
CONTRACTING SUPPORT BRIGADE

OCTOBER 2024

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CONTRACTING SUPPORT BRIGADE

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Preface

ATP 4-71 provides doctrinal guidance on how Army contracting support organizations fit into the ARFOR commander's mission construct and execution process, to include joint force commander-directed contracting missions. It serves as a guide on how United States Army Materiel Command and Army Contracting Command and its subordinate contracting support brigades and battalions are organized, deploy, and support deployed Army forces. It also provides detailed information regarding how Army Contracting Command and its subordinate structure can lead the contracting support planning and coordination effort for the Army, and, when directed, for the joint force commander. Finally, this publication provides additional information on other Army expeditionary contracting and contract support-related capabilities such as the United States Army Corps of Engineers, the United States Army Intelligence and Security Command, the Logistics Civil Augmentation Program, the United States Army Health Contracting Activity, and the Assistant Secretary of the Army for Acquisition, Logistics, and Technology forward support teams, along with the integration of these capabilities into the overall contracting support effort in a designated operational area.

The principal audience for ATP 4-71 is Army operational commanders and staff members from the Army Service component command level down to brigade-level units. Trainers and educators throughout the Army will also use this publication.

Commanders, staffs, and subordinates must 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 will ensure that their Service members operate in accordance with the law of armed conflict and the rules of engagement. (See FM 6-27 for legal compliance.)

ATP 4-71 uses joint terms where applicable. Selected joint and Army terms and definitions appear in the glossary and the text. Terms for which ATP 4-71 is the proponent publication (the authority) are boldfaced and italicized in the text and are marked with an asterisk (*) in the glossary. For other definitions shown in the text, the term is italicized and the number of the proponent publication follows the definition.

ATP 4-71 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 this manual is the United States Army Combined Arms Support Command. The preparing agency is the Office of the Deputy Assistant Secretary of the Army-Procurement (ODASA-P). The technical review authority is Army Contracting Command, Redstone Arsenal, Alabama. Send comments and recommendations on DA Form 2028 (*Recommended Changes to Publications and Blank Forms*) to Commander, United States Army Combined Arms Support Command, ATTN: ATCL-CDO (ATP 4-71) 2221 Adams Avenue, Bldg. 5020, Fort Gregg Adams, Virginia 23801-1809 or submit an electronic DA Form 2028 by email to: usarmy.gregg-adams.tradoc.mbx.leece-cascom-doctrine@army.mil.

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Introduction

ATP 4-71 describes the Army contracting support brigade and subordinate elements' role, organization, and operations in support of the Army's operational concept multidomain operations. This revision is an update to ATP 4-71 published 4 June 2021.

Operational contract support (OCS) is the process of planning for and obtaining supplies, services, and construction from commercial sources in support of combatant commander-directed operations. While varying in scope and scale, OCS, and its subset of expeditionary contracting capability, is a critical force multiplier in large-scale combat operations that provides flexible support and sustainment options to commanders, especially during competition and return to competition (post conflict) operations. With a smaller Army, less robust Active Component sustainment capability, and greater emphasis on Army competition and joint objectives, the critical importance of OCS and its associated operational contracting structure may increase as a necessary force enabling capability in future operations. This contracting-focused ATP is one of numerous initiatives to inform the operating force on the importance of OCS planning and integration, with focus on the Army's operational contracting force structure across the competition continuum.

ATP 4-71, along with the publications referenced throughout this manual, is intended to provide commanders and their staffs with the doctrine and policy tools necessary to leverage the full spectrum of Army OCS capabilities during competition, crisis, and armed conflict. The publication also serves as a guide for worldwide deployment and employment of Army operational contracting organizational capabilities.

ATP 4-71 aligns contracting doctrine with current Army operational doctrine as codified in FM 3-0 and FM 4-0.

ATP 4-71 contains seven chapters:

Chapter 1 provides an overview of the contracting support brigade and subordinate organizations and their functions. It addresses other contracting-affiliated organizations such as United States Army Corps of Engineers, Intelligence and Security Command (under contracting authority of Army Contracting Command - Detroit Arsenal), United States Army Health Contracting Activity, Logistic Civil Augmentation Program Management Office, and the Assistant Secretary of the Army for Acquisition, Logistics and Technology. It also discusses command authority versus contracting authority and organizational regulatory and tactical limitations.

Chapter 2 discusses operational contracting fundamentals, imperatives, characteristics, and functions. It addresses operational contracting in terms of the three OCS functions: contract support integration, contracting support, and contractor management. It addresses support to special operations forces, training support, and the vital link with financial management.

Chapter 3 describes the roles and responsibilities of contracting organizations in contract support integration and planning, employment of contracting support forces, and contractor management. It provides a notional array of operational contracting forces and discusses their support to large-scale combat operations in accordance with the Army's four strategic roles.

Chapter 4 discusses contracting means, types of contracts, types of contract support, and the overall contracting process to include contract administration services and the assessment of contracting operations.

Chapter 5 provides an overview of supported unit functions concerning the three operational contract support functions.

Chapter 6 discusses the commercial analysis of the operational environment. It provides a detailed overview of the eight operational variables and sub variables critical to the military decision-making process.

Chapter 7 provides an overview of joint contracting considerations, to include lead Service and joint theater support considerations.

Introductory Table 1. New, modified, and rescinded terms

<i>Term</i>	<i>Remarks</i>
forward contracting element	modified

Chapter 1

Operational Overview

The Army continues to enhance its capability to plan and execute commercial support to military operations by employing effective operational contract support methodologies for deployed Army and as directed, joint forces. To ensure effective management and accountability of contracting support to operations, the Army consolidated most of its operational contracting capability in separate table of organization and equipment organizations under the command of the United States Army Materiel Command and its subordinate Army Contracting Command. Army Contracting Command, through its subordinate contracting support brigades, plans, executes and oversees systems support, external support, and theater support contracts for deployed Army forces. When directed, Army Contracting Command provides joint, multinational, and interagency support across the six warfighting functions of command and control, movement and maneuver, intelligence, fires, sustainment, and protection (see ADP 6-0).

UNITED STATES ARMY MATERIEL COMMAND

1-1. United States Army Materiel Command (USAMC) is the Army's senior logistics command and lead materiel integrator. While primarily a generating force organization, USAMC provides significant support to deployed operating force units primarily through its assigned table of distribution and allowance Army field support brigades (AFSBs) and table of organization and equipment (TO&E) organizations, the contracting support brigades (CSBs). AFSBs manage the Logistics Civil Augmentation Program (LOGCAP) planning and coordination mission. Their primary contingency mission is to support the USAMC role as a national-level provider and to assist in the coordination of acquisition, logistics and technology support to Army units worldwide. See ATP 4-98 for further information on AFSB techniques and procedures. The CSB provides unique contract support advice, contracting coordination, execution, and contract administration services (CAS) to Army and joint operational missions.

ARMY CONTRACTING COMMAND

1-2. The commanding general of Army Contracting Command (ACC) is designated by the Army senior procurement executive as the head of a contracting activity (HCA). ACC executes systems support, external support, and theater support contracting to Army forces through its subordinate commands and the contracting centers supporting the USAMC life cycle management commands. ACC also provides support to deployed Army forces via forward station contracting organizations and reach-back contracting support from its continental United States-based contracting centers.

MISSION AND INSTALLATION CONTRACTING COMMAND

1-3. Mission and Installation Contracting Command (commonly referred to as MICC) is a subordinate command within ACC that provides installation and power projection support to the strategic support area, Installation Management Command, and the AFSB logistics readiness centers. It is a key enabler for homeland defense and defense support of civil authorities operations as well as the primary force provider of Army contracting units to request for forces and global force management for operations conducted outside of the continental United States.

ARMY CONTRACTING COMMAND DEPUTY COMMANDING GENERAL FOR OUTSIDE THE CONTINENTAL UNITED STATES OPERATIONS

1-4. The ACC Deputy Commanding General for outside the continental United States operations (DCG-OO) is the primary force provider of Army contracting units to request for forces and global force management for outside the continental United States operations. The DCG-OO is responsible for overseeing services in support of deployed Army forces worldwide and installation contracting support for forward stationed Army units outside of the continental United States.

1-5. The DCG-OO deploys to exercise command and control (C2) over Army contracting organizations when multiple CSBs are operating within the same area of responsibility (AOR) (for example, large-scale combat operations). When deployed, the DCG-OO assumes the role of ACC tactical command post forward (TAC FWD) for Army contracting operations and commands deployed Army TO&E or other Service operational forces in support of the theater or operation. The TAC FWD provides a higher level of deconfliction of contract support for Army operations. CSBs already in support of the theater (aligned forces) still retain senior contracting official (SCO) authority to empower contracting operations and provide support, but the TAC FWD provides a higher level of deconfliction of contract support between multiple CSBs, enterprise assets, and higher echelons; joint integration; and an increased threshold for contracting actions. The TAC FWD is an additive layer rather than a displacement effort. Figure 1-1 reflects a probable organizational structure when deployed in support of large-scale combat operations.

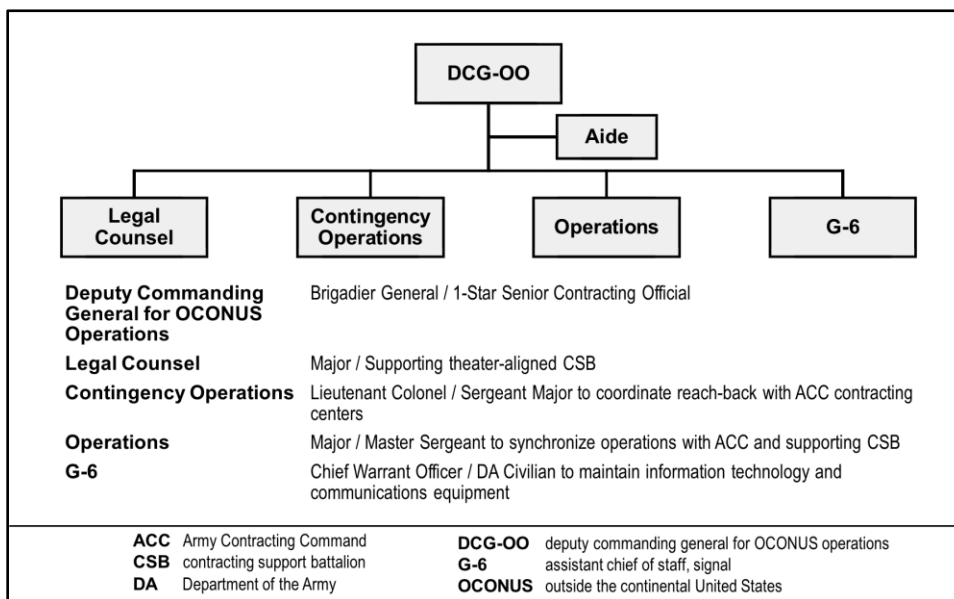


Figure 1-1. DCG-OO with table of distribution and allowances

Note. CSB commanders are dual hatted as the SCO responsible for their designated operational area. CSB commanders retain their SCO designation even when the DCG-OO is in place. This SCO authority relates to the CSB designated support area (for example, field army or corps). The DCG-OO SCO authority is at a higher level and enables in-theater approval of proposed contract action thresholds through, for example, justifications and approvals that exceed the SCO warrant authority of subordinate CSBs and provides for additional C2 as well as an integration and deconfliction layer.

1-6. DCG-OOs execute their missions supported by the theater-aligned and deployed CSBs. The DCG-OO's major tasks include—

- Provide mission command guidance and procurement authority to theater, field army, and corps-aligned CSBs.
- Exercise C2 over theater, field army, and corps-aligned CSBs.
- Enforce the HCA authority, including contracting policy, compliance, and oversight of all deployed Army theater contracting missions.
- Synchronize, integrate, and deconflict contracting effects and efforts both in theater and supported by strategic support area contracting activities.

1-7. The DCG-OO, when employed to exercise C2 of multiple CSBs and other Army and joint contracting organizations, assumes responsibilities as TAC FWD. In this capacity, they have additional contracting authorities delegated from the HCA. Additionally, when employed, the TAC FWD assumes coordinating relationship responsibilities with strategic-level stakeholders, reducing the burden on the theater-aligned

CSB. This includes leadership, facilitation, and attendance at requisite boards, bureaus, centers, cells, and working groups. This designation also affords additional authorities and weight under such conditions as when the combatant commander opens a second theater within the joint operations area (JOA), there is a validated request by an in-theater SCO for support, or the combatant commander directs establishment of a joint theater support contracting command (JTSCC). In this instance, the TAC FWD (with a designated CSB and directed joint manning document augmentation) forms and executes JTSCC operations with the potential of multiple CSBs. The JTSCC is a functionally focused joint command which executes command and contracting authority over all Service component theater support contracting organizations within a designated operational area. Under all circumstances, the TAC FWD has limited reach-back contracting support and deployable staff augmentation capabilities. However, it ensures there is a reach-back process in place inside or outside the AOR. See chapter 7 for details on the JTSCC.

CONTRACTING SUPPORT BRIGADE ORGANIZATION AND FUNCTIONS

1-8. The CSB is a small organization consisting of a personal staff and a coordinating staff. The CSB provides C2 of assigned contracting forces, theater support contracting, CAS, and contracting advice and assistance, primarily to Army forces and to joint forces when directed. The brigade headquarters is mainly made up of Army acquisition corps commissioned officers and noncommissioned officers in the contracting career field (military occupational specialty 51C) performing contracting policy, solicitation review, contract review, assessment, support, and administration functions. The CSB headquarters personnel focus on contracting support and administrative services, contract support planning, advice, and coordination as well as command standard operating procedures, plans, orders, and contract-related policy development and implementation. They also provide contracting oversight of subordinate assigned and attached organizations. A CSB during competition may be augmented by a table of distribution and allowance structure providing civilian staff and reach-back operational support.

CONTRACTING SUPPORT BRIGADE HEADQUARTERS

1-9. CSBs are TO&E commands assigned to ACC. One CSB is allocated to a theater Army, field army, and Army corps. The two corps-aligned CSBs are attached to the Mission and Installation Contracting Command when not deployed. The CSB executes theater support contracts; coordinates and executes CAS for external support contracts, and coordinates systems support contracting in coordination with the AFSB and the Assistant Secretary of the Army for Acquisition, Logistics, and Technology (ASA[ALT]) forward element. The CSB commander is the Army's primary theater strategic and operational-level contracting planner and operational contract support (OCS) advisor, and commands Army theater support contracting organizations. CSB headquarters are generally aligned to theater Armies, corps headquarters, and field armies. However, regardless of habitual alignment, the CSB and its subordinate commands may deploy to any operational area to support the ARFOR commander as directed. Once deployed, the brigade can command multiple contracting battalions (CBns) within the theater. Theater Army, field army, and corps-aligned CSB commanders are dual-hatted as SCOs. If multiple CSBs flow into a single theater, the DCG-OO will typically move forward to C2 and deconflict the contracting efforts of multiple CSBs and execute the higher-level SCO responsibilities. Figure 1-2 on page 4 depicts the CSB headquarters organizational design.

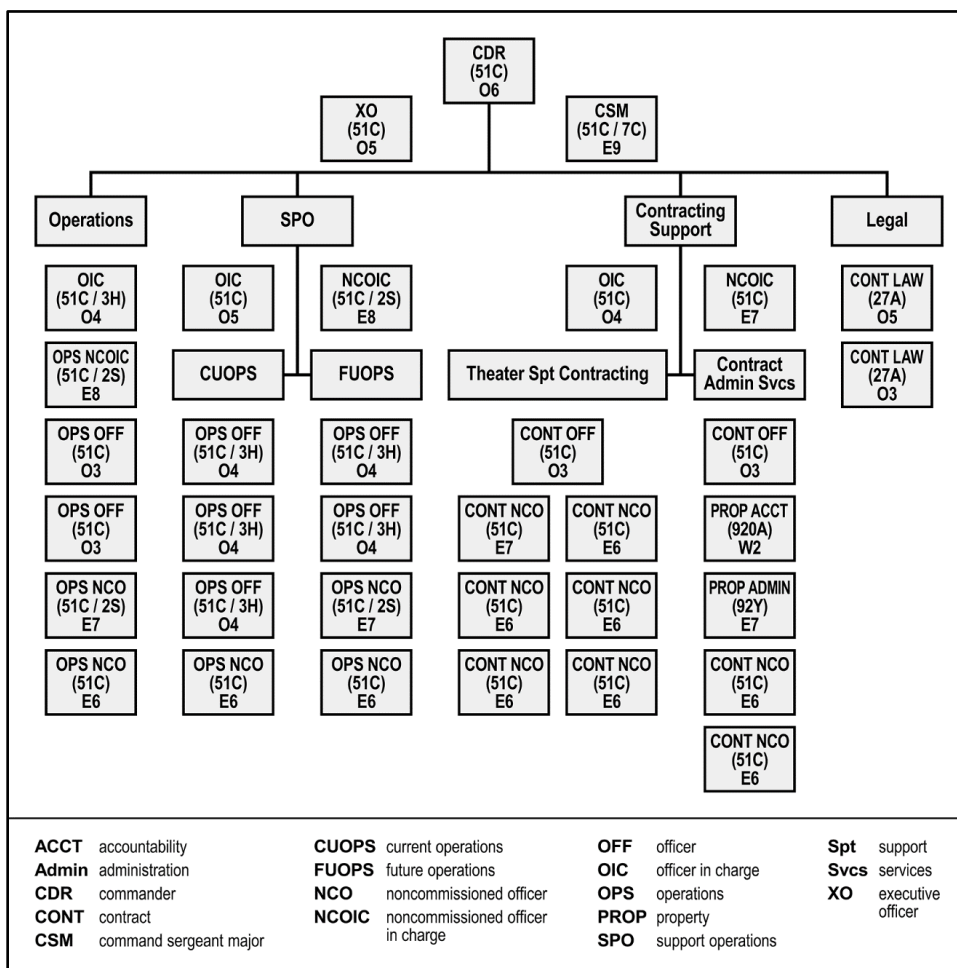


Figure 1-2. Contracting support brigade headquarters organization

FUNCTIONS

1-10. CSBs are more than just a contracting services provider; they provide key OCS capabilities such as contracting support, supported unit planning assistance, contracting oversight, and fraud, waste, and abuse prevention. CSB primary tasks include—

- Provide C2 over all assigned or attached subordinate units.
- Provide procurement authority and oversight.
- Perform contracting support integration.
- Execute contracting support:
 - Plan and execute theater support contracts.
 - Coordinate and execute CAS for external support contracts.
 - Coordinate and execute CAS for systems support contracts in coordination with the AFSB and ASA(ALT) forward.
 - Plan and oversee unit simplified purchase methods such as government purchase card (GPC) and field ordering officer (FOO).
- Support contractor management.

1-11. To execute their mission-essential tasks, the CSBs have numerous related subordinate tasks that include the following:

- Coordinate the deployment and tactical support of all assigned and attached subordinate units.
- Serve as the theater Army, field army, or ARFOR's theater support contracting authority during all combatant command (CCMD)-directed operations.

- Provide advice and planning assistance to the supported unit's contract support integration effort, to include direct support to OCS planning and annex W development actions.
- Collect and provide contracting-specific OCS analysis of the operational environment (OE) information to include local business environment, market survey information, and contract or contracting capabilities related data to the supported unit.
- Perform contractor management functions in conjunction with supported unit staff leads for CSB-issued service contracts where contractor personnel will have direct interaction with United States forces.
- Advise and assist major requiring activities, such as the theater sustainment command (TSC) or engineer brigade, on theater-wide contracting actions.
- Assist supported units with executing OCS-related exercises and staff development training.
- When designated by the CCMD through their respective theater Army, serve as the lead Service for contracting (LSC), lead Service for contracting coordination (LSCC), or JTSCC with the ACC DCG-OO in command and/or with joint manning document augmentation.

Note. All theater and field army headquarters have designated staff members responsible to lead the OCS planning and integration effort. In many of these headquarters, dedicated operational contract support integration cells (OCSICs) have been formed within their G-4 sections that should be made of a mixture of specialty trained personnel such as operations, personnel, intelligence, and engineers with operational level and contingency contracting experience. All the supporting CSBs provide support to these cells as required.

1-12. The LSC is the Service component designated by the CCMD to provide theater support contracting services to all joint force components operating within a designated operational area. The supporting CSB operates as the lead contracting activity to perform these functions. When the Army component headquarters to the joint force is designated the LSCC, the supporting CSB operates as the lead contracting activity to coordinate, track, and de-conflict common contracting actions and provide theater support contracting services in support of the ARFOR. Other Services retain C2 and contracting authority over their deployed theater support contracting organizations. See chapter 7 for details on the LSC and LSCC.

COMMANDER AND PERSONAL STAFF

1-13. The brigade commander serves as the theater Army, field army, or corps contracting staff advisor. When deployed, the CSB commander is the Army SCO in the area of operations (AO) and exercises C2 of subordinate contracting organizations. The CSB commander also may serve as the LSC or LSCC SCO in the JOA to accomplish joint contracting support missions as directed by the combatant commander. The CSB commander chairs the Army contracting support board and, when directed, the joint contracting support board (JCSB). The CSB commander or designated representative advises other Army and joint OCS boards as directed by the senior Army operational commander and in accordance with (IAW) Army procurement policy guidance. The CSB commander's personal staff includes an executive officer, command sergeant major, and a legal section.

1-14. The executive officer is the commander's principal staff officer, directing and overseeing staff coordination and ensuring effective and prompt completion of staff actions to support the contracting mission. The executive officer performs a chief of staff-like function by directing and coordinating the efforts of the staff sections, which support the execution of the contracting mission. The executive officer accomplishes these tasks by ensuring staff work conforms to established orders, policies, and the CSB commander's intent, and is synchronized with the supported operational commander's concept of operations.

1-15. The command sergeant major is the senior enlisted advisor of the command and performs traditional duties for the CSB headquarters and all assigned and attached subordinate organizations. The command sergeant major is the commander's advisor in carrying out policies and enforcing standards for performance in the training, maintaining, caring, and leading of the unit's enlisted Soldiers.

