance contractors' rough order of magnitude proposal normally shall be due within 5 days of the request and should contain the same level of information provided in a PPE or DPE; however due to the urgency of need that drives the use of this emergency process, the degree of accuracy in the rough order of magnitude proposal is anticipated to be less accurate than a PPE or DPE.

ALPHA TECHNICAL EVALUATION

D-13. The purpose of the alpha technical evaluation is to evaluate the contractor's cost estimate and project schedule for compliance to the user's requirement as fair and reasonable. The ACO, TLF representative, and supported unit together will determine if an alpha technical evaluation is necessary for the PPE or DPE. The ACO and the TLF representative will co-lead the alpha technical evaluation which will also include the performance contractor and requiring activity or requiring activity designated supported unit representative.

D-14. Technical evaluation team participants shall evaluate/clarify the contractor's PPE submittal to the PPR and discuss project facts, costs (for allocation and allow ability), technical solution, timeline, and other associated factors.

D-15. At the completion of the alpha technical evaluation, a technical support to negotiation is drafted by the TLF representative and signed by the alpha technical evaluation team Government representatives. Once completed the document is provided to the ACO, PCO, and requiring activity or designated supported unit.

PCO REVIEWS PACKAGE

D-16. The entire LOGCAP task order change request package to include the PPR, LOJ/ the PPE or DPE, and the technical support negotiation are given to the PCO for review. The PCO normally has 72 hours from time of receipt to complete this review. The PCO will either approve or disapprove the addition/deletion of the requirement.

Funding Required

D-17. After review of the change request package, the PCO will look at the current task order funding baseline to determine if there are sufficient funds in place or if the requesting unit needs to seek additional funds. If the PCO determines there is not enough funds available, the requesting unit with the assistance of the TLF representative will submit the requirement package through the supported command funding process to obtain funding approval.

Notice to Proceed/Notice to Stop Work Authorization Letter

D-18. Once the PCO has awarded the contract action, task order, change order, or UCO with sufficient funds, the PCO will issue the notice to proceed. Or, when a total requirement or partial requirement is cancelled, a notice to stop work will be issued to the requisite performance contractor. Under urgent and compelling circumstances, the PCO should be notified via time-dated email, phone call, or message to assist expedited processing of these notices.

Unfinalized Change Order Issuance

D-19. The purpose of a UCO is to provide a change to the contract/task order that has not been pre-negotiated/pre-finalized in order to:

- Add or eliminate an entire site
- Activate or deactivate a service/PWS element
- Request a manning adjustment (increase/decrease) to the augmentation tables
- Request any construction project that is anticipated to exceed minor construction threshold for using operation and maintenance funds (see 10 USC 2805)

D-20. After receiving the notice to proceed or to stop work, the ACO will issue a UCO, to include the entire request package with funding document as required, to the performance contractor. The UCO will specify the date, time, and any necessary details for authorizing the performance contractor to commence services. In addition, the UCO shall specify the date for contractor submission of a project estimate, generally 30 days after receipt of the UCO.

Key note: Unfinalized refers to a circumstance where the terms, specifications, or price are not agreed upon prior to initiation of contractor performance.

Contractor Starts Work

D-21. Direction has been acknowledged by contractor and work begins.

Project Estimate

D-22. Within 30 days (or less) from issuance of the UCO or unless an extension request is submitted and approved by the PCO, the contractor shall submit a project estimate to the PCO for finalization. The document shall be compliant with Federal Acquisition Regulation section on proposal and certification requirements. A detailed basis of estimate to include schedule, identification of source documents, facts and assumptions used to develop the project estimate must be included in the submittal. Once received, the PCO will evaluate the project estimate to determine whether the contractor's proposed expenditure of labor and resources is acceptable in accordance with schedule, objectives, and requirements. This evaluation may include PCO team review, ACO

review, and may be audited by the Defense Contract Audit Agency. The negotiated price is often significantly less than the initial PPE because risk elements are clarified or mitigated during execution.