1-16. The CSB legal section includes a brigade judge advocate and a contract law attorney who serves as the brigade judge advocate during the principal's absence. The brigade judge advocate is the primary legal advisor to the CSB and subordinate commander staffs, contracting officials, and the supported force.

regarding legal and policy issues affecting the planning, training, resourcing, and execution of the CSB's missions in peacetime and all phases of operations. Primary responsibilities of these staff include the following:

- Provide legal advice and assistance on all issues encountered during CSB operations, including, but not limited to contract law; fiscal law; international law issues that affect the status and treatment of contractor personnel; and operational and criminal law matters that regulate the conduct of contractor personnel in the AO where armed conflict is possible.
- Conduct legal reviews and assist in the development of CSB mission-related plans and other contracting support-related orders, plans, and policies.
- Serve as a member of, or legal advisor to, contract support-related boards as required.
- Develop and execute standard operating procedures to ensure the timely and uniform legal review of specified contract and related actions executed by the CSB and its attached and assigned units, which is consistent with guidance issued by the command, law, regulation, and policy.
- Provide legal support, when necessary, on all other legal issues affecting command operations and personnel, such as ethics; Freedom of Information Act of 1966 (Public Law 89-487); Privacy Act of 1974 (Public Law 93-579, 88 Statute 1896); labor and employment law; personal claims; legal assistance; military justice; and other administrative law matters.
- Participate in the development and execution of unit plans, orders, and after-action reviews.

COORDINATING STAFF

1-17. The CSB's coordinating staff is made up of the operations section (internal operations), support operations (SPO) section (external operations), and the contracting support section (theater support contracting and CAS).

Operations Section

1-18. The operations section is responsible to plan and coordinate internal personnel, logistics, security, and communications matters required to support and sustain the CSB headquarters and all assigned and attached subordinate units. Specific functions include the following:

- Maintain visibility of all current CSB operations, coordinate movement, maintain time-phased force and deployment data, and integrate and synchronize operations.
- Conduct training, task management, and plan, prepare, coordinate, authenticate, publish, review, and distribute a written operation order (OPORD).
- Ensure contracting support execution supports the operational commander's guidance.
- Aid supported command with developing vendor threat mitigation policies and procedures.
- Provide limited intelligence functions focused on internal security.
- Plan, coordinate, and oversee the CSB's internal security programs, including personnel, physical and signal security programs.
- Coordinate with the supported unit's assistant chief of staff for communications to ensure proper communications support is provided to subordinate contracting units and is responsible for security and communications matters in the CSB OPORD.
- Assist the CSB commander and executive officer to execute training, readiness, and operational oversight of the CSB headquarters as well as assigned and attached subordinate units. The operations section is responsible for all matters concerning individual and collective training.
- Coordinate with the supported unit assistant chief of staff for operations to ensure all deploying CSB elements are properly included in the deployment planning.
- Execute global force management tracking (for example, request for forces, force tracking number, or patch chart).
- Publish OPORDs and plans for the CSB.
- Execute tasking authority for the CSB.
- The operations section will prepare individual soldier readiness reports as required.
- Changes to task organization, MTOE and table of distribution and allowance updates, and new equipment fielding will follow force moderation strategy.
- Assist and advise supported command in global force management requests, to include "ghost writing" of capability requirements.

Support Operations Section

1-19. The SPO section leads external coordination efforts and oversees contracting operations. This section conducts contracting planning and provides technical supervision over the CSB's contracting actions. The SPO section also focuses on support to the supported unit headquarters staff and can provide a liaison officer to support the OCSIC (if formed) or in another staff section as directed by the supported command's chief of staff. The SPO liaison assists in planning and coordinating OCS and related contract support actions, integrates the CSB's contracting support plan, and coordinates and de-conflicts common in-theater contracting actions. The SPO section also assists the commander and executive officer in oversight of near-term, mid-term, and long-term contracting support planning and on-going theater support or other delegated contract administration actions, such as support to LOGCAP.

1-20. The SPO section is made up of the current operations and future operations cells that focus on ensuring effective and efficient contracting support to the supported commander, executed IAW appropriate regulations and applicable law. SPO functions include—

- Current Operations:
 - Conducts near-term contracting planning and provides technical supervision over the CSB's contracting actions.
 - Integrates theater, systems, and external support contracting activities and determines where, how, and who executes and integrates other ACC contracting and Department of Defense (DOD) and non-DOD equities.
 - Plans and synchronizes deployable contracting resources to ensure they remain consistent with current and future operations.
 - Provides guidance on contract consolidation and contracting solutions that will best assure both effective and efficient support to supported units.
 - Ensures contracting support execution supports the operational commander's guidance.
 - Monitors and publicizes applicable contracting policy and acquisition instructions to ensure CSB subordinate units remain in compliance with applicable policy and legal statutes.
 - Provides oversight of the following subordinate contracting unit tasks: theater contracting planning; contracting audit interface; contracting after-action reviews or lessons learned analysis; Army and joint doctrine and policy review, analysis, coordination, and staffing; and contracting officer's representative (COR) program management.
 - Provides input to contracting related training (for example, procurement, CAS).
 - Develops and promulgates command internal standard operating procedures, exercise guidance, terrain requirements, and synchronizes all actions and products across the other staff sections.
 - Coordinates CAS, collects and manages all procurement metrics, and submits internal and external reports.
- Future Operations:
 - Conducts mid-term and long-term contracting planning and provides technical supervision over the CSB's subsequent contracting actions.
 - Assists the commander and executive officer in oversight of near-term, mid-term, and long-term contracting support planning and on-going theater support or other delegated contract administration actions (such as support to LOGCAP) and maintains visibility of all future CSB operations.
 - Assists the operations section in developing CSB OPORDs and mid to long-range planning. Specific tasks include overseeing operations beyond the scope of the current order by developing long range plans and orders; developing policies and other coordinating or directive products, such as memorandums of agreement; and closely coordinating the contracting execution part of CSB plans with the operations section.
 - Performs contract support liaison and coordination with supported units. Liaison functions include representing the CSB in routine unit headquarters planning meetings and OCS working groups and supporting the supported unit's OCSIC (if formed) along with the LOGCAP forward operator. Contract support coordination functions include assisting the supported unit to plan and coordinate OCS and related contract support integration actions, integrating the CSB's contracting support plan, and coordinating and de-conflicting common in-theater contracting actions.
 - Provides support to other internal and external contracting boards.

- Coordinates with the supported unit to ensure any deploying CSB element has proper support in the AO.

Contracting Support Section

1-21. The contracting support section includes a compliance and policy section that includes theater support contracting and CAS sections to enable the CSB headquarters to execute, administer, and close out contracts within their supported area.

1-22. The contracting support section maintains metrics and is the CSB's subject matter expert and oversees the use of acquisition and contracting enterprise tools, such as the Virtual Contracting Enterprise suite, Procurement Integrated Enterprise Environment, Wide Area Workflow module, Paperless Contract File, Federal Procurement Data System-Next Generation, and others. The contracting support section conducts audit management, collects, and manages all metrics, and submits internal and external reports.

1-23. The contracting support section also implements the Army procurement management review program through contract management reviews of subordinate contracting units to include regional contracting centers and offices (if formed). The contracting support section functions include the following:

- Perform pre-award and award functions. These functions include acquisition planning, developing solicitations, conducting market research, communicating with industry, cost and price analysis, negotiations, responding to protest or claims, and contract closeout.
- Maintain metrics and serve as the CSB's subject matter expert on acquisition and contracting enterprise tools such as the Virtual Contracting Enterprise suite, Wide Area Workflow, Paperless Contract File, Federal Procurement Data System-Next Generation, and others.
- Perform highly complex, technical post-award functions IAW the Federal Acquisition Regulation (FAR). These functions include contract administration, quality assurance, contract property administration, market research, cost or price analysis, and contract closeout.
- Provide training and advisory support to any other supported unit authorized, mission-specific programs, such as the Commander's Emergency Response Program.
- Conduct internal solicitation review boards and contract review boards of subordinate contracting organization planned contracting actions at specific instruction, policy, regulatory, and legal thresholds.
- Coordinate supported unit FOO, GPC, and COR management programs.
- Coordinate reach-back support from continental United States contracting centers to support theater operations.

SUBORDINATE UNITS

1-24. A CSB's assigned subordinate TO&E structure consists of CBns. CSBs, when deployed, normally provide command and contracting oversight for two to five CBns, but actual command arrangements are based on mission variables and commercial support factors in the AO. CSB subordinate units are small, separate TO&E organizations comprised predominately of 51C military occupational specialty officers and noncommissioned officers. The CSB exercises C2 over subordinate organizations with respect to contracting support-related missions, as well as Title 10, United States Code (USC)-related missions such as control of resources and equipment, personnel management, unit logistics, readiness, redeployment, and discipline.

CONTRACTING BATTALION

1-25. The CBn subordinate units consist of two organic contracting detachments (CONDETs). The CBn headquarters span of control can accommodate up to two attached CONDETS for a maximum span of four. However, actual command arrangements are based on mission variables and commercial support factors in the AO. Army National Guard CONDETS, when deployed, will support Regular Army CBns and Army Reserve CBns. CBns will be incorporated into the CSB/SCO formation for C2 and contract authority. CONDETs can operate in direct support to a division, corps, or theater-controlled aerial port of debarkation, seaport of debarkation, or combat support agency.

1-26. The CBn commander and staff's focus is on providing oversight of the contracting effort. CBns are primarily aligned to divisions and exercise C2 over their organic CONDETs. In this alignment, the CBn provides direct support to the division headquarters and general support to division troops (for example,

combat aviation brigade, fires brigade, maneuver enhancement brigade). The actual support arrangement within the division AO is determined by the CBn commander based upon mission variables. A CBn is also aligned to the TSCs and ESCs and U.S. Army Special Operations Command in a direct support role. The CBn can support small-scale operations independently. When a CBn is deployed as the senior Army contracting unit in the AO, it will deploy under the command and contracting authority of the theater Army-aligned CSB. In this situation, the CBn commander, when designated, serves as the Army chief of contracting in the AO. In major sustained operations, a CBn can be combined with other Service contracting elements to form a regional contracting center. If designated the regional contracting center chief, the CBn commander serves as chief of the contracting office and has oversight of subordinate contracting activities. The CBn headquarters structure may be augmented in actual operations. The sergeant major is the senior enlisted advisor of the command and performs traditional duties for the CBn headquarters and all assigned and attached subordinate organizations. The sergeant major is the commander's advisor in carrying out policies and enforcing standards for the performance in the training, maintaining, caring, and leading of the unit's enlisted Soldiers. Figure 1-3 depicts the CBn headquarters organization.

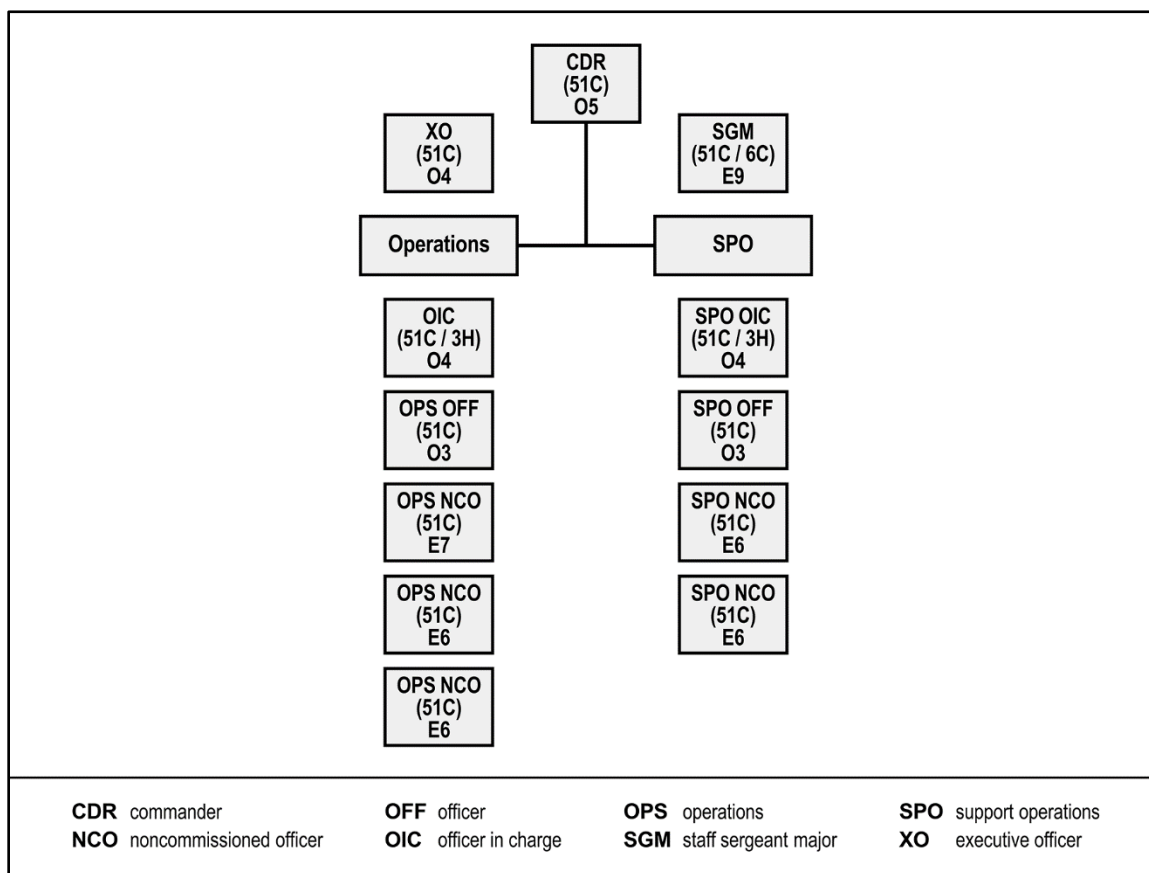


Figure 1-3. Contracting battalion headquarters

Operations

1-27. The CBn operations section performs functions like the CSB headquarters operations section described previously. This staff works very closely with the CSB operations section to ensure logistics, facility, security, and communications support arrangements are in place for the battalion. The operations staff section monitors and tracks ongoing battalion operations, ensures compliance with CSB OPORDs and plans, and publishes battalion operation plans and orders as required. The operations section is internally focused on C2 of CBn contracting assets.

Support Operations

1-28. The CBn SPO staff performs functions like the CSB headquarters SPO staff, focusing on policy, field support, and assessment. This staff section works very closely with the CSB SPO staff to monitor applicable contracting policy, ensuring subordinate CONDETs maintain currency through policy updates, metrics management, and reporting. The SPO section oversees subordinate CONDET contract administration in areas of quality assurance, property administration, and contract closeout. The SPO section also coordinates supported unit FOO, GPC, and COR management programs as well as provides training and advisory support to any other specially authorized, mission-specific programs (for example, Commander's Emergency Response Program). The SPO section is externally focused on planning and synchronizing contracting effects with supported unit operations. **Contracting effects are the operational contracting organizations and capabilities that provide identification, integration, and synchronization of commercial support within an operational area that enable the execution, sustainment, and prolonged endurance of military operations.**

Contracting Detachment

1-29. The **contracting detachment** is a small table of organization and equipment unit with nine contracting personnel commanded by field grade officer that is organic to each contracting battalion. The primary mission of the CONDET is to develop, solicit, award, manage, and close out theater support contracts and supported unit specific contracts.

1-30. The CONDET commander, in coordination with the CBn commander, may employ a forward contracting element (FCE). The **forward contracting element is the support element of an employed contracting battalion consisting of two or more contracting specialists from its contracting detachment that provides contracting support to units within an affected area of operations per mission variables.** The CONDET structure allows for a highly tailorable employment to suit conditions on ground. Figure 1-4 depicts the CONDET organizational structure.

Note. "Mobile Team" is a TO&E label requirement and does not denote an FCE.

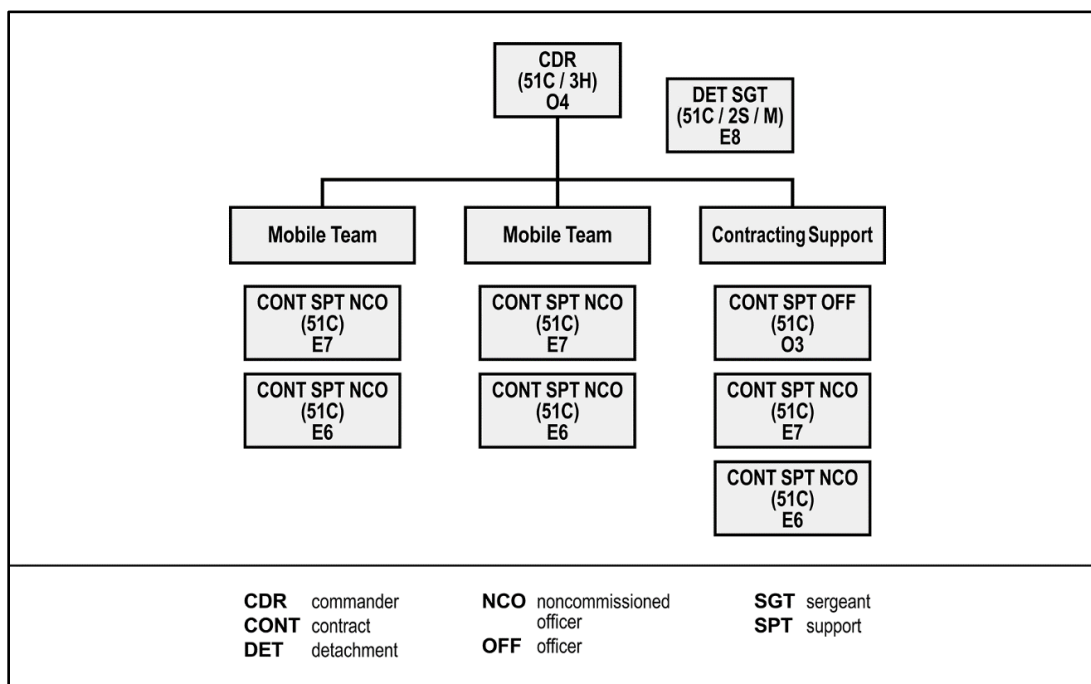


Figure 1-4. Contracting detachment organization

COMMAND AND SUPPORT RELATIONSHIPS

1-31. Because of the multiple CSB missions, the unique nature of contracting authority, and variety of supported customers, CSB command, support, and coordination relationships may differ from other units. CSBs execute their contracting mission under the C2 of ACC and contracting authority of the ACC commander as HCA. The CSB commander and staff must work very closely with ACC and the supported theater Army, field army, or corps to ensure these relationships are properly established, documented, and exercised.

COMMAND VERSUS CONTRACTING AUTHORITY

1-32. Commanders and staff officers at all levels must understand that contracting authority differs from command authority. Command authority (prescribed in Title 10, USC, Section 164) includes the authority to perform functions involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of an operation; however, command authority does not include the ability to make binding contracts on behalf of the United States Government. Contracting authority is the authority to acquire supplies and services for the government and comes from three sources: (1) the United States Constitution (2) statutory authority found in Title 10, USC, and (3) regulatory authority from the FAR, Defense Federal Acquisition Regulation Supplement (DFARS), and Service FAR supplements. Only the contracting officer, by virtue of a contracting warrant, has the authority to obligate the United States Government on contractual matters. Any attempt to bind the United States Government in contract by anyone other than a contracting officer is illegal and will result in an unauthorized commitment.

1-33. Under the current Army contracting structure, the ASA(ALT), as the Army's senior procurement executive, has appointed the ACC commander as HCA for Army theater support contracting. The ACC commander delegates SCO authority to the CSB commanders, who in turn delegate contracting authority to assigned and attached contracting personnel via the contracting officer warranting process.

SUPPORT RELATIONSHIPS

1-34. Theater and field army aligned CSBs have a direct support relationship with specific theater or field army headquarters, and operational commanders receive contracting planning and execution support via their aligned CSBs and CSB-assigned subordinate units. This direct support relationship provides theater and field army commanders the capability, in all phases of the operation, to set the aligned CSB's priorities, place the brigade on the battlefield (when deployed), and task their supporting CSBs to accomplish missions within the scope of CSB doctrinally based operations. Theater Armies and the field army, or their designated subordinate commands, may utilize the request for forces process to request CSB unit support to deployed operations or additional contracting forces to augment and supplement capacity. It is important to note that the request for forces and global force management process is initiated by and flows through the supported unit (often a joint task force or Army Service component command), but the supporting CSB is expected to advise and assist in the formulation of the request. Contract administration augmentation from Defense Contract Management Agency (as a force provider) and contracting capacity or units from other Services can be requested to augment or bring capability to the CSB.

1-35. Corps-aligned CSB headquarters are co-located with, and are capable of deploying with, their aligned corps headquarters. However, as determined by mission variables, the supported ARFOR headquarters of these brigades may deploy to major operations outside of their aligned corps headquarters mission set. When deployed, the corps-aligned CSBs remain under the command of ACC and are under tactical control of their supported headquarters for time-phased force and deployment data integration, battlefield circulation, and security. The CSBs have a direct support relationship with the supported corps headquarters, and a coordination relationship with the theater Army-aligned CSB. The CSBs have a general support relationship with unaligned theater Army, field army, and corps that do not have a direct support CSB. Additionally, the corps-aligned CSB provides focused contract support to a specific land operation and maneuver commander, as well as command and contracting oversight over all deployed CBns in a specific AO. Meanwhile, the theater Army-aligned CSBs maintain command and contracting oversight of other Army CBns operating outside the specific AO, providing broad contracting support to the greater AOR, and fulfilling enduring missions not necessarily related to the corps-aligned CSB's mission focus. When not deployed, the corps-

aligned CSBs provide planning, training, and other contracting support-related advice and assistance to the corps headquarters and other local units on a general support basis.

1-36. CBNs are co-located with and generally aligned to divisions and TSC and or expeditionary sustainment command (ESC) headquarters to assist in OCS-related planning and execution. Like the corps-aligned CSBs, CBNs are capable of deploying with their aligned command, subject to mission variables and the requirements of the supported ARFOR headquarters. When deployed, CBNs are under the command and contracting authority of the supporting CSB and have a direct support relationship with their aligned division, TSC, or ESC headquarters. When a CBN is deployed as the senior Army contracting unit in the AO, it will deploy under the command and contracting authority of the theater Army-aligned CSB.

1-37. CONDETs are organic to the CBNs. When deployed, CONDETs, in coordination with the CBN commander, may employ an FCE consisting of two or more contracting specialists to provide contracting support to elements in the supported AO (for example, theater, corps, division) per mission variables. CONDET support arrangements at any echelon are based upon mission variables as determined by the CBN commander. Examples of CONDET FCE support to divisional, corps, or theater elements include—

- Direct support to individual brigade combat teams, particularly in early operational phases.
- Direct support to sustainment brigade headquarters.
- General support to divisional units other than brigade combat teams, and other units operating in the division AO (to include other Services or multinational organizations), particularly in later operational phases.

JOINT OPERATIONS

1-38. In joint operations, contracting support may be accomplished through several joint C2 and coordination organizational options as outlined in joint doctrine and as directed by the CCMD via the joint OPORD Annex W, specifically Appendix 1, Contracting Capabilities and Capacities Support Estimate. Army contracting support to joint operations is covered in detail in chapter 7.

COORDINATING ACTIONS

1-39. CSBs routinely coordinate contracting activities among many different supporting and supported organizations. These organizations include, but are not limited to—

- Theater Army, field army, or corps deputy commanding general, chief of staff, G-4 OCS staff, and G-8.
- CCMD or subordinate joint force commander (JFC) OCSIC (if formed) and other staff as required.
- Theater special operations command (TSOC) (as directed by CCMD through the appropriate theater or field army) or Army special operations forces units.
- TSC or ESC commander, SPO officer, financial management staff, and OCS cell.
- Other major supported Army units to include corps, divisions, sustainment commands, or brigades.
- Army contracting reach-back organizations.
- Other Service deployed theater support contracting elements.
- AFSB LOGCAP staff and deployed team LOGCAP forward.
- United States Navy and Air Force civil augmentation program staff (if or when in support of the joint operation).
- United States Army Corps of Engineers (USACE).
- United States Army Medical Command.
- United States Army Intelligence and Security Command (INSCOM).
- Defense Contract Management Agency.
- Defense Logistics Agency Support Team.
- Army Criminal Investigation Command Major Procurement Fraud Unit.
- Army Contract and Fiscal Law Division and Procurement Fraud Branch.
- Office of the Deputy Assistant Secretary of the Army for Procurement.

SUPPORTED UNITS AND REQUIRING ACTIVITIES

1-40. Any operational area organization can be a supported unit or a requiring activity. In this publication, the term supported unit covers both. Senior sustainment commands can generate the highest number of contract support requirements; these commands include the TSC, the ESC, and the sustainment brigade. Significant requirements can also be generated by engineer brigades and Army special operations units. Brigade-level and higher maneuver units, as well as corps or division-level special troops battalions, can also generate requirements. See ATP 4-10 for detailed discussion of supported unit and requiring activity functions.

1-41. Supported units at the CCMD and Service component level can set up boards to evaluate requirements, such as the Army requirements review board and joint requirements review board (JRRB). The **Army requirements review board is the ARFOR commander's established board to review, validate, approve, and prioritize selected contract support requests.** The *joint requirements review board* is the subordinate joint force commander's established board to review, validate, approve, and prioritize selected Service and special operations forces component contract support requests. See ATP 4-10 and JP 4-10 for more information on the Army requirements review board, JRRB, and other related boards, bureaus, centers, cells, and working groups.

LIMITATIONS

1-42. Operational contracting organizations are tremendous force multipliers and operational enablers. They are TO&E units with a unique and challenging mission. They have regulatory and tactical limitations due to their contracting support mission set and limited staff.

REGULATORY LIMITATIONS

1-43. CSB operations are governed by Federal, DOD, and Army (or, in some cases, sister Service) acquisition regulations. These regulations dictate certain limitations such as contracting officer appointments (warrants), competition, sole-source requirements determinations, determinations and findings, justifications and approval, requirements funding, solicitations and contracts approvals, and contractor performance assessment reporting system reports. For example, Army competition and joint shaping operations are normally not declared contingencies; contracting support for these operations generally follows normal peace-time procedures, which include dollar thresholds and contract solicitation competition requirements.

TACTICAL LIMITATIONS

1-44. The CSB and its subordinate units have minimal organic tactical equipment and require logistics, security, and communications support from their supported command.

Logistics Support

1-45. The CSB and its subordinate units require the following support to be provided by supported units as designated by the ARFOR commander: field feeding; field maintenance; classes I through VI and IX; field services; facilities; religious; human resources; equipment and personnel transportation; and medical (to include class VIII supplies).

Security Support

1-46. The CSB and subordinate units have only individual Soldier protection capabilities; therefore, the brigade and subordinate units must be tied into the supported unit's security, movement, and force protection plans. This reliance on security support is especially important given the increased kinetic activities spanning theater strategic to tactical areas of operations. This potentiality spans the operational spectrum of competition, crisis, conflict, and return to competition. Each of these contexts potentially have CSB personnel conducting pre-award activities such as site surveys with host-nation contractors, or post-award activities such as quality surveillance, at work sites that may or may not be in secured areas of operation.

Communication Support

1-47. The CSB and its subordinate units have limited unclassified commercial and classified communications information systems, to include cellular or satellite communications. CSBs have no organic tactical communications capability. Furthermore, the CSB and its subordinate units require access to other communications capabilities such as host-nation telephone systems, voice over internet protocol telecommunications, SIPRNET, NIPRNET, and other internet protocol or satellite links to access enterprise networks to conduct efficient and responsive contracting support operations.

OTHER ARMY CONTRACTING OR CONTRACT SUPPORT-RELATED ORGANIZATIONS AND PROGRAMS

1-48. In addition to USAMC subordinate contracting organizations, other Army organizations or programs also provide contracting and contract support-related capabilities. These include the USACE, INSCOM, LOGCAP Program Management Office within headquarters Army Sustainment Command, and ASA(ALT) forward.

UNITED STATES ARMY CORPS OF ENGINEERS

1-49. USACE and Naval Facilities Engineering Command, also known as NAVFAC, provide construction-related contracting services for major construction projects that reach the military construction level, based on geographical responsibilities codified in DOD policy (DODD 4270.05). USACE expeditionary contracting capabilities consist of both military 51C personnel and civilian contracting personnel (standard occupational code 1102). Both can augment and support USACE expeditionary operations including contingency real estate support teams and forward engineering support teams, which deploy through the request for forces process. While deployed, USACE contracting personnel can officiate contracts for supplies and services in direct support of USACE operations with a primary focus on military construction contracts and general engineering services in support of United States forces or the host nation. USACE deployed contracting personnel can also provide contracting advice and assistance to the other contingency contracting elements deployed in the theater of operations, as well as advise on the requirements development process and packaging.

Note. USACE expeditionary contracting capabilities do not normally deploy outside of USACE control in support of non-USACE missions. However, like all Army units, USACE is subject to Headquarters, Department of the Army (HQDA)-directed individual augmentation tasking requirements; therefore, on occasion USACE military contracting personnel may deploy individually to fill Army or joint manning document contracting officer billets.

UNITED STATES ARMY INTELLIGENCE AND SECURITY COMMAND

1-50. INSCOM is an Army direct reporting unit responsible for strategic and operational-level intelligence, security, and information operations. INSCOM is the primary requiring activity for intelligence, security, and information operations-related systems and some related service contracts, such as interpreter or linguist support. INSCOM is responsible for the DOD Language Interpretation Translation Enterprise contract IAW Army Federal Acquisition Regulation Supplement (AFARS) reference 5108.94. Under the direction of HQDA G-2, INSCOM develops acquisition-ready requirements packages for solicitation and administration by their supporting ACC contracting center, the Army Contracting Command-Detroit Arsenal. This contract serves all DOD activities in both garrison and deployed operations under the contracting authority of Army Contracting Command-Detroit.

Note. The G-2 is designated as the HQDA staff office responsible to oversee the contract linguist program. All requests for contracted linguist, translator, or interpreter support must be executed through G-2 staff for execution via the DOD Language Interpretation Translation Enterprise contract, except when waivers are issued to CSBs on a case-by-case basis due to emergency mission support and small dollar procurements.

LOGISTICS CIVIL AUGMENTATION PROGRAM

1-51. LOGCAP is an Army logistics-related commercial support program executed by multiple award contracts awarded by Army Contracting Command-Rock Island Arsenal through individual, mission-specific task orders issued to performance contractors under the LOGCAP program. LOGCAP execution is controlled by the HQDA G-4 Operations and Logistics Readiness Directorate and executed under the oversight of Army Sustainment Command's LOGCAP Program Office, through the command authority of the supporting AFSB. AFSB LOGCAP forward operators conduct LOGCAP planning in support of the theater Army or field army Annex W. They specifically support (in close coordination with the aligned CSB) two of the three key Annex W appendices: Appendix 2, Contractor Management Plan, and Appendix 3, Contracted Support Estimate, which are key to contractor support during sustainment development actions. For more details on LOGCAP organization, operations, and policy see ATP 4-10.1 and AR 700-137.

UNITED STATES ARMY HEALTH CONTRACTING ACTIVITY

1-52. The United States Army Health Contracting Activity (USAHCA) is a subordinate unit within the United States Army Medical Command that supports Army readiness through responsive, accountable, and flexible medical contracting support and business solutions. USAHCA has been designated as the medical contracting center of excellence by the Deputy Undersecretary of the Army and leverages strategic vehicles to support health care as well as Army readiness. USAHCA augments deployable medical formations and operational contracting missions through tailored teams across the range of military operations. USAHCA simultaneously supports Army and DOD medical organizations and Army readiness mission requirements through the health readiness contracting office and the alignment of its subordinate regional health contracting offices.

ASSISTANT SECRETARY OF THE ARMY FOR ACQUISITION, LOGISTICS, AND TECHNOLOGY FORWARD OPERATIONS TEAM

1-53. The ASA(ALT) forward operations team is an ad hoc, specialized, adaptable, and deployable ASA(ALT) staff augmentation element to the theater or field army and designated ARFOR headquarters. This team, formed as needed from the ASA(ALT) staff and other acquisition positions, serves as the primary ASA(ALT) interface to the theater or field army and subordinate ARFOR headquarters. It provides Army system support-related coordination and synchronization between the theater commands, the program executive offices and program management offices, and the supporting AFSBs. For more details on ASA(ALT) forward operations, see ATP 4-70.

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Chapter 2

Operational Contracting Fundamentals

Operational contracting follows a system of imperatives, principles, and exhibits characteristics that enable the achievement of the Army's strategic roles in the conduct of large-scale combat operations in a multidomain environment and provides flexible support and sustainment capacity and options to supported commands.

OPERATIONAL CONTRACTING IMPERATIVES

2-1. Operational contracting imperatives guide the execution of commercial support to operations via the employment of contracting authority and actions that create and converge contracting effects across all warfighting functions in support of operations (see figure 2-1). Contracting commanders and leaders must visualize contracting organizations utilizing contract means to achieve effects for supported units by way of the commercial support environment.

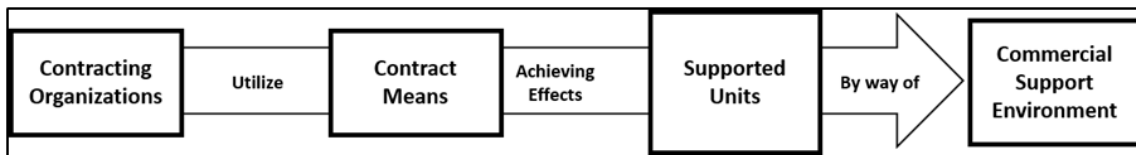


Figure 2-1. Operational contracting imperatives

2-2. Details for the operational contracting imperatives follow:

- **Contracting Organizations.** Commanders must consider the capability and capacity of all strategic enablers, to include inter-theater and intra-theater contracting organizations, to optimize contracting effects to meet supported unit operational needs. Commanders must also fully understand how to employ contracting forces within the OE to be anticipatory at the operational and tactical point of need.
- **Contract Means.** Commanders must be cognizant of existing and available strategic and operational options for systems support, external support (for example, LOGCAP), and theater support contracts and the process to implement those options in support of military operations. Commanders must be well versed in the tactics, techniques, and procedures of operational and tactical-level contracting.
- **Supported Units.** Commanders need to understand all facets of supported unit missions, commander's intent, concepts of operations (for example, sustainment, intelligence, and security), operational needs, organic capabilities and capacities, and unique characteristics.
- **Commercial Support Environment.** Commanders need to fully understand the dynamic nature of the OE and its impacts on the commercial markets' willingness and ability to support military operations. See figure 2-2 on page 18 for further detail.

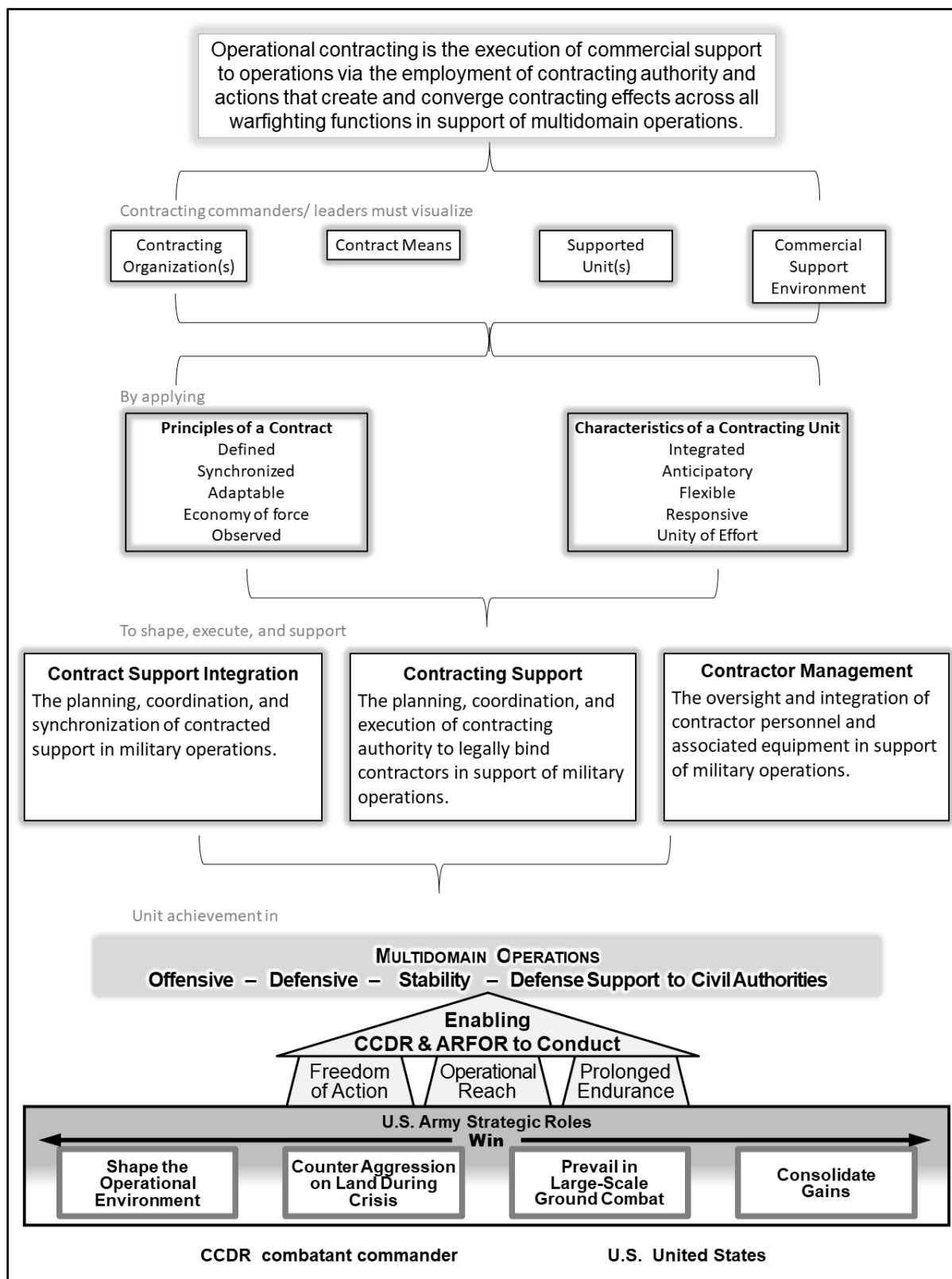


Figure 2-2. Operational contracting logic chart

PRINCIPLES OF A CONTRACT

2-3. A *principle* is a comprehensive and fundamental rule or an assumption of central importance that guides how an organization approaches and thinks about the conduct of operations (ADP 1-01). Army operational contracting is guided by these five principles:

- **Defined**—The supported unit contract contains detailed cost, performance, and scheduling information and achieves the clearly stated desired effect for the supported unit.
- **Synchronized**—*Synchronization* is defined as the arrangement of military actions in time, space, and purpose to produce relative combat power at a decisive place and time (JP 2-0). Synchronization is achieved when contracts meet a desired effect for supported unit operations. Contracts are coordinated with other military services, DOD organizations, and non-governmental organizations to synchronize contracting effects to theater operations.
- **Adaptable**—The contract is tailored to support the unique and changing dynamics of the OE and mission.
- **Economy of force**—This means providing contracting resources in an efficient manner to enable a commander to employ all assets to achieve the greatest effect possible. The contract reduces duplication of effort, reliance on multiple vendors, and the administrative burden in meeting the supported units' desired effects.
- **Observed**—Contractor work efforts must be observed, verified, and compliant to contract terms and conditions to ensure the desired effect is delivered for the supported unit.

CHARACTERISTICS OF CONTRACTING UNITS

2-4. A *characteristic* is a feature or quality that marks an organization or function as distinctive or is representative of that organization or function (ADP 1-01). Army operational contracting organizations have five prime characteristics:

- **Integrated**—contracting forces are proactively engaged with the supported units during planning and execution of military operations.
- **Anticipatory**—the capability and capacity to forecast operational requirements, provide contracting options, and deliver contracting effects to fulfill an operational need.
- **Flexible**—the ability to reorganize contracting units to meet changes in the supported unit's OE and mission.
- **Responsive**—the ability to react decisively to a supported unit's changing OE, operational needs, and mission.
- **Unity of effort**—the coordination of efforts among multiple contracting organizations in and out of theater to deliver contracting effects for supported units' operational needs.

OPERATIONAL CONTRACTING FUNCTIONS

2-5. Operational contracting consists of planning, executing, and integrating commercial support to military operations across all warfighting functions. The contract principles and organizational characteristics guide the shaping, execution, and support to the three functions of OCS: contract support integration, contracting support, and contractor management (see figure 2-3). These functions are enduring and repetitive based on changing operational and mission variables.

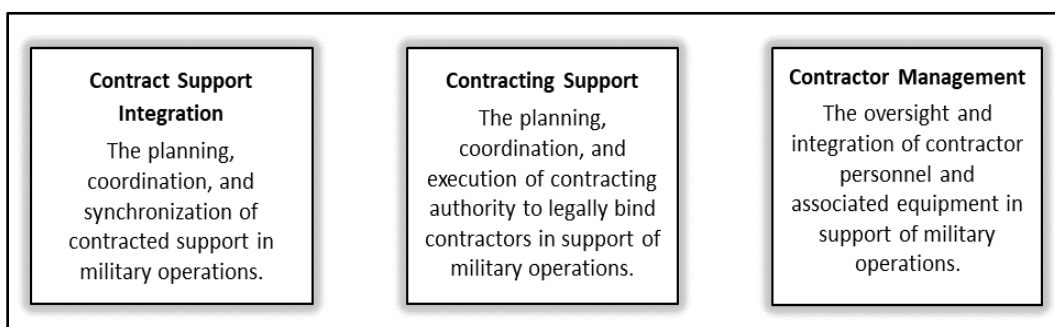


Figure 2-3. Operational contract support functions

2-6. *Contract support integration* is the planning, coordination, and synchronization of contracted support in military operations (JP 4-10). This function includes the planning of contracting effects in the military decision-making process (MDMP) as well as assistance in defining the individual tactical requirements of a supported unit. The supported unit (requiring activity) is responsible for defining its operational need (requirement) in sufficient detail to be actionable. Actionable requirements are validated and approved by the command echelon and their process or board that is funding it or as directed by policy (for example, approval authority may be prescribed by category, service or agency, or dollar threshold). The supported unit might not have the funds or right type of funds (Operations and Maintenance, Army vs Other Procurement Army) at their level. Also, as an example, medical might fall outside the scope of the requiring activity and on another service such as the Air Force or Navy. This emphasizes the importance of validation boards and that requirements may be consolidated, or an existing contract might be modified, or additional funding applied to expand services as an example. An actionable requirement, at minimum, will describe who receives the supply or services, what needs to be accomplished, when it is to be accomplished, where it needs to be accomplished, and the desired effect. Contracting organizations are responsible for providing a commercial solution that meets the supported unit's operational needs and reduces risk to mission, force, and funds by determining the optimal contract means to employ.

2-7. *Contracting support* is the planning, coordination, and execution of contracting authority to legally bind contractors in support of military operations (JP 4-10). It is the decisive effort of contracting. Commanders' visualization and understanding of the commercial OE and the supported unit's requirements leads contracting organizations to select the most appropriate contracting support means to meet operational needs. This function includes all phases of procurement: solicitation, evaluation, award, administration, and close-out.

2-8. *Contractor management* is the oversight and integration of contractor personnel and associated equipment in support of military operations (ATP 4-10). The oversight of contractor performance is imperative to minimize risk to mission, troops (for example, life, health, and safety), contractors, civilians, and funds during mission execution. Contracting organizations support, advise, and assist the aligned command responsible for establishing, implementing, and enforcing contractor policies, procedures, and entitlements (sustain, account, protect, and potentially arm) in theater. Additionally, contracting organizations support the aligned command's ability to see contracts and contractors within their AO through the commander's contract oversight review board (CCORB). Chapter 5 has more information about the CCORB.

CONTRACT SUPPORT INTEGRATION

2-9. A key component of the contract support integration process is the supported unit coordinated development of Annex W (Operational Contract Support). Annex W, to include appendices 1, 2, and 3 along with other related annexes (for example engineer and logistics), serves as the mechanism to provide detailed OCS planning guidance for a specific military operation. It is prepared by the OCS coordination cell, generally within the G-4 or the J-4. Annex W provides basic command guidance on the function of acquiring (contracting for) theater support and external support contracts in support of a particular operation. Annex W does not normally include significant discussion on system support contracts in that this type of contracted support generally does not require significant synchronization with other contracted support. The operational commander has little control over decisions on whether to utilize system support contracts in support of military operations. However, the supported ARFOR commander will require visibility on the number of system support contractor employees in the AO in order to facilitate security, support, and transportation planning. The AFSB has responsibility to coordinate system support planning, especially when there is no ASA(ALT) forward operations team formed. See ATP 4-70 for additional information on ASA(ALT) forward operations team tactics, techniques, and procedures.