Contract Modification Issuance

D-23. The PCO will periodically definitize the ACO-issued UCOs by issuing contract modifications. These modifications are intended to capture all site and service changes with updated technical exhibits. This step in the change management process is designed to be executed simultaneously or as soon as possible following the notification to proceed. The updated PWS Technical Exhibits validates the new work and officially expands (or contracts) the scope based on the updated technical exhibits.

CHANGE MANAGEMENT FOR IN SCOPE ADJUSTMENTS TO AN EXISTING SERVICE

D-24. It is expected over time that there will be work demand adjustments or other changes to activated services resulting from unanticipated changes to mission execution that will result in minor changes to the existing LOGCAP task order that do not meet the out-of-scope change criteria listed above. The process outlined in this section will discuss the steps to make these types of in-scope adjustments to task order services. Figure D-2 below outlines the flow for this process and is followed by explanatory text for each of these steps contained in this figure.

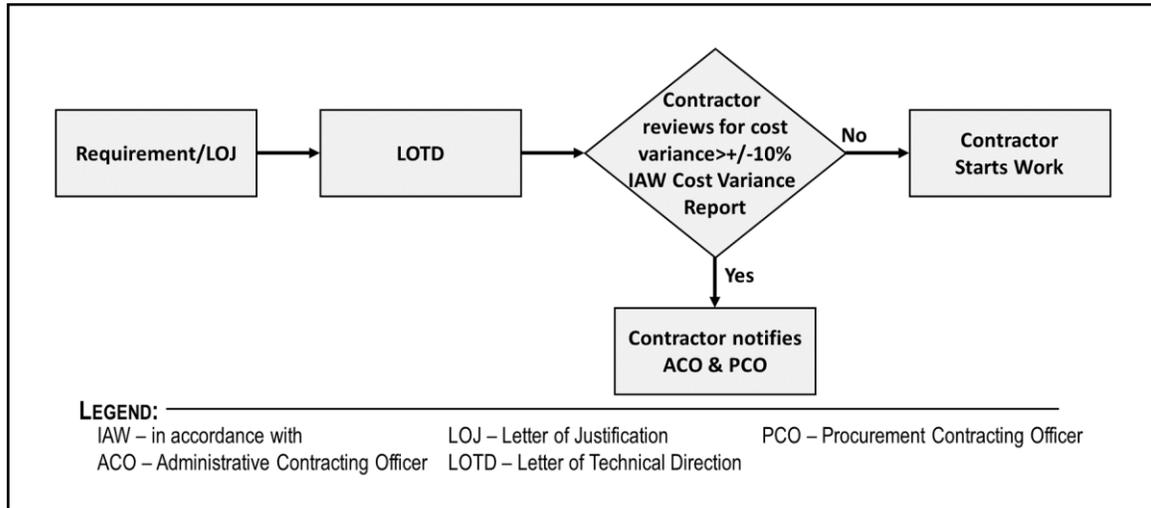


Figure D-2. In-scope adjustment change management process diagram

REQUIREMENT ADJUSTMENT

D-25. The process for adjustments to an existing service begins when a supported unit requests an adjustment to a service currently being performed:

- The requesting unit will initiate the request with a LOJ signed by the appropriate level of authority, normally at the O-6/GS-15, per local command policy.
- The LOJ is submitted to the TLF representative who works with the requesting unit to determine whether or not there is an anticipated cost impact and if this request could be handled within the service order request process.
- If this request does not meet the out-of-scope criteria to include cost impact, then the TLF representative forwards this request to the ACO.
- The ACO will then verify that the services requested are within scope of the task order and issue the LOTD to the performance contractor.

- If the services requested are not within scope of the task order, the ACO will request guidance from the PCO.

LETTER OF TECHNICAL DIRECTION

D-26. LOTDs are contractual documents issued by the ACO or PCO that may or may not have a cost impact on the contract. The primary purpose of a LOTD is to provide technical direction to the performance contractor such as changes in priority or in time phasing of a requirement where such direction does not fundamentally change the scope of the contract. Further, an LOTD should not result in price modifications to the basis of estimate. The contractor can generally perform a routine requirement through a service request when the work is within scope and the basis of estimate.