2-10. Contract support integration is specifically a defined, integrated, synched and executable contract support effort. It is a coordinated effort between the contracting organization and the supported unit. Contract support integration is a complex process designed to ensure that key operationally focused commercial support-related guidance and procedures are identified and included in the overall plan. Effective contract support integration is crucial to—

- Allow the supported commander to better synchronize and integrate contract support into the overall plan.

- Allow the supported commander to properly establish and enforce priorities for acquisition of mission-essential commercial supplies, services, and construction.
- Codify contracting organization command, support, and coordination arrangements and ensure appropriate contracting and funding authorities are in place.
- Allow for proper resourcing and deployment of contracting support and associated financial management support.
- Provide a mechanism to establish initial guidance to contracting organizations on the integration of contract support into the civil-military aspects of the overall operation plan (OPLAN).
- Identify the initial or sustaining contract means (for example, theater support contract or LOGCAP task order).
- Provide an estimated number of contractor personnel projected to be in the operational area requiring support (for example, security, lodging, medical).
- Establish guidance on the process to transition selected contract mechanisms to more cost-effective mechanisms (for example, transitioning individual theater support contracts to a theater-wide contract, or transitioning selected portions of a LOGCAP task order to a fixed-price theater support or other external support contract).

2-11. IAW AR 715-9 and ATP 4-10, Army Service component commands are responsible for contract support integration; however, the contracting organization plays a critically important advisory role in this process. The contracting organization staff and commander must be fully engaged in any major OCS planning action. At theater, field army, corps, and division levels, the CSB and CBn SPO provide an interface with the supported unit planning staff.

2-12. The CCMD or subordinate JFC J-4 or the theater or field army G-4 OCS planner leads the development of Annex W and its appendices. The G-4 OCS planner, with support from the CSB's contracting SPO staff and AFSB LOGCAP forward operators, works with other primary and special staff members to capture OCS-related information in other related concept plan, OPLAN, or OPORD annexes. For example, the G-2 may plan for the use of contracted interpreters and linguist support, or the engineer officer could plan for the use of contracted construction and facility maintenance or other services. This non-logistics OCS planning is a critically important part of the OCS planning process, as this information is a key component to the transportation and supportability analysis process and is vital in determining required expeditionary contracting capabilities. JP 4-10 provides information on operational-level OCS planning, and ATP 4-10 provides tactical-level doctrine on OCS planning.

Note. Corps headquarters are involved in OCS planning (normally crisis planning, as opposed to deliberate planning) when they are designated as the joint task force or ARFOR headquarters.

2-13. A critical part in the operational-level contract support integration process is the supported unit OCSIC or designated staff OCS analysis of the OE, which includes the integration of this information with any OCS-related, G-2 provided intelligence preparation of the OE. This OCS analysis of the OE is a shared responsibility between the supported command's staff and the contracting organization's staff (for example, SPO). Normally, the initial collection of this information begins with the aligned contracting organization's SPO staff collecting relevant contracting data. This data can include a listing of all available Army, joint, and other government strategic sourcing contracts; information on the general business climate in the AOR; and market survey information obtained from deployed Army contracting elements, embassy general services officers, or Department of Commerce reports. Since time and resource constraints limit the capability to collect this information, OCS analysis of the OE actions must be aligned and prioritized based on the combatant commander's theater campaign plan guidance. The contracting organizations' SPO staff conducts an initial analysis of the validity and usefulness of this OCS-related OE data. Once this initial analysis is complete, the reviewed information is passed to the theater Army or field army OCSIC (if formed), plans staff, and other primary and special staff as appropriate.

2-14. The operational-level contract support integration process, when properly executed and supported with reasonably accurate OCS analysis of the OE information, allows the theater or field army logistics and other support planners to maximize available airlift and sealift assets, and to minimize the sustainment unit footprint in the operational area. The CSB staff and AFSB LOGCAP forward operators then help the Army

operational-level logistics planners to determine if and how OCS solutions utilizing commercially available goods and services in or near the AO will be integrated into the overall concept of support. For example, CSB planners might identify available commercial billeting and catering, which planners can utilize to support reception, staging, onward movement, and integration (RSOI) actions. This would allow the ARFOR commander to forego or delay transporting tentage or other assets, saving critical airlift or sealift assets during RSOI. Early involvement of the CSB's SPO and the AFSB's LOGCAP planners will ensure contracted support is appropriately considered as a support option, and the intended support is feasible and responsive to the operational commanders' needs.

2-15. Once the basic OCS decisions are made, the CSB's SPO, in close coordination with the AFSB's LOGCAP forward operator, must ensure the Army operational-level Annex W and its key appendices clearly describe the operational-specific capabilities and deployment sequence of theater support contracting and LOGCAP assets. The SPO staff and LOGCAP forward operators also assist the theater or field army OCS staff to ensure that requiring activity responsibilities, initial Army requirements review board guidance and operation-specific OCS procedures are properly addressed in Annex W and other sections of the concept plan, OPLAN, or OPORD.

2-16. CBn personnel also assist their supported command's OCS staff (those individuals holding the 3C skill identifier or additional skill identifier) as necessary to develop tactical-level OCS plans. Based on the higher-level Annex W, other OCS planning, and supporting CSB command guidance, CBn personnel work with their supported units to ensure they have a plan to properly integrate OCS into their operations with emphasis on contract support tracking and COR management functions. Tactical-level OCS planning guidance can be found in ATP 4-10.

CONTRACTING SUPPORT PLANNING

2-17. Contracting support planning is a critical CSB-executed subset of OCS planning and must utilize the MDMP. MDMP is applicable across the range of military operations from military engagement, large-scale combat operations, and security cooperation activities to crisis response. The seven steps of the MDMP are 1) Receipt of mission, 2) Mission Analysis, 3) Course of action development, 4) Course of action analysis, 5) Course of action comparison, 6) Course of action approval, and 7) Orders production, dissemination, and transition. See FM 5-0 for full explanation and detailed steps for conducting MDMP. The CSB SPO and the brigade operations officer are principal drivers of the MDMP process. Together, along with input from across the staff, they develop a contracting support plan that best supports the supported unit's mission, utilizing available commercial support sources within the AO IAW the Annex W. The SPO and brigade operations staff develop and publish this plan as part of the CSB's external support and deployment plan for a specific operation. This plan must include the following guidance at minimum: general acquisition strategy; internal and external audit activities and processes; automation and technology enablers to be used; metrics and measures of performance for the accomplishment of mission and contracting actions; and a records preservation plan (for example, preserving important documents and maintaining contract files).

2-18. A key part of the contracting support planning process is the development of a mission-specific operational acquisition instruction in coordination with the ACC headquarters to ensure its compliance with ACC acquisition instruction and Army, DOD, and Federal regulations and policies. It is important to note there is normally no contingency or emergency acquisition authority in Army competition and joint shaping operations; therefore, standard peace time acquisition authorities and procedures are used. The supporting CSB SPO tailors the standing acquisition instructions to meet specific mission requirements. Mission specific modifications may include, but are not limited to, review process; local solicitation and contract clearances; determination and findings; justification and approval; waivers and deviations; approval and award thresholds; specific in-theater solicitation and contract language; and any theater business clearance stipulations (only applies if theater business clearance procedures have been implemented). The supporting CSB is then responsible to ensure all deployed contracting officers are familiar with and follow proper acquisition instructions. Chapter 4 provides a detailed discussion of contracting support.

CONTRACTOR MANAGEMENT

2-19. While some aspects of contractor management are only relevant to contractors authorized to accompany the force (CAAF), others (for example, base access and security procedures) can also apply to non-CAAF. Furthermore, contractor management often extends to other United States Government

departments and agencies and other mission partner contractor personnel operating near the joint force. The contractor management process is composed of five steps and several associated tasks. The contractor management steps include planning, pre-deployment preparation, deployment and reception, in-theater management, and redeployment. Additionally, equipment management, contractor force protection and security, use of private security companies, and other United States Government department and agency contractor management considerations are also addressed. Chapter 5 provides a detailed discussion of contractor management.

CONTRACTING SUPPORT TO ARMY SPECIAL OPERATIONS FORCES

2-20. The United States Special Operations Command has systems support contracting procurement authority for equipment and related services unique to special operations. However, deployed Army special operations forces units normally receive contracting support from the supporting theater Army-aligned CSB. Pre-mission planning and coordination support is received normally from installation-based contracting. Army special operations forces sustainment is not self-sufficient; it is reliant upon Service component-provided conventional capabilities and CCMD or Service component theater sustainment. The United States Army Special Operations Command is the Army Service component command to United States Special Operations Command and provides trained and ready Army special operations forces to a regionally aligned TSOC conducting special operations missions in support of the CCMD's theater campaign plan. To ensure proper special operations forces support, ACC aligned a CBN to The United States Army Special Operations Command to assist the headquarters in OCS efforts during Army special operations mission planning. The ACC may designate a contingency contracting element to assist in OCS planning and to coordinate support to Army special operations forces. However, deployed contracting support to specific Army special operations and activities (for example, joint exchange training, counter narcotics training, military information support operations, or civil affairs operations) will be determined based on mission variables. The results of that analysis will determine whether or not the designated contracting element which assisted in the mission planning effort will continue to support the deployment. The deployed contracting element would be attached to, and fall under the contracting authority of, the theater Army-aligned CSB. The theater Army-aligned CSB works closely with, and provides contracting support to, the CCMD's TSOC to ensure proper commercial support arrangements are in place, either from CSB-trained Army special operations forces FOOs, deployed contracting officers, or reach-back contracts.

FINANCIAL MANAGEMENT SUPPORT

2-21. Financial management is the sustainment warfighting function element that supports the U.S. Army and its unified action partners by leveraging fiscal policy and economic power across operations. Financial management provides support to the U.S. Army and joint force through the execution of resource management and finance operations. Both resource management and finance operations integrate internal controls, financial data analytics, and accounting to effectively manage the financial lifecycle.

2-22. *Resource management* is a financial management function that provides advice and guidance to the commander to develop command resource requirements (JP 3-80). It identifies the sources of funds available, acquires the funds, and distributes funds to subordinate elements in support of the commander's requirements. Resource management is executed by the assistant chief of staff G-8 at division and higher levels or by finance and comptroller Soldiers serving as brigade S-8s. The brigade S-8 also supports subordinate echelons.

2-23. Finance operations is the process of providing financial advice and recommendations, pay support, disbursing support, establishment of local depository accounts, essential accounting support, and support of the procurement process. Finance operations are externally focused support operations that are planned and executed by echeloned financial management organizations as part of Army sustainment. See FM 1-06 for additional information.

FISCAL TRIAD

2-24. The fiscal triad is the process that governs the critical path between entities within the acquisition process and ensures statutory and regulatory compliance for contracting and finance for acquisition

management, internal controls, and fiscal law prescribed for the procurement process. Figure 2-4 provides a depiction of how the fiscal triad interacts between synchronized functions of distinct activities—contracting, financial management, legal counsel, and the requiring activity. The unit commander at the center of the fiscal triad generates mission requirements and initiates the process. The legal counsel ensures that contracting actions are IAW existing contract law and regulations. To ensure separation of duties, each element of the triad is independent, yet works closely with the others. Each activity reinforces the procurement process with respect to acquisition management, internal controls, contract payment, funds disbursement, accounting, and compliance with administrative and fiscal law.

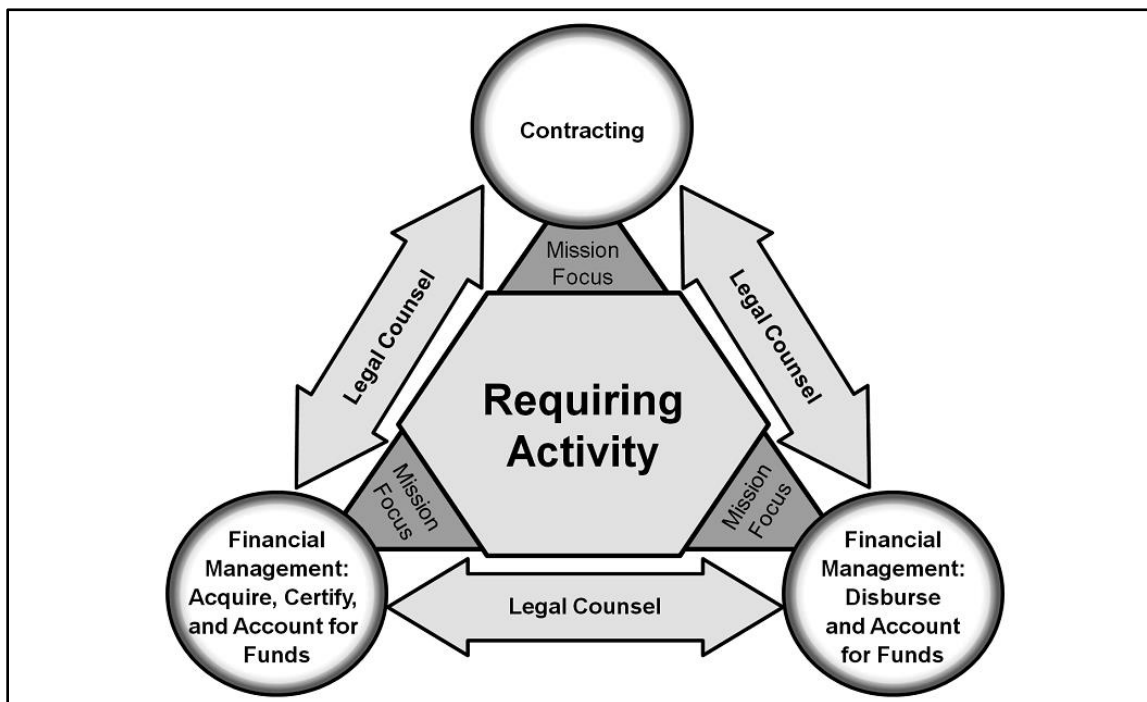


Figure 2-4. The fiscal triad

2-25. Procurement support is the critical role financial management plays in acquiring, certifying, accounting, and disbursing the funding requirements for OCS. Specific resource management (G-8) tasks that support contract development and funding include—

- Participate in the Army requirements review board or JRRB process.
- Acquire, certify, and obligate appropriate funds for vetted and validated contract requirements.
- Conduct obligation management and contract close-out by executing accounting, internal controls, and financial data analytics.

2-26. CSBs coordinate with TSC finance operations centers, ESC financial management SPO, or finance battalions for payment and disbursing support. Related tasks include—

- Receive, validate, and prioritize payment packets (contract or SF 44 [*U.S. Government Purchase Order–Invoice–Voucher*], receiving report, invoice, and accounting data).
- Synchronize with fiscal triad to clarify or correct payment packets.
- Certify packet is ready for payment.
- Track timeliness of processing payments.

2-27. See DOD 7000.14-R, Volume 10 for information on contract payment policy and procedures. Disbursing support related tasks include—

- Training, funding, and clearing paying agents.
- Conducting cash management (ecommerce and currencies).
- Making payments and certifying disbursements.
- Conducting post-payment review to ensure proper audit and internal controls requirements.

PROCURE TO PAY PROCESS

2-28. Financial managers and finance units, as well as the requiring activity and the supporting contracting element, have specific roles in the “procure to pay” process. This policy-driven Army process, applicable in both garrison and deployed military operations, begins with the requiring activity identifying the initial cost estimate of the desired supply or service, followed by verification of this estimate by the G-8 or S-8. This is to ensure correct type and adequate amounts of funds are available for the requested commercially sourced commodity or service. Fund certification allows the supporting contracting element to develop, solicit, and award a contract, thus obligating government payment for goods received or services rendered. Once the supply receipt or service acceptance is verified by the requiring activity (or designated supported unit), the contracting office forwards appropriate documentation to the supporting finance battalion for either electronic or cash payment to the vendor. The process ends with final payment documentation. Failure to properly integrate requiring activity, financial management, legal counsel, and contracting personnel into this process could result in mismanagement of funding and duplicate contract payments. This failure could also result in delayed or no payment to contractors, which may degrade contractor performance capability and therefore its ability to support the supported commander’s mission. Figure 2-5 depicts the procure to pay process.

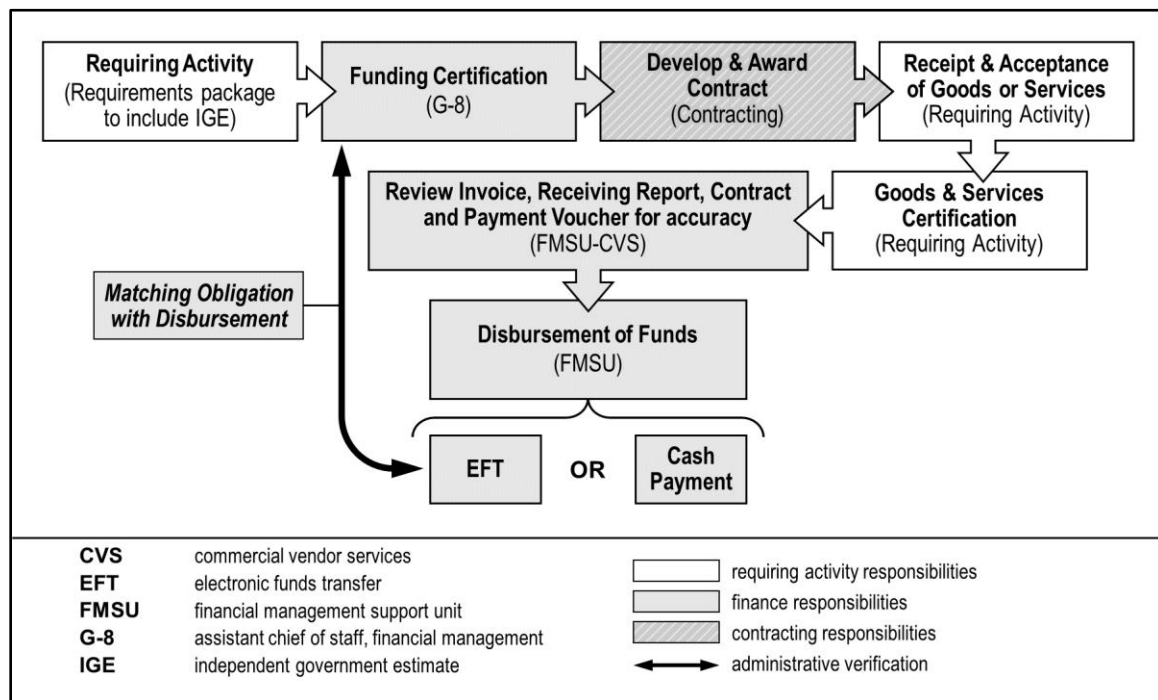


Figure 2-5. Procure to Pay process

TRAINING SUPPORT

2-29. It is imperative the CSB command and staff members are aware of the formal OCS courses and other training opportunities available to their supported unit commanders and staff. Formal Army OCS programs include the Army Sustainment University’s Operational Contract Support Course for individual 3C skill identifier or additional skill identifier, on-line and resident COR courses, and the Mission Command Training Program via its embedded OCS team capabilities. Scheduling information for the Operational Contract Support Course and resident COR course is available through the Army Training Requirements and Resources System.

2-30. In addition to these formal Army OCS training programs, ACC provides contract support-related training to other Army units through its CSBs and installation directors of contracting. The ACC’s tailorable unit training program is intended to provide supplemental OCS-related training and staff professional

development, such as COR supplemental training and FOO training. Typical ACC-provided training subject areas are addressed in table 2-1.

Table 2-1. Typical contract support unit training assistance subjects

STAFF TRAINING		
Operational contract support planning	Logistics Civil Augmentation Program	Contractor management
Status of forces in foreign countries	Standing general orders issued by the commander	Ethics
Foreign law	Fiscal law	Contracting support board procedures (for solicitation review boards and contracting review boards)
Law of war	Procurement integrity	
INDIVIDUAL TRAINING		
Field ordering officer duties	Performance work statement development	Contracting officer's representative duties (to include quality surveillance procedures)
Receiving official duties	Government-furnished services procedures	
Independent government estimate development	Government-furnished property and accountability procedures	

2-31. In addition to unit and individual contract support-related training, ACC and subordinate CSBs offer support to collective training events not directly supported under existing command and support relationships. The LOGCAP program office also supports collective training events when requested. The aligned CSBs assist their supported commands to ensure OCS and its enabler contracting operations and support functions are integrated into unit collective training exercises as much as practicable.

Chapter 3

Contracting Organization

This chapter describes the roles and responsibilities of contracting organizations in contract support integration and planning, employment of contracting support forces, and contractor management.

Army operational contracting is organized to meet the challenges of the Army's keystone operational construct, multidomain operations. Operational contracting organizations support the contract support integration process at each echelon to enable the convergence of contracting effects and operational plans during supported unit campaign and mission planning. This integration of contracting effects is critical to ensuring effective and timely commercial support to operations.

As detailed in chapter 2, the principles of a contract and the contracting organizational functions produce the desired effects of effective and sustainable commercial support to operations throughout all phases of military operations. These are enduring and repetitive based on changing operational variables and mission factors.

CONTRACTING ORGANIZATION IN CONTRACT SUPPORT INTEGRATION FUNCTION

3-1. The contract support integration function includes planning of contracting effects during MDMF as well as assistance in defining the individual tactical requirements of a supported unit. The supported unit (requiring activity) is responsible for defining their operational need (requirement) in sufficient detail to be actionable. Actionable requirements are validated and funded by the supported unit and answer: who receives the supply or services, what needs to be accomplished, when it is to be accomplished, where it needs to be accomplished, and the desired effect. Contracting organizations are responsible for providing a commercial solution that meets the operational need and reduces risk to mission, force, and funds by determining the optimal contract means.