D-27. There are two common types of LOTDs:

- **Letter of Technical Direction (LOTD) with No Cost Impact.** A change requested by the supported unit, if the LOTD has been issued, to which the ACO and the contractor concur that there is no cost impact would constitute this type of LOTD. The contractor shall acknowledge the document and perform the requirement accordingly. The LOTD will specify the period of performance, LOJ reference, PWS reference of the activated/applicable service(s), and any other pertinent information derived by the requesting unit (for example, changing a location where porta-potties are to be installed).
- **Letter of Technical Direction (LOTD) with a Cost Impact but falls within the +10% Cost Variance.** A change to a service requested by the supported unit that is cost bearing, but the cost does not alter the cost baseline more than the anticipated variance that occurs over time. For example, adding several additional facilities for household services (with some additional costs for additional cleaning supplies and local labor). The additional cost for the increase does not significantly change the negotiated cost baseline and therefore doesn't change fee. After a cursory review of the LOJ by the requesting unit and designated TLF representative, the ACO will issue the LOTD to the contractor. If the LOTD has been issued by the ACO and the contractor determines there is a cost impact, the contractor shall acknowledge the document and proceed as noted below. The LOTD will specify the period of performance, LOJ reference, PWS reference of the activated/applicable service(s), and any other pertinent information derived by the requesting unit's request.

CONTRACTOR COST REVIEW

D-28. Upon receipt of the LOTD, the contractor will determine if there are any associated costs with the technical direction. If the cost is expected to exceed the + 10% cost variance, the contractor will notify the ACO and the PCO. If the cost is within the + 10% cost variance, the contractor will:

- Provide written acknowledgement of the LOTD
- Include the following statement that "The estimated cost of this action, when combined with other variances will not exceed \pm 10% of the budget at completion
- Provide a PPE (only if desired by the requesting unit and specified within the LOTD) to the Government within 15 days

D-29. Begin performance. Performance will NOT be delayed pending receipt of the PPE (if applicable), unless the LOTD is issued for a cost estimate.

Appendix E

Contingency Construction

This appendix is intended to assist LOGCAP planners, operators, and supported activities with understanding the legal complexities of construction in contingency environments. Additionally, it provides guidance on how to plan for construction and develop Letters of Justification for construction requirements that complies with the law. LOGCAP construction comply with standards established in engineering technical letters, unified facilities criteria, unified facilities guide specifications, and other applicable guidance, policies, and doctrine.

CONTINGENCY CONSTRUCTION

E-1. Executing construction of any type in a contingency environment is a highly complex endeavor that requires detailed and well-coordinated thought, preparation, and planning to execute properly. Failure to execute properly can have severe repercussions, so understanding the law, the processes, and the interrelationships of the law is critical to successfully supporting the warfighter in the field.

E-2. Contingency construction can be accomplished in several ways. (Note: thresholds are based on current national defense authorizations and apply only to contracts awarded on or after 19 Dec 14). Understanding these construction related funding authorizations is vital when planning any type of construction actions either through a LOGCAP task order or other means:

- Minor construction funded with operational and maintenance funds: 10 USC 2805 permits minor construction to be accomplished using operational and maintenance funds. Minor construction must be less than or equal to \$1M.
- Contingency Construction Authority: Contingency construction is addressed under 10 USC 2804. It states: “Within the amount appropriated for such purpose, the Secretary of Defense may carry out a military construction project not otherwise authorized by law, or may authorize the Secretary of a military department to carry out such a project, if the Secretary of Defense determines that deferral of the project for inclusion in the next Military Construction Authorization Act would be inconsistent with national security or national interest. When a decision is made to carry out a military construction project under this section, the Secretary of Defense shall submit a report in writing to the appropriate committees of Congress on that decision.”
- Construction authority in the event of a declaration of war or national emergency covered under 10 USC 2808. It states: “In the event of a declaration of war or the declaration by the President of a national emergency in accordance with the National Emergencies Act (50 U.S.C. 1621) that requires use of the armed forces, the Secretary of Defense, without regard to any other provision of law, may undertake military construction projects, and may authorize the Secretaries of the military departments to undertake military construction projects, not otherwise authorized by law that are necessary to support such use of the armed forces. Such projects may be undertaken only within the total amount of funds that have been appropriated for family housing, that have not been obligated. When a decision is made to undertake military construction projects authorized by this section, the Secretary of Defense shall notify the appropriate committees of Congress of the decision and of the estimated cost of the construction projects, including the cost of any real estate action pertaining to those construction projects. The authority described in subsection (a) shall terminate with respect to any war or national emergency at the end of the war or national emergency.”

- Emergency Construction requirements funded under 10 USC 2803: Under this section, the Secretary of the Army may approve military construction (MILCON) projects, not otherwise authorized by law, that are vital to national security or the protection of health, safety, or quality of the environment, and cannot be delayed until the next MILCON Authorization Act. Funding must be available from unobligated MILCON funds previously appropriated. The total (not per project) approved cannot exceed \$50M per year.
- Unspecified Minor Military Construction, Army (UMMCA): UMMCA is part of the annual MILCON authorization and appropriation used for funding unforeseen requirements that cannot be delayed until the next MILCON or medical related MILCON cycle. Under section 2805, title 10, United States Code (10 USC 2805), the Army may perform MILCON projects costing \$3M or less, using this UMMCA account. If the military construction project is intended solely to correct a deficiency, that is a threat to life, health, or safety, 10 USC 2805 specifies that a UMMCA project may have an approved cost equal to, or less than, \$4M.

E-3. Operation and maintenance funds can also be used to procure equipment or investment items, but with limitations. 10 USC 2245a states “Funds appropriated to the Department of Defense for operation and maintenance may not be used to purchase any item (including any item to be acquired as a replacement for an item) that has an investment item unit cost that is greater than \$250,000.” While the LOGCAP contractor will purchase items below the identified thresholds, often the contractor will have to lease equipment to comply with the law. The LOGCAP planner will generally encourage requiring activities to either provide needed equipment as GFP, or program appropriate funding to replace leased equipment for long-term requirements.

Key Note: Although changes to statutory threshold guidelines occur infrequently, the potential for changes exist in the passage of each year’s National Defense Authorization Act.

BASE CAMP CONSTRUCTION PLANNING

E-4. Planning starts with mission support analysis and as a minimum includes the requiring activity planner, LOGCAP planner, and senior general engineering staff representative. If there is an awarded task order in for the mission area, a LOGCAP prime performance contractor can participate when there is a firm decision to use LOGCAP and other appropriate conditions exist.

E-5. Shaping the concept of support and developing requirements for construction activities means identifying the complete “end state.” What is the purpose of the camp? How long will the camp be needed? What mission population is anticipated? What are the environmental conditions? What are the force protection challenges? Life support facilities such as living quarters, dining facility(s), shower and latrine facilities, and utilities are primarily population based, but mission support activities will normally require additional facilities; for example, supply and warehousing activities, waste and hazardous material management, medical activities, tactical operation center, morale, welfare, and recreation facilities, administration, maintenance, and so on. Each of these activities may have additional dependencies and required support structures to properly execute the intended purpose of the facility or service.

E-6. Identifying the total requirement scope, whether the intent is to use several different contracts or support options is necessary. The space required to bring all services, facilities, and support structures together with proper spacing can be significant. If the intent is to use contract support, space must be set aside for contractor operations and possibly quartering contractors on site when conditions warrant. See ATP 3-37.10 Base Camps for specific guidance on how to plan for space requirements.