3-2. Contracting organizations must adhere to the characteristics of contracting units while conducting the contract support integration function. They provide contracting advice and assistance to the supported unit headquarters with emphasis on contracting support planning AOR-wide through all military operations. It is imperative that the SPO staff actively participates in supported unit Annex W development and any other major OCS planning actions to ensure the contracting support plan is technically and tactically feasible. The SPO works closely with supported units to coordinate operational commercial support arrangements, particularly in support of theater-level military-to-military engagements, exercises, and training missions.

3-3. The CSB SPO section enables the generation of desired contracting effects to meet and sustain the supported unit's mission requirements, effectiveness, and sustainment through all phases of military operations. The CSB SPO works closely with the supported unit SPO and S-4 to determine mission requirements best suited for commercial support to operations. Contracting organization planners (CSB, CBn, CONDET-FCE) in conjunction with the supported unit planners must consider each of the warfighting functions and determine which requirements can be most effectively met using a contracted solution. Table 3-1 on page 28 illustrates a way to portray a warfighting function tied to a requirement and an associated type of contracted support.

Table 3-1. Warfighter requirements

<i>Warfighting Function</i>	<i>Requirement Shortfall</i>	<i>Systems Support</i>	<i>External Support</i>	<i>Theater Support</i>	<i>Source</i>
Command and Control	Strategic	X			DISA USNETCOM PEO
	Communications				
Intelligence	Analysts		X	X	Theater ACC – Detroit Arsenal
	Interpreters / Translators				
Fires (non-lethal)	Information Operations		X	X	LOGCAP Theater
	Civil Affairs				
	Media				
Movement & Maneuver	Large-Scale Movement		X	X	USTRANSCOM LOGCAP Theater
	Ground / Air / Water				
	Bridging	X		X	PEO Theater
Protection	Private Security Contractors	X	X		PEO
Sustainment	Equipment / Commodities		X	X	LOGCAP Theater
ACC Army Contracting Command DISA Defense Information Systems Agency LOGCAP Logistics Civil Augmentation Program NETCOM United States Army Network PEO Enterprise Technology Command USTRANSCOM Program Executive Office United States Transportation Command					

CONTRACTING ORGANIZATION IN CONTRACTING SUPPORT FUNCTION

3-4. Contracting support is the execution of commercial support to operations via the employment of contracting authority and actions that create and converge contracting effects in all domains across the range of military operations. Contracting support involves planning in synch with supported unit operations and needs. It also involves preparations based on an analysis of the commercial environment and awareness of contracting force availability and capability. It is the synergistic execution and application of commercial support to operations across all domains to enable combatant commander/ARFOR achievement of Army strategic goals through sustained freedom of action, operational reach, and prolonged endurance.

3-5. Contracting support is the unified action of commercial support to operations and includes all phases of procurement: solicitation, evaluation, award, administration, and close-out. It orchestrates the efforts of the contracting organization, supported unit, and the identified contract means within the commercial OE to achieve accurate and sustainable contracting effects.

3-6. Contracting organizations array their forces for contract execution based on the contracting support plan and the organizations' ability to best support current and future operations. Units are normally arrayed based on habitual alignments (for example, CSB to theater, field army, and corps; CBn to TSC, ESC, and division). However, mission variables could require realignments to meet mission requirements. Figure 3-1 depicts a notional battlefield array of OCS capability.

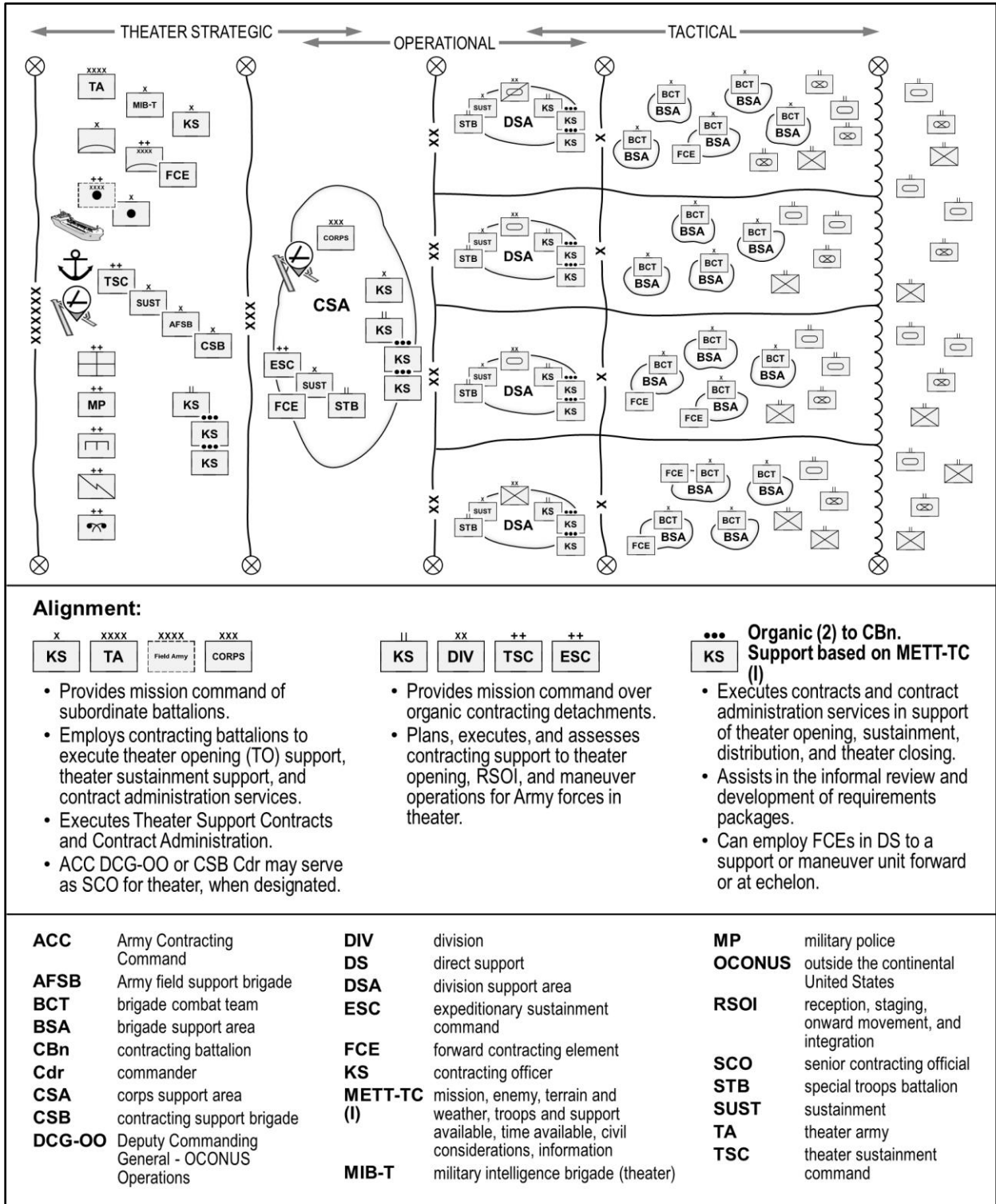


Figure 3-1. Notional array

3-7. Execution of the contracting support plan is more than simply writing and awarding a contract. Execution includes a continued assessment of the commercial OE. This assessment may require an expansion or restriction of the vendor base based on observations and reports from higher staffs and supported units. Execution also requires continued integration with the supported units' planning cells to stay abreast of

changes or potential changes to operational requirements, which could require the deployment of FCEs to support operational branches and sequels.

3-8. Contracting organizations are responsible to provide a commercial solution that meets the operational need and reduces risk to mission, force, and funds by determining the optimal contract means to employ. Specifically, CSBs provide procurement oversight and C2 of subordinate CBns, and CBns, IAW the theater Annex W, apportion FCE support to supported units based upon mission variables. Contracting organizations implement and revise plans based on evolving operational and mission variables throughout all phases of an operation.

CONTRACTING ORGANIZATION IN CONTRACTOR MANAGEMENT SUPPORT FUNCTION

3-9. Contracting organizations, working with the supported unit OCS planners, provide advice and assistance in developing contractor management plans and procedures that comply with CCMD policies and directives. They monitor the supported unit's contractor management plan implementation and assist in the continuous refinement of contractor management related policies. Additionally, as required or directed by higher HCA authority, contracting organizations modify contract terms and conditions to support changes affecting contractor management within the OE.

3-10. Some specific contractor management related tasks that contracting organizations perform while assisting supported units are—

- Identifying and ensuring contractor entitlements. These requirements include, but are not limited to, operational-specific administrative preparation and medical preparation, as well as general training and equipping guidance as follows:
 - Identification Cards. Include language in applicable contracts and comply with theater business clearance procedures in order to ensure that all eligible CAAF are issued an identification card with their Geneva Conventions CAAF designation.
 - Ensure medical preparation requirements are codified under the terms and conditions of their contracts. Contractors are responsible for providing employees who are medically and psychologically fit to perform duties as specified in their contracts.
 - Ensure Individual Protective Equipment and Uniforms are specified in the contract. Service component commands are responsible for ensuring CAAF have adequate military organizational clothing and individual equipment (for example, helmet, body armor, protective mask equipment) IAW Army policies.
 - Ensure special training requirements for contractor personnel are properly considered and promulgated. Key contractor personnel training requirements include, but are not limited to, legal status familiarization; familiarization of applicable U.S. laws, local laws, and status-of-forces agreements; authorized government support familiarization (for example, postal, medical, and morale, welfare, and recreation); law of war; rules for the use of force; personnel recovery; combating trafficking in persons; medical awareness; and theater-specific requirements.
- Contractor Personnel Certification. Contracting organizations provide regulatory and policy guidance to supported units and contract companies to ensure contractor personnel are properly certified and fully integrated into the supported command and reported in the Synchronized Pre-deployment and Operational Tracker (SPOT). This is critical. SPOT is available over both classified and unclassified networks, allowing access to the contract numbers, individual contractor identities, and movement data stored in SPOT wherever there is connectivity. Contractor companies enter their employee data IAW published business rules. The CCMD authorizes the deployment requests, and the appropriate contracting officer approves the resulting Letter of Authorization, all within SPOT's automated workflow process. SPOT is integrated with the Defense Eligibility Enrollment Reports System to validate user entered information and increase data quality. Movement data collected at Joint Asset Movement Management System workstations is appended to the person's record in SPOT, allowing users to track current locations and providing theater commanders and logistics planners with up-to-date contractor visibility. (See vignette below.)

- Determining Contractor Status. Contracting organizations ensure supported units are aware of the appropriate DOD policy and CCMD contractor management guidance when determining the contractor personnel status of third-country national and local national employees.
- Time-Phased Force and Deployment Data. The contracting organization assists the supported unit in ensuring contractor movements are fully integrated with operational needs and the approved deployment plan.

“SPOT” PRACTICAL APPLICATION

SPOT use is mandatory and essential to track contractors on the battlefield. However, the accuracy of the data in the system has most likely never been given the scrutiny to validate the information depicted. SPOT's importance came to the forefront during U.S. Forces retrograde operations in Afghanistan.

Shortly after the President's decision to have all U.S. Forces out of Afghanistan by September 2021, open-source media outlets started to report that the DOD did not have an accurate count and location of the nearly 20,000 contractors providing base life support services in Afghanistan. Fortunately, Army Contracting Command – Afghanistan and the Operational Contract Support Integration Cell (OCSIC) had proactively started the process of validating and correcting the information depicted on SPOT as soon as the withdrawal deadline was announced. Within a 24–48-hour period following those media reports, the DOD, armed with verified and accurate information, was able to confidently report to the media that U.S. Forces had an accurate sight picture of all contractors on the battlefield regarding the quantity, physical location, and their drawdown plan.

Contractors are ultimately responsible to update the information in SPOT for their employees and the OCSIC and CORs are critical elements to ensure the accuracy of the information. Contracting Officers do have a role to ensure their CORs are providing updates and holding the Contractors responsible for maintaining accurate data. It became clear in Afghanistan that while the SCO in theater may have overall responsibility for contract support, there are numerous agencies and contracting offices that provide support throughout a theater. The SCO, working with the OCSIC, was able to reach out to the greater Joint Contracting Enterprise to ensure the accuracy of the data, preventing not only a potential public relations fiasco, but the loss of accountability or harm of contractors supporting the force.

CONTRACTING SUPPORT BRIGADE AND SUBORDINATE ORGANIZATIONS SUPPORT TO OPERATIONS

3-11. The CSB is integral to Army accomplishment of its strategic roles in supporting the joint force and unified action partners. The four Army strategic roles are as follows:

- Define OEs.
- Counter aggression on land during crisis.
- Prevail in large-scale ground combat.
- Consolidate gains.

DEFINE OPERATIONAL ENVIRONMENTS

3-12. This role aligns with the Army strategic context of competition. Within this context, key forward-stationed CSB actions and responsibilities during planning for operations include, but are not limited to—

- Perform Army Title 10-based training and readiness oversight of assigned CBns.
- Develop internal contracting support and CSB deployment plans necessary to supported unit Annex W development (Appendix 1, Contracting Support Plan).

- Assist the supported unit OCS coordination cell or designated staff during their OCS analysis of the OE.
- Conduct initial commercial analysis of the OE focused on—
 - Operational variables (commercial base willingness and ability to support military operations).
 - Host-nation support agreements.
 - Acquisition and cross-servicing agreements.
 - Current theater support contracts.
 - Visibility of intertheater and intratheater contracts.
 - Applicable Army external support.
 - Applicable Army systems support.
 - Applicable Army strategic sources.
 - Identify applicable non-Army/DOD contracts.
 - Local business environment market survey information.
 - Vendor lists.
 - Contract data and contracting capability information.
 - Initiate planning and coordination for contracting reach-back support.
- Provide commercial analysis of the OE to the supported command OCSIC (if formed) or other designated staff as directed.
- Provide advice and assistance in supported unit Annex W development actions and OCS-related matters in other OPLAN annexes.
- Coordinate with the theater logistics procurement support board to develop initial vendor threat mitigation, theater business clearance, and contract administration delegation (if required) policies and procedures.
- Assist supported unit requirements in the requirements development process; specifically who, what, when, where, and desired end-state.
- Utilize OCS analysis of the OE information to support the contracting planning effort.
- Coordinate Army contracting support planning actions with other Army contracting support elements such as USACE and AFSB's LOGCAP forward operator personnel.
- Establish or support applicable boards, bureaus, centers, cells, and working groups.

3-13. In planning for major operations, the theater Army-aligned (forward stationed) CSB commander will ensure contracting support planning is closely coordinated with the early-entry and follow-on CSB and CBn deploying into a specific AO. Early-entry and follow-on CSBs and CBns normally deploy with their aligned units.

PREVENT CONFLICT

3-14. The role aligns with the Army strategic context of crisis. Within this context, CSB operations are characterized by preparatory actions specifically supporting or facilitating the possible execution of an OPLAN or OPORD. These actions may include mobilizing forces, tailoring forces, and pre-deployment activities. General actions for the forward-stationed CSB in this phase include finalizing planning, pre-deployment activities, and reception of early entry contracting forces IAW the published theater or field army Annex W to the OPORD and ACC guidance. Focus will be on establishing contracting support to the intermediate support/staging base (if established) and initial operational area support base operations. Key forward-stationed CSB actions and responsibilities in this phase normally include—

- Finalize internal plans, executing pre-deployment preparation actions for CSB headquarters and subordinate unit personnel and equipment.
- Prepare to receive early entry contracting forces as directed by the theater or field army headquarters.
- Provide support to the supported unit headquarters OCSIC (if formed).
- Refine commercial analysis of the OE.
- Provide commercial analysis of the OE to the supported command OCSIC (if formed) or other designated staff as directed.
- Continue to assist the supported unit OCSIC or designated staff to analyze the OE data.
- Comply with theater business clearance, and contract administration delegation (if required) policies and procedures when implemented by the CCMD.
- Continue to coordinate refinement of vendor threat mitigation policies and procedures.

- Provide ongoing advice and assistance in finalizing Annex W development actions and OCS-related matters in other OPLAN annexes.
- Establish contracting support to the intermediate support base (if established) and initial operational area support base operations.
- Establish formal coordination relationships with Army contracting support organizations to include Team LOGCAP Forward, financial management, and USACE as applicable.
- Establish support relationships to major customers (for example divisions, the senior sustainment command, and other commands) IAW theater or field army, ARFOR, and ACC commander's guidance.
- Finalize planning and coordination for contracting support reach-back.
- Continue support to applicable boards, bureaus, centers, cells, and working groups.
- Provide command and contracting oversight of subordinate contracting elements as directed.

PREVAIL IN LARGE-SCALE GROUND COMBAT

3-15. This role aligns with the Army strategic context of armed conflict. Within this context, the focus of the forward-stationed and early entry CSBs during operations is assisting the supported commander in the generation of combat power at the time and place of need. The CSBs provide significant support to major logistics nodes and port operations along with important, but generally limited, support to Army maneuver units. Key forward-stationed CSB actions and responsibilities normally include—

- Provide reception and integration, command, and contracting oversight for subordinate contracting organizations assigned or attached in the AO.
- Continue to refine and provide commercial analysis of the OE to the supported command OCSIC (if formed) or other designated staff as directed.
- Continue to assist the supported unit OCSIC or designated OCS staff to analyze the OE data.
- Provide contracting support-related advice and planning assistance to the supported unit commander and staff, the OCSIC (if formed), the senior sustainment command in the operational area, and other major Army commands as required.
- Provide general support contracting services to RSOI actions.
- Provide direct support contracting services to designated maneuver units as appropriate.
- Closely coordinate all CSB contracting plans and actions with Team LOGCAP Forward, USACE, and any other Army contracting support element with current and future theater support contracting actions.
- Initiate contracting support reach-back as applicable.
- Ensure all service contracts that have associated CAAF or local national employees who require base access meet local security and other contractor management related policies, through the inclusion of appropriate contract language, provisions, or clauses.
- Comply with theater business clearance and contract administration delegation (if required) policies and procedures when implemented by the CCMD.
- Comply with vendor threat mitigation policies and procedures to ensure all contracting actions are following U.S. law, to include ensuring DOD-related in-theater contracts with local contractors do not provide indirect support to our adversaries.

3-16. During large-scale combat operations, the forward stationed CSB and subordinate organizations provide theater contracting services throughout the AO. The CSB adjusts its CBN arrangements as necessary to support additional deploying forces IAW the ARFOR commander's guidance. The forward stationed CSB's main focus is ensuring effective, responsive support, and fully integrating OCS into the overall concept of support based on the ARFOR commander's priorities. The early arrival contracting forces, once through RSOI, provide the same support to their aligned units (for example, corps, ESC, division) during prevail operations.

3-17. During large-scale combat operations, the CSB headquarters focuses on providing effective and responsive support to deployed Army units along with designated joint and multinational organizations as directed. Direct support is the preferred support relationship, especially to major maneuver units (for example divisions and brigade combat teams). CSB mission focus and functions may include, but are not limited to—

- Provide command and contracting oversight for its subordinate contracting organizations in the AO.

- Provide contracting support advice and planning assistance to the ARFOR and supported commander and staff, the OCSIC (if formed), the senior sustainment command in the operational area, and other major Army commands as required.
- Assist the supported unit OCSIC (if formed) and senior sustainment command in developing new or revising existing contracting related plans and procedures, with emphasis on adjusting plans to meet future mission requirements, to include redeployment or follow-on stability operations as applicable.
- Provide a liaison to supported unit command headquarters OCSIC (if formed) as required.
- Continue to refine and provide commercial analysis of the OE to the supported command OCSIC (if formed) or other designated staff as directed.
- Assist the supported unit OCSIC or designated OCS staff to analyze the OE data.
- Provide direct and general support contracting per mission variables to designated maneuver units.
- Coordinate and adjust CSB and subordinate unit administrative, tactical logistics, communications, and protection support arrangements.
- Reorganize and reposition deployed contracting elements in preparation for emerging and follow-on stability and/or redeployment operations, under the direction of the supported commander, and in conjunction with the ACC.
- Coordinate all CSB contracting plans and actions with Team LOGCAP Forward, USACE, and any other contracting support elements (as applicable).
- Execute contracting support reach-back as applicable.
- Continue to ensure all service contracts that have associated CAAF or local national employees who require base access meet local security and other contractor management-related policies.
- Comply with theater business clearance and contract administration delegation (if required) policies and procedures when implemented by the CCMD.
- Comply with vendor threat mitigation policies and procedures to ensure all contracting actions are following U.S. law and CCMD policies and procedures.

3-18. Contracting support must be focused on sustaining combat power and should be weighted to support the main effort. Certain operational requirements have the potential to over-commit CSB capabilities. To prevent this from happening, the CSB will coordinate closely with the supported commander to prioritize requirements and with the ACC to deploy additional contracting forces as required.

CONSOLIDATE GAINS

3-19. Consolidate gains are activities that foster a return to competition under conditions favorable to the United States. These activities make enduring any temporary operational success, set the conditions for a sustainable security environment, and allow for a transition of control to other legitimate authorities.

3-20. To support the consolidation of gains, CSB units are repositioned, contracts are adjusted, and support arrangements are changed as appropriate. Mission focus emphasizes efficiencies of contracted services, reduction in cost, and support to civil-military operations and stability operations in the rear areas. In most cases, direct support relationships are curtailed and replaced with general support on an area basis. Specific CSB mission focus and functions during consolidation operations may include, but are not limited to—

- Continue to provide command and contracting oversight for subordinate contracting organizations in the AO.
- Continue to provide contracting support to remaining Army forces and other joint and multinational partners, mostly on a general support area relationship basis.
- Coordinate reach-back support through ACC headquarters to the ACC contracting centers as directed.
- Continue to provide contracting support-related advice and planning assistance to the ARFOR commander and staff, the OCSIC (if formed), the senior sustainment command in the operational area, and other major Army commands as required.
- Adjust subordinate unit organization and locations to provide general support on an area basis IAW the supported commander's guidance.
- Continue to refine and provide commercial analysis of the OE to the supported command OCSIC (if formed) or other designated staff as directed.

- Continue to assist the supported unit OCSIC or designated OCS staff to analyze the OE data.
- Provide contracting planning support to major tactical units as required, with a new focus on support to the civil-military aspects of these units' missions as directed by JFC and as authorized by policy.
- Provide training or other required support to any special local national assistance programs, such as the Commander's Emergency Response Program or similar programs.
- Adjust subordinate unit organization, location, and support arrangements to enhance efficiencies and prepare for redeployment out of the AO.
- Continue to ensure all service contracts that have associated CAAF or have local national employees who require base access meet local security and other contractor management related policies.
- Comply with theater business clearance and contract administration delegation (if required) policies and procedures when implemented by the CCMD.
- Comply with vendor threat mitigation policies and procedures to ensure all contracting actions follow U.S. law and CCMD policies and procedures.
- Work with Team LOGCAP Forward and ARFOR or subordinate JFC OCS staff to coordinate LOGCAP transition plans in order to ensure drawdown and transition activities by either party are fully synchronized.
- Continue to coordinate and adjust CSB and subordinate unit administrative, tactical logistics, communications, and protection support arrangements IAW mission variables.
- Refocus effort on contract termination and closeout.
- Execute contracting support reach-back for applicable assistance to terminate and close contract actions.

3-21. In consolidation operations, forces support contracting actions continue, but priorities may be adjusted to focus on the civil-military impacts of the return to competition. For example, theater support contracting may become an important means to stimulate the local economy. LOGCAP support may continue to be a key support mechanism, especially to multinational forces and other federal agencies such as Department of State and United States Agency for International Development. Additionally, Team LOGCAP Forward may be required to enhance the use of local nationals instead of United States citizen or third country national personnel.

3-22. To support the consolidation of gains, theater support contracting may be increased in both scope and importance to meet the overall mission. However, the ARFOR or JFC must ensure this new mission focus does not exceed the competency and capacity of CSB personnel. For example, major reconstruction and security force assistance support is generally beyond the capability of the CSB and may require significant support from the applicable military construction agent (for example USACE or Naval Facilities Engineering Command), and augmentation from other Army and other Service contracting elements.

3-23. As appropriate, and IAW supported command guidance, the CSB begins planning and coordinating support to redeploying forces. This effort may include contracting support to materiel retrograde, as well as maintenance support to returning Army pre-positioned stock equipment and stay-behind equipment. During this phase, the AFSB may become an increasingly important CSB customer conduit.

3-24. The close of consolidation operations is characterized by significant interagency support to enhance the legitimacy of host-nation civil governance. The goal is for the joint force and other Federal agencies such as Department of State and United States Agency for International Development to enable the viability of civil authority and its provision of essential services to the local population. It also will include the redeployment of selected forces.

3-25. During the close of consolidation operations, the CSB focuses primarily on contract termination and closeout. While contract closeout should be occurring on a continuous basis, there may need to be a more concerted contract closeout effort during this phase of the operation. It is critical that the CSB coordinate closely with financial management personnel to prioritize contract closeout efforts. Such coordination is essential to ensure that expiring unliquidated funds can be de-obligated by the contracting office and utilized by the supported unit for other priorities. Consideration should also be made in performing some of these contract closeout actions via reach-back means. During closure of consolidation operations, the CSB completes the redeployment of subordinate units as directed by the supported commander and in conjunction with ACC.

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Chapter 4

Contract Means

The means by which commercial support is provided is determined by several factors, to include: the willingness and ability of the local vendor base to support military operations; threats; size, mobility, and composition of the supported force; and other operational and mission variables. The analysis of these factors enables the determination of the optimal means for convergence of contracting effects, in all domains, to enhance the commander's freedom of maneuver, operational reach, and prolonged endurance across the range of military operations.

CONTRACT MEANS ANALYSIS

4-1. Selecting the contract means is a contracting organization function. The contracting organization selects the means of contracting support that will best meet the supported commander's intent. The type of contracted support is determined within the contract support integration function and is driven by the supported unit's analysis. This analysis consists, at a minimum, of the following:

- Who – who needs the support (capability gap being addressed)?
- What – what is the commercial support desired?
- When – when is the support required?
- Where – where is the support required?
- Desired effect – what is the anticipated outcome of the support?

4-2. The individual contracting officer selects the appropriate contract means, taking into consideration the supported commander's intent and legal and regulatory requirements. In any selected means, flexibly to adjust to conditions is a necessary criterion for contracts, and contracting organizations may modify contracts, execute change orders, descope, increase, or terminate as conditions and the specifics of the contract warrant. Thus, contracting officers must adhere to the principles of a contract as outlined in chapter 2.

TYPES OF CONTRACTED SUPPORT

4-3. Contract means is the method by which a commercial support effect is produced for a supported unit's operational needs. Contract means are determining the distinct types of contracted support: systems support contracts, external support contracts, theater support contracts and a derivative; unit simplified purchase. Further in the contracting process, the contract means (type of contract) is selected that achieves the desired operational effect for the supported unit while also complying with statutes, regulations, and best business practices. Table 4-1 on page 38 lists the most common contract means executed within an OE.

4-4. Commanders must be cognizant of the strategic and operational contract options available, since these are how contracting effects are applied to military operations. There are three main types of contracted support usually seen within an operational area: systems support, external support, and theater support.

4-5. Systems support contracts are awarded in the strategic support area by life cycle management command program management and program executive offices for specific intratheater system support. These contracts may have been awarded by the DOD or other United States Government agency and are available for use by the in-theater Army contracting structure. These types of contracts are normally awarded and administered from the strategic support area; however, the CSB may receive limited CAS delegation to assist in oversight. The AFSB and ASA(ALT) forward elements play a large role in the administration of systems support contracts. Examples of systems support contracts include—

- Aviation maintenance.
- Combat vehicle maintenance.
- System-specific field support representatives.
- Strategic communications systems.
- Ammunition quality assurance.

Table 4-1. Common contract means

Contract Means	Description
Systems Support	Systems support contracts are awarded by Services or United States Special Operations Command's matrixed contracting offices. These contracts are funded by directed appropriations and managed through acquisition program executive officers and their program managers. These contracts provide what is commonly known as contractor logistics support through deployed field service representatives. Systems support contract related employees are mostly United States citizens who have habitual relationships with a particular unit or serve as members of a fielding or modification team.
External Support	External support contracts are awarded by contracting organizations whose contracting authority does not derive directly from a theater support contracting head of the contracting activity or from system support contracting authorities. External support service contracts provide a variety of logistics and other related services and supply support. External support contracts normally include a mix of United States citizens, third-country nationals, and local national contractor employees. Examples of external contract support include— <ul style="list-style-type: none"> • Service civil augmentation programs. • Special skills contracts (for example, staff augmentation support and interpreter services). • Defense Logistics Agency prime vendor contracts. • Reach-back contracting support provided by contracting offices outside the operational area.
Theater Support	Theater support contracts are contracts awarded by Service component contracting officers deployed to the operational area. These contracts, normally executed under higher micro purchase and simplified acquisition thresholds during contingency operations, provide supplies, services, and minor construction from commercial sources within the operational area. From a contractor management perspective, it is also important to note that local national personnel commonly make up the bulk of the theater support contractor employees in operations outside the United States. Theater support contracts can be area wide or unit-specific contracts.
Unit Simplified Purchases (Decentralized micro purchases. For example, government purchase card/field ordering officer)	The government purchase card is used to streamline payment procedures and reduce the administrative burden associated with purchasing supplies and services. The government purchase card provides "on the spot" purchasing, receiving, and payment authority for individuals other than contracting or purchasing officers. The field ordering officer is an individual who has been authorized by the contracting officer in writing to execute micro-purchases by using SF 44.
SF standard form	

4-6. External support contracts are contracts written and awarded by entities outside the theater for execution within the theater. The most recognizable Army external support contract is LOGCAP. External support contracts also include large, high-dollar contracts awarded in the strategic support area for execution and administration in theater (for example, Enhanced Army Global Logistics Enterprise [commonly known as EAGLE]). These types of contracts typically fall on the theater CSB to administer. Often, supported units rely on external support contracts to such a great extent that military operations would be severely degraded if the theater CSB is not involved in administration and able to effect quick contract changes. Other examples of external support contracts include—

- Private security contractors.
- Linguists.
- Public affairs efforts.
- Staff augmentation.
- Army prepositioned stock sites.

4-7. Theater support contracts are contracts awarded within the AO by warranted contracting officers. They vary in complexity and may be area-wide (supporting multiple units) or unit specific (singular unit or locale). Area-wide theater support contracts, unlike contracts executed in support of a single unit, address a large geographic area and can support multiple units (for example, area-wide common-user logistics). The TSC for the joint security area or ESC for the corps support area are the typical requiring activities for this type of contract. This may also apply in the divisional support area where common-user logistics are provided area wide. Area-wide theater support contracts are awarded and administered by the CSB. Examples of theater area-wide contracts include—

- Theater trucking.
- Minor construction.
- Security contractors.
- Utility (gas, water, electric) contracts.
- Stevedore services.

4-8. A unit simplified purchase (to include decentralized micro purchase—for example, FOO/GPC) is a derivative of a theater support contract, awarded and administered at the supported unit's tactical echelon. These type contracts are very low in complexity and require little administration. Some of these type actions can be accomplished through the supported unit's FOO using an SF 44. Unit simplified purchase attributes may include—

- Meets immediate supported unit's needs (one time purchase).
- Simplified acquisition.
- Low risk and complexity.
- Employs local area vendors.
- Examples:
 - Materials handling equipment (for example, tractor or backhoe) for survivability enhancement.
 - Gravel placement at a river crossing ford site.
 - Trash removal.
 - Lease of vehicles for humanitarian assistance.
 - Rubble clearing.

4-9. Inherent in selecting the contract means is the ability to utilize the concept of reach-back contracting. This is paramount to effective contract support. Reach-back contracting support is the ability for forward-deployed units to submit specific contracting actions to the higher-level command or procurement authority for execution. This includes continental United States-based agencies but is not limited to an FCE utilizing reach-back support for a more complex requirement. Figure 4-1 on page 40 depicts a notional complexity spectrum with potential operational contracting variables. This type of analysis is conducted by the contracting organization to maximize the efficiency and effectiveness of the contracting force.

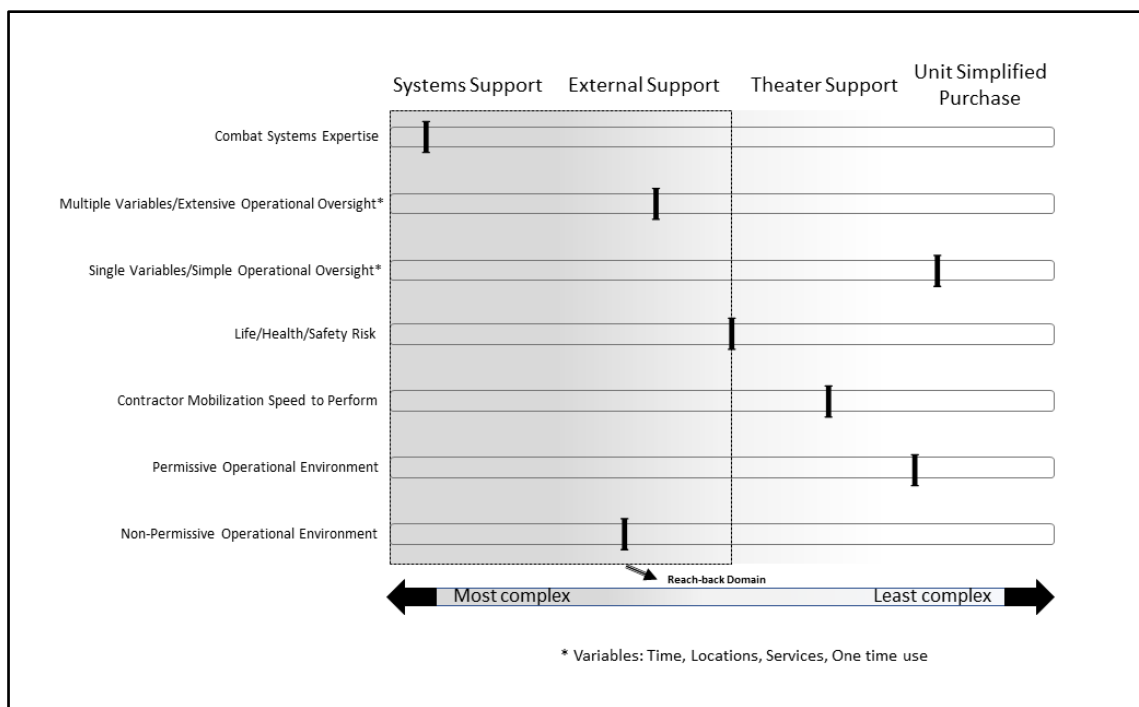


Figure 4-1. Notional complexity spectrum

TYPES OF CONTRACTS

4-10. Table 4-2 lists the types of contracts and provides a general description of each and a recommendation as to when to use them.

Table 4-2. Contract types

Contract Type	Description	Applications
Cost Reimbursement	Provides for payment of allowable, allocable incurred costs to the extent prescribed in the contract. These contracts establish an estimate of total cost for the purpose of obligating funds and establishing a ceiling that the contractor may not exceed (except at its own risk) without the approval of the contracting officer. This places cost risk on the government.	Used only when circumstances do not allow the agency to define its requirements sufficiently to allow for a fixed-price type contract, or uncertainties involved in contract performance do not permit costs to be estimated with sufficient accuracy to use any type of fixed-price contract.
Time & Materiel/ Labor	Acquires supplies or services based on: Direct labor hours at specified fixed hourly rates that include wages, overhead, general expenses, and profit. Actual cost for materials including: Direct Materials. Subcontracts for supplies and incidental services for which there is not a labor category specified in the contract. Other direct costs (travel, or computer usage). Applicable indirect costs. Material handling costs shall include only costs clearly excluded from the labor-hour rate.	Used only when it is not possible at the time of placing the contract to estimate the extent or duration of the work or to anticipate costs with any reasonable degree of confidence. Used only when the contracting officer determines that no other contract type is suitable. When acquiring commercial services, a time-and-materials or labor hours contract may be used only when the award of the contract or order is made using competitive procedures.

Table 4-2. Contract types (*continued*)

Contract Type	Description	Applications
Indefinite Delivery/Indefinite Quantity	Acquires supplies or services but does not specify a firm quantity that will be issued and delivered during the period of the contract (as delivery orders or task orders). The basic contract specifies the contract types authorized (for example Cost Reimbursement or Firm Fixed Price) and each task order will identify the specific contract type utilized.	Used when the Government cannot predetermine, above a specified minimum, the precise quantities of supplies or services the Government will require during the contract period, and it is inadvisable for the Government to commit itself for more than a minimum quantity. Used when a recurring need is anticipated. There are three types of indefinite-delivery contracts: definite quantity, indefinite quantity, and requirements contracts.
Basic Ordering Agreement	A written instrument of understanding, negotiated between the government and a vendor that contains terms and conditions that will apply to future contracts between the parties during the term of the agreement.	A basic ordering agreement itself is not a contract but may include terms and conditions intended to describe the types of goods and services that may be ordered in the future, to define the pricing that will apply to the orders, or to define the ordering and delivery procedures. A basic ordering agreement is not a contract, but each order placed under this type of agreement is a contract.
Fixed Price	Provides supplies or services for a specific price not subject to any adjustment based on the contractor's incurred costs. This contract type imposes minimum administrative burden.	Generally favored because the contractor assumes the risk of increase performance costs. Used for acquiring supplies and services with reasonably definite specifications, and reasonable prices can be established at the outset.
Government Purchase Card/ Field Ordering Officer	The Government Purchase Card (GPC) mission is to streamline payment procedures and reduce the administrative burden associated with purchasing supplies and services. The GPC provides "on the spot" purchasing, receiving, and payment authority for individuals other than contracting or purchasing officers. The field ordering officer (FOO) is an individual who is trained by a designated contracting officer to make micro-purchases within established thresholds (normally with local vendors) and places orders for goods or services. FOOs are requiring activity Soldiers who perform FOO functions as an additional duty.	The GPC may provide a streamlined way of paying for contracts, including those listed above and others, but a contracting officer shall first determine that use of the GPC is in the best interest of the government. The maximum single transaction dollar limit for the GPC for stand-alone purchases shall be the micro-purchase threshold as defined at FAR 2.101, DFARS 213.301(2) and AFARS 5113.270-90. The maximum single transaction dollar limit for contract payments against existing contracts shall be as identified in the contract and shall be within the limits defined in the written Delegation of Authority letter or the contracting officer's warrant.

Table 4-2. Contract types (*continued*)

Contract Type	Description	Applications
Government Purchase Card/ Field Ordering Officer (<i>continued</i>)	FOOs are not organizationally located in a contracting office. FOOs are appointed by the contracting officer and are under the technical supervision of the contracting officer in all matters concerning the administration of FOO duties.	The FOO is paired with a paying agent in order to maintain separation of duties. Because of this, the FOO cannot be appointed as a paying agent, handle physical cash, make payments to vendors, or hold other accountable positions such as property book officer, impress fund cashier, collection agent, or change fund custodian.
AFARS	Army Federal Acquisition Regulation Supplement	
DFARS	Defense Federal Acquisition Regulation Supplement	
FAR	Federal Acquisition Regulation	
FOO	field ordering officer	
GPC	government purchase card	

4-11. Figure 4-2 lays out the applicability of the selected contracting type to contract means based on risk to mission, risk to funds, and risk to troops. This type of analysis is conducted by the contracting organization to maximize the efficiency and effectiveness of the contracting force and to ensure timely, sustainable, and cost-effective commercial support to operations.





		HIGH  ← CONTRACT COMPLEXITY →  LOW				
		Contract Means				
		Systems Support Contract	External Support Contract	Theater Support Contract	Unit Simplified Contract	
HIGH  ↑ RISK TO MISSION, FUNDS, TROOPS ↓ LOW 	Contract Type	Cost Reimbursement	X	X	Limited	
		Letter	X	X	Limited	
		Time & Materiel / Labor	X	X	Limited	
		Indefinite Delivery / Indefinite Quantity	X	X	X	
		Basis Ordering Agreement	X	X	X	
		Fixed Price	X	X	X	
		Government Purchase Card / Field Ordering Officer			X	X

Figure 4-2. Contract type to means risk analysis

4-12. Contracting is a methodical process regardless of where it occurs. The contracting process consists of six phases (see figure 4-3).

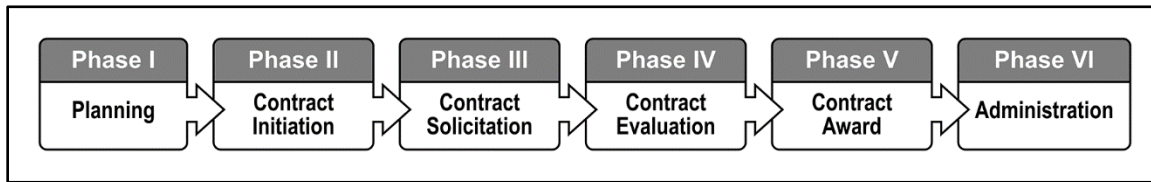


Figure 4-3. Contracting process

4-13. The six phases of the contracting process are—

- **Phase I—Planning and Forecasting.** Planning and forecasting is a coordinated effort between the contracting organization and supported unit (requiring activity) staff. During this phase, requirements for commercial support to operations are identified and synchronized with available contracting means.
- **Phase II—Contract Initiation.** After planning and forecasting, the contracts initiation phase begins with the development of a complete acquisition-ready requirements package. The supported unit (requiring activity) has the primary responsibility for developing the package and performing market research IAW the FAR and its supplements, with the contracting organization providing guidance and assistance as needed. The quality of the information developed during this phase has a significant impact on the success of all subsequent phases of the acquisition process. The acquisition process begins with identifying the technical requirement and funding needed, as identified in phase I. The procurement acquisition lead time begins from the time the contracting organization receives and accepts an acquisition-ready requirements package to the time of contract award. A high-quality acquisition-ready requirements package is critical to ensuring contracts are awarded in the shortest time possible with minimum re-work. In addition to supporting the development of packages, the contracting organization, in conjunction with the supported unit, performs market research and vendor outreach throughout this phase.
- **Phase III—Contract Solicitation.** This phase begins when the contracting organization accepts the acquisition-ready requirements package as complete and final. The package is assigned to a contract specialist/contracting officer, who will prepare a detailed solicitation document to facilitate the submission of responsive proposals from qualified offerors. The contracting organization has the primary responsibility for this phase of the acquisition process. The supported unit (requiring activity) is responsible for prompt and clear responses to any questions the contract specialist may have regarding the requirement, and for providing any additional documentation. When the solicitation is prepared and approved IAW applicable regulatory and policy requirements, it is often issued through the government-wide point of entry.
- **Phase IV—Contract Evaluation.** The evaluation phase begins when the contracting organization receives the offerors' proposals in response to the solicitation. In order to determine which proposal will provide the government with the best quality product or service at a fair and reasonable price/cost, the contracting organization's contract specialist/contracting officer reviews both the offerors' technical and business proposals. Determinations are based on a fair assessment of each proposal. As the technical experts, the supported unit (requiring activity) reviews and evaluates the technical proposal (if applicable) or verifies that the supplies or services proposed meet the minimum requirements specified in the solicitation. Then, along with the contracting organization's guidance and assistance, they review the business proposals. If necessary, negotiations are held between the contracting officer and offerors found to be in the competitive range once the reviews are completed. The contracting organization is the primary facilitator throughout this process, and it ensures all offers are evaluated IAW the instructions in the solicitations that include the pre-determined evaluation criteria.
- **Phase V—Contract Award.** This phase begins after all offers have been evaluated, any negotiations required have been concluded, and the government contracting officer has determined a successful offeror. The contract specialist prepares a final award determination which is approved by the contracting officer. When applicable, all offerors are formally notified of the award decision and debriefing sessions are conducted by the contracting organization, if requested by an offeror.

The responsibility of notifying unsuccessful offerors and processing formal award documents rests with the contracting organization, but the supported unit (requiring activity) usually participates in or provides input to the debriefings.

- **Phase VI—Administration.** The administration phase begins with the award of the contract and ends with contract closeout. During this phase, it is critical that work is conducted IAW the performance work statement or statement of work and is monitored by the supported unit's (requiring activity) COR for technical compliance and that of the procuring contracting officer (PCO) and/or administrative contracting officer (ACO) if one has been delegated authority by the PCO. The COR does not have the authority to make any material changes to the contract. Only the contracting officer may approve changes to the contract, to include extending periods of performance. All correspondence or actions relating to the contract are maintained in the contracting organization contract file, to include final close out or termination documents.