E-7. The pre-deployment site survey is a critical planning tool and should identify critical environmental, engineering, and logistics conditions that exist in the planned area of operation. If LOGCAP will be used and there is an existing task order, requiring activities should strongly consider including the LOGCAP contractor and/or LOGCAP planner in the visit. This survey should consider all conditions that affect contracted operations in addition to military operations including, among other things, the force protection conditions, availability and quality of water, socioeconomic conditions, commercial availability of goods and services, and potential logistic lines of communication. Are there existing treaties or agreements that will ease or impede the introduction of

contractors and their equipment and materiel into theater? If collocated on a host nation military installation, what is needed to permit contractor access? Will the contractor be permitted to reside on the United States camp?

E-8. When there is an existing task order, the requiring activity's planners and engineers work closely with the LOGCAP planners forward to determine what services LOGCAP will provide, and what construction activities will be performed by LOGCAP. Time permitting, MILCON funding should be sought under contingency construction authority, emergency construction, UMMCA, or other contingency MILCON funding source. Each of these special appropriations has specific requirements for justification and specific approval authorities and staffing processes. Using these funding authorities reduces risk by aligning the correct "color of money" with its intended purpose.

E-9. LOGCAP is most often called upon to execute minor construction using the operations, maintenance, and administration appropriation. This authority is a subset of UMMCA under 10 USC 2805, and is intended for construction efforts so minor they do not require Congressional notification. The determination is based on the cost of the anticipated construction. For information regarding thresholds for minor construction, see AR 420-1.

E-10. The threshold applies to each project. It is inappropriate and illegal to "split" requirements into projects for the purpose of avoiding breaking those thresholds, so it is important to understand what constitutes a legitimate project, what activities are counted towards the cost of a project, and what determines whether facilities are severable, interrelated, or interdependent.

WHAT IS A PROJECT?

E-11. Any maintenance, repair, construction, or combination of the three performed on or in a facility necessary to produce a complete and usable facility or improvement to a facility is a "project," regardless of dollar amount or execution strategy. Combining requirements in multiple facilities for a single contract or task order is an execution strategy, which could include multiple "projects" (a project is specific to a single facility). However, there may also be multiple "projects" within a single facility if each individual project fulfills an individual requirement which produces a complete and usable facility or improvement to a facility (or component of a facility) and is independent and not interrelated with other requirements within the facility. When planning construction to meet a requirement, if each facility/structure that comprises the requirement cannot be considered complete and usable without any of the other facilities or structures, then planners must aggregate the costs of the dependent facilities/structures for approval threshold determination. Projects must be planned and programmed to support current and future mission needs. Planners must ensure each maintenance, repair, and unspecified minor construction project provides a complete and usable facility or improvement to a facility. A complete and usable facility is ready for the installation of necessary equipment other than real property installed equipment such that it enables user occupancy and meets all required legal certifications for operation of specialized activities.

E-12. Projects can be phased over time to minimize the impact of work on a facility's mission, or for other reasons; however, for planning purposes, phases are defined as being interdependent in achieving an overall requirement or objective (renovating a facility, repairing a system) but must be complete and usable on their own. Planners shall not use the word 'phase' in project titles unless it meets this definition. For approval and notification threshold determination planners must sum the cost of all phases of a project. Also, for compliance purposes, planners must program and secure authorization of all phases of minor construction work as a single minor construction project.

Key Note: Planners must not split projects into increments to circumvent approval authorities, reporting requirements, or programming policy. Planners must include all phases when determining appropriate approval levels. Consult your contract law attorney for advice early and often to avoid any unnecessary delay or potential legal issues.

E-13. In accordance with AR 420-1, when construction and maintenance and repair are accomplished simultaneously as an integral undertaking (which often happens in LOGCAP), the construction should be treated as a separate project, and engineering estimates will be used to prorate costs applicable to the construction

portion. Consequently, LOGCAP requires construction requirements to be requested and submitted separately from other services. This permits special project level accounting to be implemented separately to ensure costs are properly attributed to the correct projects, and all costs allocable to thresholds and funding limits are tracked. This approach also ensures proper joint force command and army force command approval, prioritization, and validation process, normally through some type of facilities utilization and requirements review board process. Having such processes in place is necessary to ensure the commanders or designated representatives of these key commands can exercise due diligence and avoid potential violations of the law. The construction document will either be a separate LOJ or a separate PPR. These documents will identify each separate project and assign a code for individual tracking. Additional construction project planning guidance can be found in DODI 4165.03, AR 415-28, DA Pamphlet 415-28 and DA Pamphlet 420-1-2.