CONTRACT ADMINISTRATION SERVICES

4-14. Contract administration begins upon completion of contract award. Administering contracts in support of military operations requires significant managerial efforts from the contracting activity PCO and/or ACO, the requiring activity, CORs, and certifying/receiving officials. Proper command involvement and effective contract administration capabilities enable the supported commander by reducing operational costs and increasing operational effectiveness.

4-15. When a contract (for example, LOGCAP task order or large high-dollar theater support contract) is assigned and accepted for administration, the contract administration section of the CSB will perform or delegate contract administration functions IAW the FAR, DFARS, AFARS, and local policies. The CSB is responsible for three primary contract administration functions: contract administration, property administration, and quality assurance.

4-16. The contracting officer normally delegates the following contract administration functions to the ACO of the CAS section. The CAS section will perform functions in the following areas only when, and to the extent, specifically authorized by the contracting office:

- Contract administration functions are as follows:
 - Conduct in-theater post award orientation conferences when the need is identified during contract receipt and review.
 - Integrate the CAS unit into the supported unit's battle rhythm and order review process.
 - Execute engagement strategies with contractors developed during the contract receipt and review.
 - Issue letters of technical direction, when required, IAW the contracts change management procedures and established timelines.
 - Issue undefinitized change orders IAW the contracts change management procedures and established timelines.
 - Resolve requests for contractor requisition approval (for example, materiel requisitions) IAW established procedures and timelines.
 - Resolve requests for contractor overtime approval IAW the FAR and established procedures and timelines.
 - Resolve requests for consent to subcontract IAW the FAR and established procedures and timelines.
 - Review cost vouchers within the time specified in the letter of delegation.
 - Approve invoices in time to avoid interest charges.
 - Perform other delegated administrative contracting functions IAW the FAR and established procedures and timelines.
 - Verify the contractor management contract requirements are met.
 - Verify the contractor submitted required reports and deliverables IAW the schedule/frequency, format, and content required by the contract.
 - Maintain documentation in the contract file IAW the FAR.
 - Perform assessments of the contractor's in-theater performance in coordination with the contract.
 - Appoint CORs. (These CORs may be unique from ACO-appointed CORs.)

- Train CORs.
- Manage CORs.
- Terminate CORs.
- Require the contractor to take corrective action when inspections, COR management activities, or data analysis identify contractor non-conformance or trends in non-conformance.
- Conduct Contractor Performance Assessment Report, Joint Contingency Contracting System, and incentive fee boards as applicable.
- Conduct reoccurring performance feedback meetings with the contractors.
- Report contractor in-process performance to supported units, higher headquarters, and the PCO IAW established procedures and timelines.
- Submit final in-theater Contractor Performance Assessment Report, award fee, and incentive reports to the PCO.
- Maintain documentation of assessments and reports in the contract file.
- Property administration functions are as follows:
 - Determine adequacy of the contractor's property management system procedures.
 - Conduct contract/task order property management system analysis IAW established procedures.
 - Verify the contractor receipts government furnished property in the Item Unique Identification Registry through sampling.
 - Coordinate contractor use of government sources of supply when authorized/required by the contract.
 - Coordinate providing property to a contractor on an existing contract/task order.
 - Resolve loss cases IAW the FAR, DFARS, and procedural requirements and timeframes.
 - Disposition of government property IAW the FAR, DFARS, and procedural requirements and timeframes.
 - Evaluate aspects of contractor claims associated with government property.
 - Complete contract closeout tasks related to property administration.
 - Verify accountability of property incidental to performance.
 - Maintain consistent communication with contractors, supported units, and the PCO to keep them informed.
 - Maintain property administration records IAW the FAR, DFARS, and AFARS.
- Quality assurance functions are as follows:
 - Update the Quality Assurance Surveillance Plan.
 - Assess the contractor's Quality Management Plan when required by the contract.
 - Conduct inspections of contractor quality control, including prime contractor quality for subcontractors.
 - Conduct inspections of high-risk performance work statement and clause requirements identified during contract receipt and review.
 - Verify quality assurance-related e-business system inputs are correct.
 - Perform data collection and analysis.
 - Provide technical support to negotiations for change orders, contractor modifications, and new task order awards.
 - Evaluate quality, schedule, and technical aspects of contractor claims.
 - Maintain consistent communication with supported units and the PCO to keep them informed.
 - Maintain Government Contract Quality Assurance records IAW FAR requirements.

4-17. Any additional contract administration functions, not listed in FAR 42.302 (a) and (b), or not otherwise delegated, remain the responsibility of the contracting office that originally awarded the contract.

Base Operations Support Tested in Midst of COVID-19

Contract Administrative Services Support, Regional Contracting Center, Qatar, 408th Contracting Support Brigade – Contract Management

For years, the Qatar Base Operations Support Services (QBOSS) contract consistently provided high-quality life support and logistical services to the population of Camp As-Sayliyah, Qatar. However, on 17 March 2020 a phone call from the area support group (ASG) commander to the QBOSS ACO created significant challenges to the continued successful execution of ten major base services, involving 14 subcontractors who were, in turn, responsible for providing over 35 supplementary services. The ASG commander informed the ACO that in response to the emerging COVID-19 pandemic, which had finally made its way to Qatar, the local authorities locked down the three-square-mile neighborhood adjacent to the base that was home to six QBOSS subcontractors' business offices as well as over 70 contractor employees. To further complicate the situation, the ASG commander also ordered a lock-down of Camp As-Sayliyah to prevent the spread of COVID-19 to the base, which prevented an additional 600 contractor employees from being able to access the installation and perform their duties. The ACO, in conjunction with legal counsel at Regional Contracting Center-Qatar (RCC-Q), acted quickly to work with the contractor to make required changes to the contract and ensure the continuity of essential base services. A positive and collaborative working relationship between the ACO, ASG, and contractor ensured that despite the challenges presented by the COVID-19 pandemic, the military mission could continue and, most importantly, the warfighters and civilians on Camp As-Sayliyah were protected.

CONTRACT MODIFICATIONS

4-18. One portion of CAS is contract modification. Contract modification refers to any written change in the terms of a contract. A contract modification may introduce or cancel specifications or terms of an existing contract, while leaving its overall purpose and effect intact. Contract modifications occur in two ways:

- **Bilateral.** A bilateral modification (supplemental agreement) is a contract modification that is signed by the contractor and the contracting officer. Bilateral modifications are used to—
 - Make negotiated equitable adjustments resulting from the issuance of a change order.
 - Definitize letter contracts.
 - Reflect other agreements of the parties modifying the terms of contracts.
- **Unilateral.** A unilateral modification is a contract modification that is signed only by the contracting officer. Unilateral modifications are used to—
 - Make administrative changes.
 - Issue change orders.
 - Make changes authorized by clauses other than a changes clause (for example, property clause, options clause, or suspension of work clause).
 - Issue termination notices.

CONTRACT CLOSEOUT

4-19. Contract closeout is the final action taken on each DOD acquisition and establishes that each party has fully satisfied its obligation to the other. The contractor must have delivered everything the contract required (for example, material, services, data, and certifications) and the Government must have paid the contractor in full. Any excess funds on the contract must have been de-obligated. Property rights, both physical and intellectual, must have been settled to the satisfaction of the parties. Administrative actions must have been finalized, all necessary documentation must have been included in the contract file, and a contract completion statement must have been generated.

4-20. Contract closeout should be accomplished as close as possible to the date contract completion is verified and all outstanding contract administration issues are resolved. The standard varies with type of contract. This step includes initiating final payment to or collection from the contractor, de-obligating excess

funds, disposition of government-furnished property, and records disposal or disposition. Contract closeout ends once the contracting officer has prepared a contract completion statement and makes appropriate disposition of the closed contract file IAW the procedures in the FAR, DFARS, or the AFARS, as well as the appropriate contingency acquisition instruction.

4-21. Timely contract closeout is important because without this final step in a contract's life cycle, the Government cannot settle its financial records. Unliquidated balances (the funds remaining on a contract after performance has ended) can result in not identifying improper payments in a timely manner, or in the inability to reuse excess unspent funds elsewhere.

4-22. In extreme circumstances such as the recent Afghanistan retrograde operations, geo-political factors and deteriorating conditions in theater may prohibit standard contract payment in the local currency and closeout procedures to be followed. In this type of scenario, it is vital for the fiscal triad and the contractor to convert payment from the local currency to another currency or form of payment as described in the following vignette.

Afghan to U.S. Dollar Conversion Vignette

During U.S. forces retrograde operations in Afghanistan, The U.S. Treasury placed the Taliban on the Office of Foreign Assets Control Sanction List, making it impossible to pay Afghan contractors in afghani (AFN) via electronic funds transfer (EFT). Previously, DFARS Subpart 232.72 mandated EFT payments using AFN currency. The Office of the Under Secretary of Defense, Defense Pricing and Contracting, immediately provided a class deviation rescinding Subpart 232.72 on 8 October 2021.

Furthermore, all institutional banking structures in Afghanistan fell with the Taliban takeover. This adversely impacted Afghani contractors who supported U.S. forces, leaving them without any means of receiving payment for work accomplished and subsequent payments to subcontractors and employees. These contractors were required to obtain new bank accounts outside of Afghanistan and in certain cases, establish new companies in the country of that financial institution. Army Contracting Command-Afghanistan executed novation/ change of name contract modifications to recognize the company's name and update the banking information in the General Fund Enterprise Business System (GFEBS).

4-23. For a quick reference regarding contract close out see the *DOD Contract Closeout Guidebook*, Version 2.0.

ASSESSMENT OF CONTRACTING OPERATIONS

4-24. Contracting operational assessment is a continuous process to see, understand, and refine contracting means based on the fluidity of the OE. The SPO should have a common operational picture (COP) of contracting organizations, supported units, contract means and types, and status. This is not just a snapshot in time. It is a continual and manageable display. Figure 4-4 on page 48 provides an example of an operational contracting COP for recent defense support of civil authorities operations (can be modified for any type of operation).

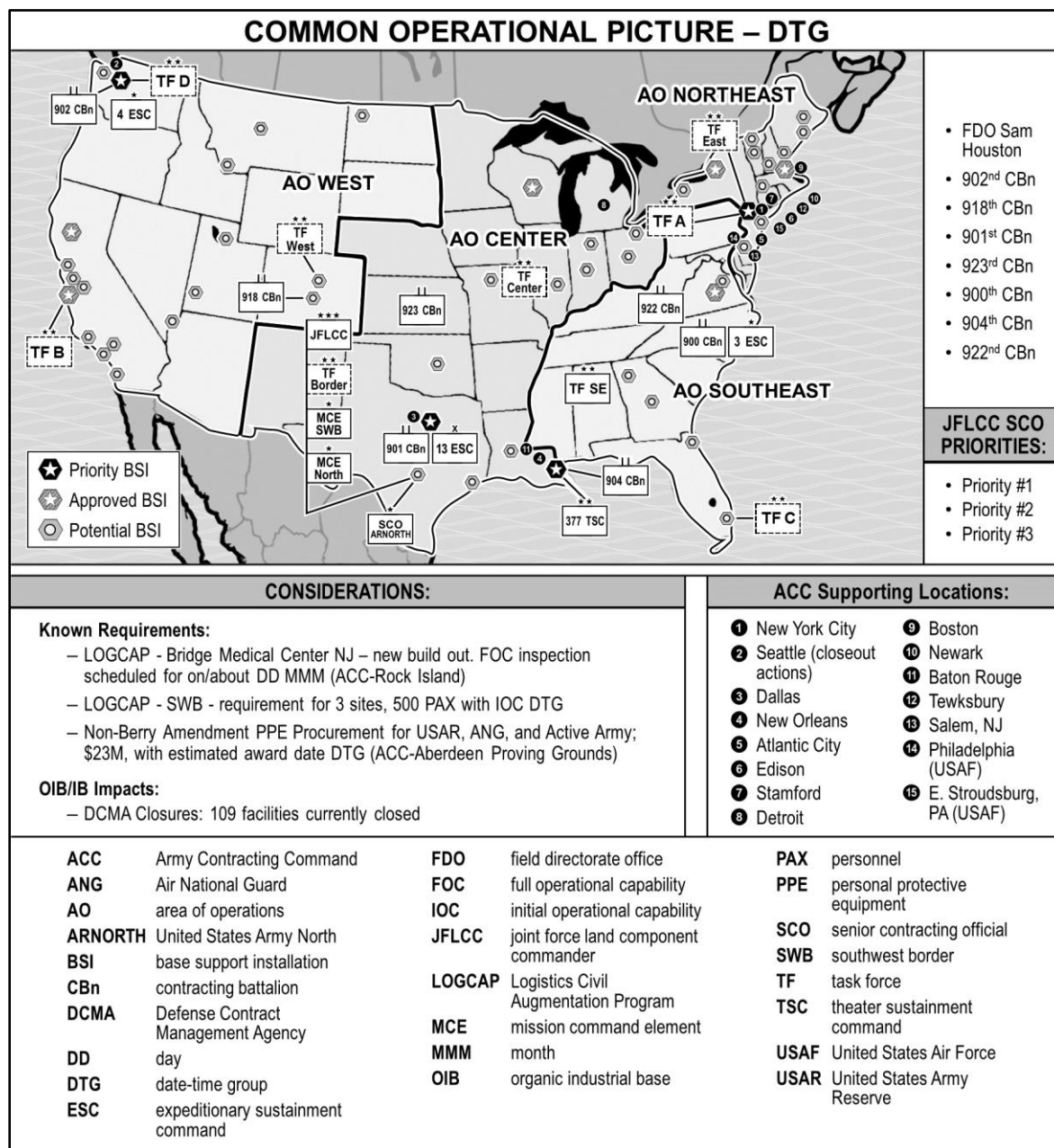


Figure 4-4. Operational contracting common operational picture

4-25. Operational contracting assessment should be performed on each individual contract as a collaborative effort that is a continuous assessment of the contract, oversight, and the performance of the contract. The individual contracting officer and COR from the supported unit should be intimately involved and pose the following questions in the following areas when assessing their contracts:

- Contract:
 - When does the contract period of performance end?
 - Is the current period of performance fully funded?
 - When is the next funding period of the contract if not fully funded?
 - If options exist on the contract, when is the timeframe to exercise the option?
 - What is the timeframe needed for a follow-on contract?
 - Is there a requirement for a follow-on contract?

- Oversight:
 - Is this a high-risk contract that could affect life, health, or safety?
 - Has the supported unit provided a COR?
 - Does the associated contract have a quality assurance plan?
 - Does the contracting organization have a dedicated quality assurance representative associated with this contract?
 - Does the associated contract have government-furnished property associated with it?
 - Does the contracting organization have a dedicated property administration representative?
- Performance:
 - Is the contractor performing IAW the terms and conditions of the contract?
 - Is the contract achieving the desired effects for the supported unit?
 - Is there any change to the contract performance needed at this time?

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Chapter 5

Supported Units

Supported units, when planning for define-the-environment operations, conduct an operational analysis of the operating environment focusing on threat mitigation and sustainment. They identify organic/non-organic capability gaps which may require commercial support to mitigate. They look to the supporting contracting organization throughout the process for assistance in determining and prioritizing requirements using their 4W's and desired end state:

- Who – who needs the support (capability gap being addressed)?
- What – what is the commercial support desired?
- When – when is the support required?
- Where – where is the support required?
- Desired end-state – what is the anticipated outcome of the support?

Supported units use this information, along with higher command orders and annexes to develop their Annex W (OCS) and supporting appendices.

CONTRACTING SUPPORT INTEGRATION FUNCTION

5-1. To facilitate identified commercial support to their operations, supported units establish boards, bureaus, centers, cells, and working groups, specifically an OCSIC or staff section depending upon their echelon (for example, division, corps, and theater). The primary purpose of the OCSIC (see Figure 5-1 on page 52) is to plan, coordinate, and integrate OCS actions across all applicable joint directorates and special staffs, subordinate components, supporting combat support agencies, and any designated lead theater support contracting activity in the operational area. Higher-level OCSICs also coordinate with lower-level OCSICs (if formed). See JP 4-10 for more information on the OCSIC.

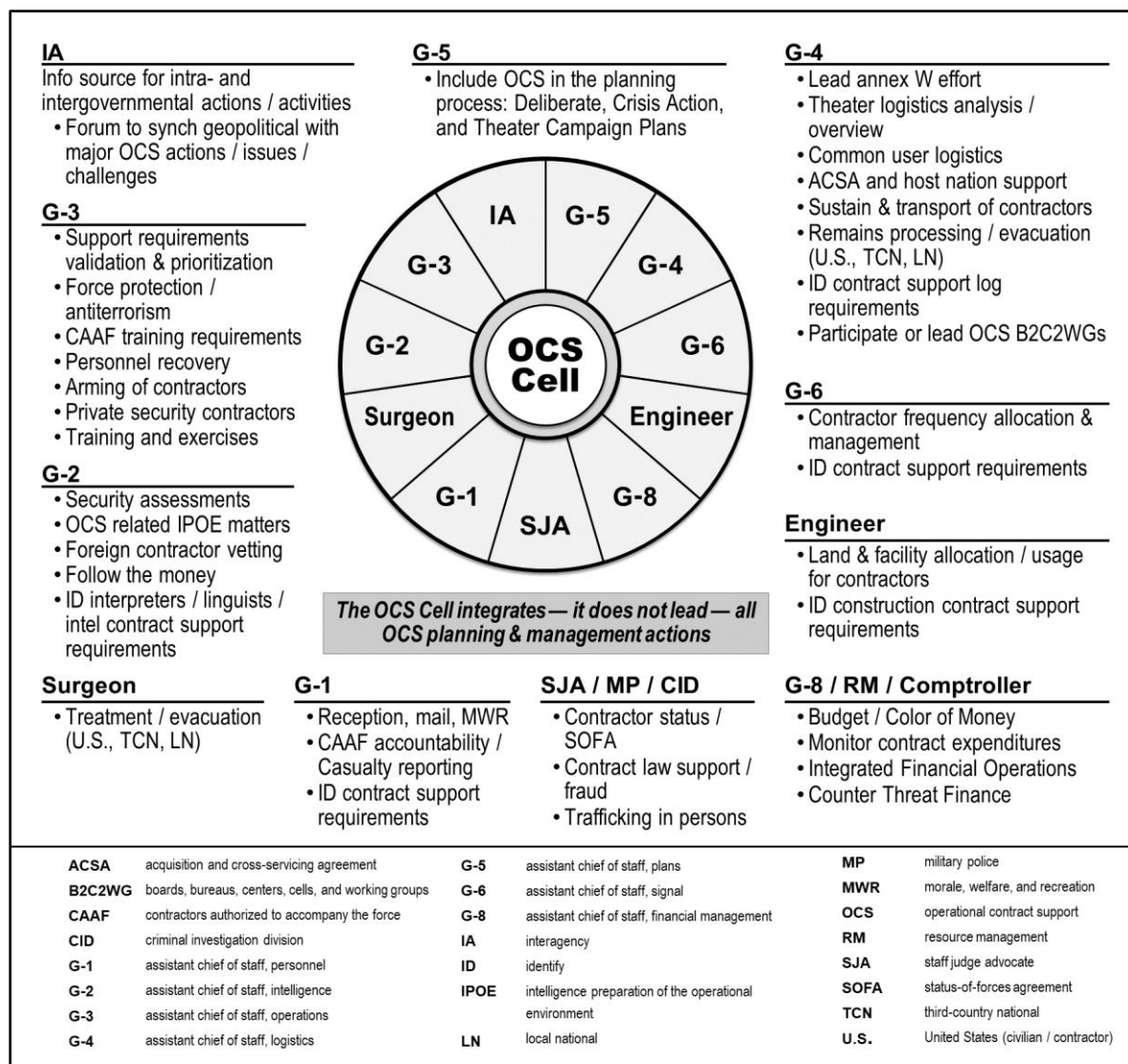


Figure 5-1. Operational contract support staff integration

CONTRACTING SUPPORT FUNCTION

5-2. Supported units (requiring activities), in preparation for contracted support, identify and nominate a COR for service contracts, receiving officials for commodities, and FOOs for local micro-purchases. Execution involves continued refinement of requirements, close coordination with the supporting contracting organization, and performance of boards, bureaus, centers, cells, and working groups as required to ensure commercial support to operations is integrated and synchronized across the range of military operations. For more information regarding supported unit (requiring activity) contract support integration planning, preparation, and execution see ATP 4-10.

ASSESSMENT OF CONTRACTING OPERATIONS

5-3. Contracting operational assessment is a continuous process to see, understand, and refine contracting means based on the fluidity of mission variables and operational variables. The SPO should have a COP of contracting organizations, supported units, contract means and types, and status. This is not just a snapshot in time. It is a continual and manageable display. Figure 4-4 provides an example of an operational contracting COP (can be modified to reflect only contracting).

5-4. Maintaining a COP is a concerted effort between the contracting organization and supported unit staff. Maintenance of this assessment enables anticipatory, accurate, and timely application of contracting effects across the range of military operations.

5-5. Contracting operational assessment regarding contractor management is a continuous process to see, understand, and refine contractor management policies and procedures based on the fluidity of the OE and mission variables. The SPO should have a contractor management COP of supported units, contract means and types, status of each contract, and the number and type (United States CAAF, Non-CAAF, and third country national) of contractors at each site. This is not just a snapshot in time. It is a continual and manageable display and is a coordinated effort between the contracting organization and the supported unit. Figure 5-2 provides an example of a contractor management COP.