Appendix F

LOGCAP SUPPORT BRIGADE

Manned and resourced by the Army Reserve per AR 700-137, the LOGCAP support brigade (LSB) provides a deployable, scalable and tailorable program management capability to supplement LOGCAP operations throughout the world. The brigade has no equivalent active duty counterpart and requires additional funding for employment on most operational missions.

STRUCTURE & CAPABILITIES

F-1. The LOGCAP support brigade's force structure consists of five battalions that have an authorized strength of 34 Soldiers consisting of an O5 Commander and Staff, and four detachments of seven personnel. Each detachment includes an O4 officer in charge and three LOGCAP support teams of two personnel each, one officer (O4 or O3) and a NCO (E7). The LOGCAP support team represents the smallest operational element in the brigade. Figure F-1 depicts a LSB structure.

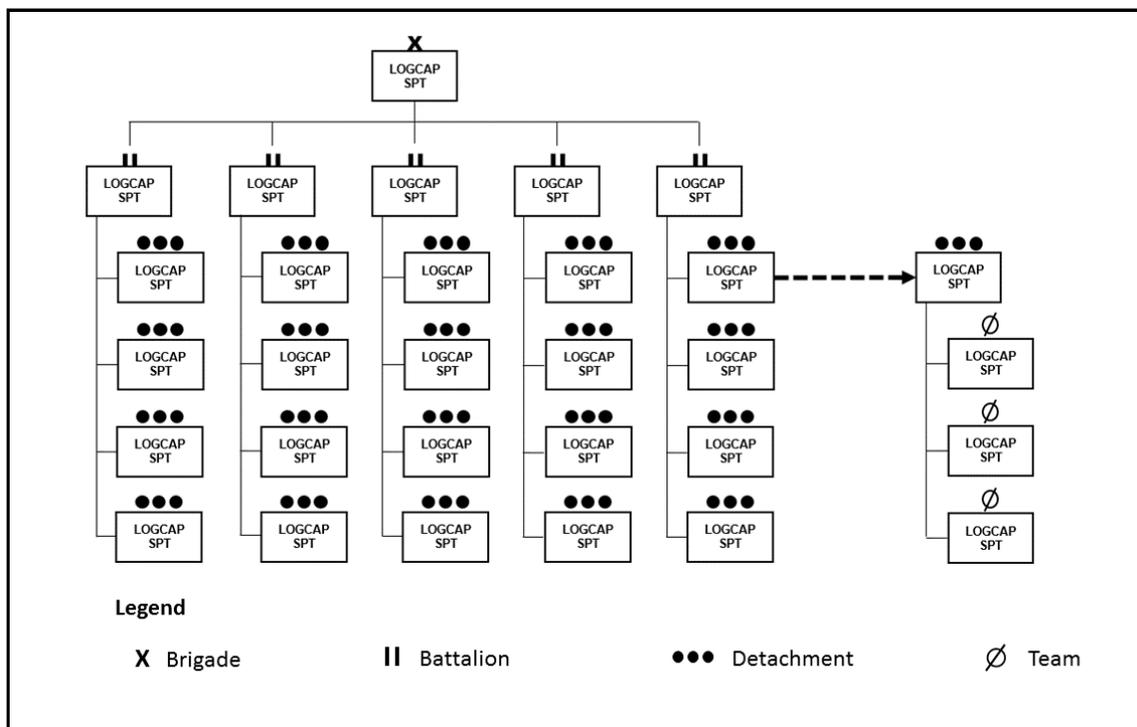


Figure F-1. LOGCAP support brigade structure

F-2. LOGCAP Support Teams supplement Team LOGCAP Forward's efforts by serving in a number of diverse capacities including:

- Business advisor to supported commanders
- Assistance in Statement of Work and Performance Work Statement (SOW / PWS) development
- Site visits and technical evaluations
- Cost estimate review

- Staff augmentation to a Sustainment Brigade or higher
- Conduit to the Program Management Office – LOGCAP (PMO-LOGCAP)

F-3. While there is no official LSO rule of allocation, teams can support 1-5 base camps depending on several METT-TC considerations including:

- Geography / dispersion of supported population
- Road network
- Number of supported population
- Type of supported population
- Type & number of services turned on at location(s)

PLANNING CONSIDERATIONS

F-4. While the decision to engage LSB support rests with PMO-LOGCAP, supported commands planning for LOGCAP as a source of sustainment should include Reserve Pay & Allowance (RPA) monies in their mission budgets to account for LSB personnel. RPA funds translate to a number of different options for LSB usage including:

- Annual Training (AT) rotations: effective for exercises and staff augmentation opportunities where tour length does not exceed 29 days. The Army Reserve statutorily funds LSB personnel in AT status for 14 days, but can approve extensions for up to 29 days.
- Active Duty for Training (ADT): used for longer tours (not to exceed 179 days) and often requires the requiring activity to fund all or part of the LSB personnel's duty. This type of duty must qualify as training and typically cannot support operational or deployment missions.
- Operational-Active Duty Operational Support (OP-ADOS): also used for tours of up to 179 days to support operational missions and requirements; requires funding from the requiring activity.

F-5. When planning for LOGCAP support, requiring activities must also budget travel and TDY costs for LSB personnel into their mission cost estimates.

F-6. LSB deployments to named operations result from requirements generated through the request for forces and Global Force Management Sourcing processes. A LOGCAP Support Team represents the smallest element capable of conducting operations and remains tailorable and expandable through the request of additional teams, detachments and battalions.

Glossary

SECTION I – ACRONYMS AND ABBREVIATIONS

ACO	administrative contracting officer
ADRP	Army doctrine reference publication
AFSB	Army field support brigade
AO	area of operation
AR	Army regulation
ASAALT	Assistant Secretary of the Army for Acquisition, Logistics and Technology
ASC	Army Sustainment Command
ATP	Army techniques publication
CAAF	contractors authorized to accompany the force
CAGO	contractor-acquired, government-owned
CCAS	contingency contract administration services
CJCSI	Chairman of the Joint Chiefs of Staff instruction
CJCSM	Chairman of the Joint Chiefs of Staff manual
COCO	contractor-owned, contractor-operated
COR	contracting officer representative
CSB	contracting support brigade
DA	Department of the Army
DCAA	Defense Contract Audit Agency
DODD	Department of Defense directive
DODI	Department of Defense instruction
DPD	deputy program director
DPE	descope planning estimate
FM	field manual
G-4	assistant chief of staff, logistics
GCC	geographic combatant commander
GFP	government-furnished property
JP	joint publication
LOGCAP	logistics civil augmentation program
LOJ	letter of justification
LOTD	letter of technical direction
LSB	LOGCAP support brigade
METT-TC	mission, enemy, terrain and weather, troops and support available, time available, and civil considerations
MILCON	military construction
OCS	operational contract support
PCO	procuring contracting officer

PMO	program management office
PPE	project planning estimate
PPR	project planning request
PWS	performance work statement
QAR	quality assurance representative
TLF	team logistics civil augmentation program-forward
UCO	undefinitized change order
UMMCA	unspecified minor military construction, Army
USAMC	United States Army Materiel Command
USC	United States Code

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ATP 4-10.1
1 August 2016

By Order of the Secretary of the Army:

MARK A. MILLEY
General, United States Army
Chief of Staff

Official:

A handwritten signature in black ink, appearing to read "Gerald B. O'Keefe". The signature is written in a cursive style with some stylized flourishes.

GERALD B. O'KEEFE
Administrative Assistant to the
Secretary of the Army
1619406

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