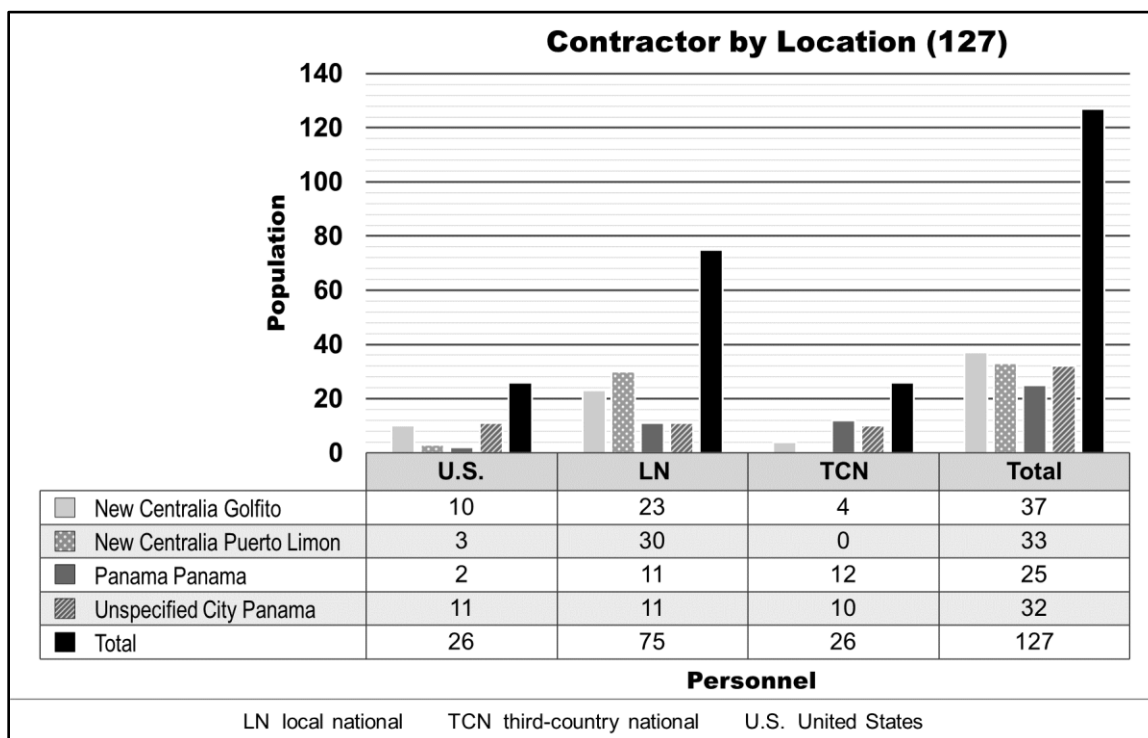


Figure 5-2. Example contractor management common operational picture

CONTRACTOR MANAGEMENT FUNCTION

5-6. The supported unit's (requiring activity) contractor management planning focuses on integrating contractor personnel and associated equipment at the tactical unit area and operating base levels IAW OPLANS, OPORDs, and DOD/Service component policy. Joint and Service headquarters issue most contractor management policies and procedures. These issuances are based on Department of Defense Instruction (DODI) 3020.41, other documents, and related Service policy such as AR 715-9. Supported unit OCS staffs should have a copy of the higher-level contractor management appendices 2 and 3 to Annex W, while each primary and special staff should be familiar with guidance related to their staff functional area (for example, the personnel staff should be familiar with contractor personnel reporting policy and procedures). The supported unit OCS staff should establish a contractor management working group when contractor management planning areas of concern cover multiple staff lanes. This working group addresses these concerns and integrates cooperative solutions across all appropriate primary and special staff lines. See ATP 4-10 for more information.

5-7. The supported unit prepares for contractor management by nominating qualified personnel (United States Service member, multinational partner service member, or government civilian) as CORs, who are then appointed in writing by the supporting contracting officer. CORs play a critical role in ensuring that contractors comply with the terms and conditions of their contracts. They facilitate proper development of

requirements and assist contracting officers with managing their contracts. Primary COR duties include on-site monitoring of contractor performance, providing quality assurance, certifying receipt of services, and acting as a liaison between the requiring activity and the contracting officer. CORs require formal training and, in many cases, technical subject matter expertise certification IAW DODI 5000.72 and Service-equivalent policy.

5-8. The supported unit executes contractor management by adhering to the established rules and guidelines outlined in appendix 2 (Contractor Management Plan) to Annex W and by following the terms and conditions in the contract. It is important to remember, CORs do not have authority to change, add to, or otherwise modify a contract or enter into a new contract. See JP 4-10 and ATP 4-10 for more information regarding supported unit contractor management and CORs.

5-9. Supported unit contract support integration, contracting support, and contractor management functions are continuous and require command emphasis and involvement. One method by which commanders can assess the effectiveness of contracted support regarding their mission is by convening a CCORB.

5-10. The CCORB is a commander's forum that ensures mission-critical service contracts are properly tracked and assessed for both effectiveness and efficiency and to ensure they are properly extended, curtailed, or closed out based on the operational requirement. In general, the CCORB focuses on the same contracts and task orders covered through the JRRB process. The CCORB is a formal process for key requiring activities to ensure their supporting service contracts, within their doctrinal mission areas, are properly integrated into the command's mission execution process. In general, these will be the same contracts or task orders that went through the JRRB process. This mostly tactical-level OCS board is generally only applicable to long-term operations with significant contracted support and where there is command direction to closely track, report on, and assess current services contracts for effectiveness and efficiency. However, supported unit commanders, regardless of echelon and duration of the operation, must track all contract actions within their affected AO to ensure OCS effectiveness and efficiency in the use of commercial support to operations.

5-11. The CCORB is normally chaired by the requiring activity commander with support from the unit's OCS staff. Board participants normally include the unit's SPO staff and appropriate subordinate unit commanders/SPO staffs. In some cases, higher-level headquarters OCS staff and supporting contracting activities may participate in these boards, especially when there are major issues to be covered that are beyond the requiring activity's control. See figure 5-3 for an example of a CCORB organization.

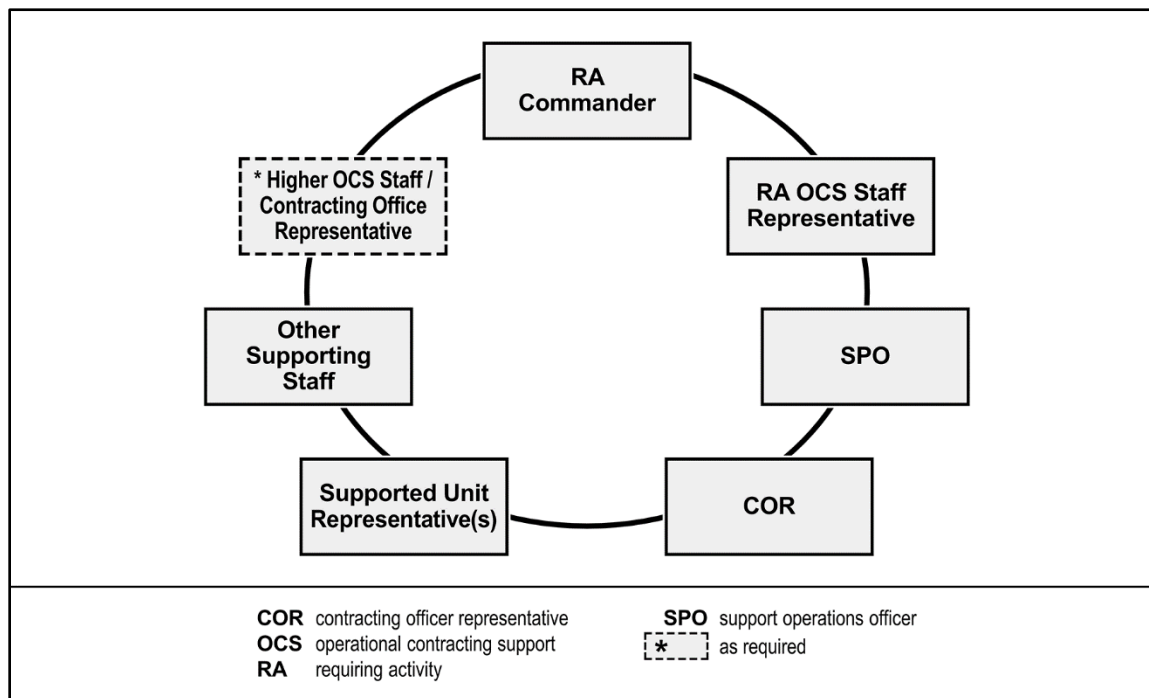


Figure 5-3. Commander's contract oversight review board

5-12. While the CCORBs should be used by all requiring activities regardless of echelon, they are normally established by higher-level requiring activities such as an Army theater or ESC command. If directed by the subordinate JFC, the subordinate JFC's OCSIC usually receives reports from these boards and provides board observers when possible. See JP 4-10 and ATP 4-10 for more details on the CCORB process.

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Chapter 6

Commercial Support Domain

The commercial support environment is a major component of the OE and as such, commanders need to understand the dynamic nature of the OE and its impacts on the commercial market's willingness and ability to support military operations. This chapter discusses the OE and how the relationship between changing operational variables impacts planning for contracting support.

COMMERCIAL ANALYSIS OF THE OPERATIONAL ENVIRONMENT

6-1. An *operational environment* is the aggregate of the conditions, circumstances, and influences that affect the employment of capabilities and bear on the decisions of the commander (JP 3-0). The commercial aspect of the OE is the combination of internal and external factors that influence the availability of commercial support to operations within a specific area. The commercial environment includes factors such as suppliers and clients; competition and owners; improvements in technology; laws and government activities; and market, social, and economic trends, all of which have a bearing upon the willingness and ability of a commercial base to support military operations.

6-2. Contracting planners must continuously assess, refine, and react to this commercial environment during military operations to maintain synergy between available commercial support and supported unit mission sustainment across the range of military operations. This enables a holistic view of the OE.

OPERATIONAL VARIABLES

6-3. *Operational variables* are a comprehensive set of information categories used to describe an operational environment (ADP 1-01). They are political, military, economic, social, information, infrastructure, physical environment, and time. The interactions among these variables determine the nature of a particular OE. By studying these variables within a specific OE, the commander and staff can see, understand, and appreciate the conditions in the environment in which their mission is to be accomplished. The following description of each operational variable and selected example questions can initiate OE analysis.

6-4. The political variable describes the distribution of responsibility and power at all levels of governance—formally constituted authorities as well as informal or covert political powers. This variable discusses all relevant political conditions within the OE, as well as associated regional and global political conditions. The political variable answers the following sample questions:

- What is the effectiveness and legitimacy of the current government?
- What political parties are present in the OE?
- What are the current domestic political issues?
- What are the most vulnerable sub-cultures in the OE?
- What is the attitude of the population, and political and military leader toward the United States?
- What is the attitude of the population doing contracted work for the United States?
- What is the willingness of local contractors to do work for the United States?
- What is the attitude of the local population when other nationalities do work for the United States?

6-5. The military variable explores the military and/or paramilitary capabilities of all relevant actors (enemy, friendly, and neutral) in a selected OE. Analysis includes organizational structure and equipment holdings for capabilities and limitations. The military variable addresses the following sample questions:

- What is the composition of the military forces operating across the OE?
- What threat actors are operating in the OE?
- How will threat actors use a local contractor in their operations?
- What military capability does each threat actor and coalition and friendly force possess?

- What are the limitations of the military capabilities possessed by each threat actor and the potential to exploit those limitations?

6-6. The economic variable encompasses individual and group behaviors related to producing, distributing, and consuming resources across an OE. Interaction includes physical or electronic communications and transfer. Analysis considers influences outside an OE that affect the economic status of the specified OE. The economic variable addresses the following sample questions:

- What illegal economic activities occur in the OE?
- What is the basis of the economy? (For example, agriculture, manufacturing, and technology)
- What is nature of the banking system?
- Are there any local business development organizations?

6-7. The social variable describes the cultural, religious, and ethnic composition within an OE. Analysis includes beliefs, values, customs, and behaviors of society members. The social variable addresses the following sample questions:

- What is the cultural makeup of the OE?
- How is the population distributed?
- How many dislocated civilians and refugees are in the OE?
- What is the religious and ethnic diversity in the OE?
- Are there any social aspects of contractors we should be aware of?

6-8. The information variable depicts the nature, scope, and effects of individuals, organizations, and systems that collect, process, disseminate, or act on information. The information environment considers the formal and informal communication means among people, as well as the use of a global information environment effect on a particular OE. The information variable addresses the following sample questions:

- What is the nature and contract demographics of the public communications media?
- How controlled or open is the information environment?
- What threat information warfare capabilities are used in the specified OE?
- Does the local commercial support environment utilize information technology systems for the conduct of business?

6-9. The infrastructure variable portrays the basic facilities, services, and installations needed for the functioning of a community or society. The degree of macro- or micro- details depends on the fidelity required to present conditions in support of a task or action. The infrastructure variable addresses the following sample questions:

- What are the common construction patterns?
- What utilities are present and operational?
- What transportation networks exist?
- What is the industry standard for construction within the AO?
- Are there any compatibility challenges that need to be overcome through contracting?

6-10. The physical environment variable explains the geography and man-made structures. Other necessary considerations are the climate and weather of an OE. The physical environment variable addresses the following sample questions:

- What types of terrain exist within the OE?
- What types of weather conditions are likely to occur during a mission context?
- What natural disasters are most likely to occur in this OE?
- What are the effects of the physical environment on the contracted workforce or contracted operations?

6-11. The time variable describes the timing and duration of activities, events, or conditions within an OE, as well as how timing and duration are perceived by various actors within the OE. The time variable addresses the following sample questions:

- What are the key dates, time periods, or events?
- What is the cultural perception of time?

6-12. Each of the eight operational variables has associated sub-variables or subordinate categories of interest. The degree to which each sub-variable provides useful information relevant to a particular OE depends on the situation. (see table 6-1 for aspects of variables and sub-variables).

6-13. OE analysis is critical to the MDMP. It enables planners to frame the environment, identify potential problems, develop problem statements (concise statements of issues requiring resolution), and consider operational approaches (the broad general actions to solve the problems). The operational approach then serves as the main idea that informs detailed planning and guides the force through preparation and execution. See ADP 1-01, and FM 5-0 for more information on operational variables.

Table 6-1. Operational variable and sub variables

Political	<ul style="list-style-type: none"> • Attitudes toward the United States • Centers of political power • Type of government 	<ul style="list-style-type: none"> • Government effectiveness • Government legitimacy • Influential political groups
Military	<ul style="list-style-type: none"> • Military forces • Government paramilitary forces • Non-state paramilitary forces 	<ul style="list-style-type: none"> • Unarmed combatants • Nonmilitary armed combatants • Military functions
Economic	<ul style="list-style-type: none"> • Economic diversity • Employment status • Economic activity 	<ul style="list-style-type: none"> • Illegal economic activity • Banking
Social	<ul style="list-style-type: none"> • Demographic mix • Social volatility • Education level • Ethnic / Religious diversity • Population movement • Common languages 	<ul style="list-style-type: none"> • Criminal activity • Human rights • Diseases • Centers of social power • Cultural norms and values
Infrastructure	<ul style="list-style-type: none"> • Construction pattern • Urban zones 	<ul style="list-style-type: none"> • Utilities/ Services • Transportation architecture
Information	<ul style="list-style-type: none"> • Public communication / media • Information warfare 	<ul style="list-style-type: none"> • Intelligence apparatus • Information management
Physical Environment	<ul style="list-style-type: none"> • Terrain • Natural hazards 	<ul style="list-style-type: none"> • Climate • Weather
Time	<ul style="list-style-type: none"> • Cultural perception of time • Measurement of Time 	<ul style="list-style-type: none"> • Key dates, Key time periods, Key events

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Chapter 7

Joint Consideration

JP 1, Volume 1, DOD primarily employs two or more services (from two military departments) in a single operation, particularly in combat, through joint operations. To support joint operations, theater support contracting in CCMD-directed operations should be accomplished through one of several CCMD-directed joint C2 and coordination organizational options. The only exception to this doctrinal construct is Service-specific operations where the parent Service would provide contracting support to its own force with no joint C2 or coordinating arrangements. Joint theater support contracting C2 and coordination arrangements directly pertinent to the CSB include LSCC, LSC, and JTSCC. This chapter provides guidance on executing these joint theater support C2 and coordination options utilizing Army expeditionary contracting units. For specific LSCC, LSC, and JTSCC designation criteria, tasks, and organizational information, see JP 4-10.

LEAD SERVICE CONSIDERATIONS

7-1. Per JP 4-10, the CCMD should designate a LSCC, LSC, and JTSCC to ensure effective and efficient use of limited local commercial vendor base, and to coordinate common contracting actions with designated supporting external support contracting agencies. The specific organizational option is determined by the CCMD in conjunction with the subordinate JFC and Service components based on specific mission requirements. Additionally, the LSCC, LSC, and JTSCC may coordinate with the joint task force level OCSIC, if or when formed.

LEAD SERVICE FOR CONTRACTING COORDINATION

7-2. In a LSCC arrangement, Service components provide theater support contracting to their own forces, but a CCMD-designated Service would be responsible to coordinate and de-conflict common contracting actions in support of subordinate joint force operations. Additionally, the CCMD may direct a Service component to perform LSCC planning and OCS analysis of the operational area functions for a specified region, country, or designated operational area.

7-3. Any CSB (theater, field army, corps) may be designated a LSCC activity responsible to plan, coordinate, synchronize, and deconflict common contracting operations. Normally, an Army component LSCC designation would apply to smaller, short-term Army-centric joint operations. Additionally, a CCMD may direct its theater Army headquarters to require the aligned CSB to perform operations related LSCC functions. These LSCC functions are often associated with lead Service common-user logistics (sometimes referred to as base life support or base operations support) designations for CCMD specified countries. CSBs may also be tasked to perform LSCC functions for CCMD TSOC missions. As the TSOC-aligned LSCC activity, the designated CSB would be responsible for routine OCS planning assistance to the TSOC for missions. However, actual contracting support arrangements for any special operations mission would be determined on case-by-case basis. For example, if the operation was a United States Air Force-centric operation requiring deployment of a contracting capability, then the Air Force component contracting element would provide this contracting support, not the CSB. Also of note, LSCC designations do not entail any changes to Army command or contracting authority.

LEAD SERVICE FOR CONTRACTING

7-4. In the LSC construct, one Service component (normally the Service with the preponderance of forces) is responsible to provide all common theater support contracting to all forces operating in the JOA. The LSC construct also can be applicable to the base level in operations where the combatant commander has directed a particular Service component to perform base operating support-integrator for a designated base. The integration arrangements normally apply in operations where there are well-established, long-term operating bases with a clear preponderance of the force at each base. For example, the Air Force may be designated the

base operating support-integrator for a major air base, while the Army is the integrator for the other bases in the JOA. JP 4-0 and DODD 3000.10 provide more details on base operating support-integrator functions.

7-5. In some operations, the LSC element (the CSB when the Army component is designated the LSC) may be augmented with other Service military or civilian contracting officers, either through an inter-Service support agreement or through staff augmentation support. In either case, these documents would direct specific positions to be filled by a particular Service or combat support agency, to include qualifications and standards of grade.

7-6. When the CCMD designates the Army as the LSC, the supporting CSB would be responsible to plan and execute all common theater support contracting actions for all United States and designated multinational forces operating within the JOA or base. Specified or implied interoperability requirements with multinational forces is mission dependent and has significant implications for how U.S. forces plan, prepare, execute, and assess throughout the operations process. Army component LSC designation is most appropriate in Army-centric operations where support to other than Army forces is minimal. In missions where the CSB is augmented with other Service or combat support agency contracting officers, it is recommended that these non-Army contracting officers be positioned to support their associated Service forces unless mission variables preclude keeping these Service-to-Service support arrangements in place. Like LSCC arrangements, the LSC construct does not entail changes to Army command or contracting authorities. However, the LSC construct may entail changes to contracting authorities over any non-Army military or civilian personnel serving as warranted contracting officers. Such changes to authority may require memoranda of agreement between the CSB and the other Services and/or combat support agency contracting activities.

STAFF AUGMENTATION REQUIREMENTS

7-7. Both lead Service contracting arrangements discussed above can include significant common contracting planning and coordination requirements to include JCSB lead and JRRB advisory responsibilities. For large-scale combat operations, the LSC or LSCC tasks may be beyond the capability of a CSB headquarters and may require significant staff augmentation support and the JFC standup of a JTSCC. Possible LSC or LSCC augmentation requirements include the following:

- Contracting operations officers or noncommissioned officers.
- JCSB secretariat.
- JRRB advisor.
- Plans officers.
- Liaison officer to subordinate joint force command OCSIC (if formed).
- Interagency coordinators.
- Integrated financial operations coordinators.
- Contract information database managers.

7-8. LSC and LSCC staff augmentation can come from various sources from within and outside of the Army. Army sources include, but are not limited to, ACC military staff as well as deployable or volunteer civilians through the Worldwide Individual Augmentation System and, as necessary, contracted support. Support from non-Army sources could include sister Services or the Defense Contract Management Agency. In general, any long-term non-Army manning requirements will necessitate the development and approval of a CCMD-driven request for forces/request for support or a Worldwide Individual Augmentation System request. Contracted support for staff functions that do not require contracting authority should also be considered when other options are not available.

JOINT THEATER SUPPORT CONTRACTING COMMAND

7-9. A JTSCC is formed via the joint manning document process with the newly established contracting command reporting directly to the subordinate JFC. In cases where a joint task force is formed, a JFC OCSIC may be formed. IAW joint doctrine, the JTSCC would normally have C2 and exercise contracting authority over all Service theater support contracting elements or individuals operating in the JOA. However, in cases where an installation contracting structure already exists, such as an Air Force contracting squadron at an established base, the JTSCC would have coordination authority with the existing contracting element, but not command authority.

7-10. The CCMD has the authority to direct the Army component to provide the primary capability to establish a JTSCC. This theater support contracting C2 option would most likely be used in a large-scale, long-term, Army force-centric operation. In this type of operation, the joint task force headquarters would likely be built on an existing Army corps headquarters, whereas the JTSCC would be formed around the appropriate corps-aligned Army CSB. In this case, the JTSCC would have a coordinating relationship with the joint task force OCSIC.

7-11. The primary building block of an Army-centric JTSCC will be a CSB headquarters. The JTSCC would also include significant augmentation from other Services and combat support agencies. While actual JTSCC organization is driven by mission variables, there will be certain JTSCC staff and subordinate organization arrangements that will be common to any JTSCC. As such, when the Army provides the basis for a JTSCC, some of these headquarters and key subordinate positions will normally be designated as Army mission critical positions, while other positions will be designated for fill by whatever source is determined most appropriate in the joint manning document build process. For example, the DCG-OO, when employed to exercise C2 of multiple CSBs and other Army and joint contracting organizations, assumes responsibilities as the TAC FWD. In this capacity, they have additional contracting authorities delegated from the HCA and with a designated CSB, and directed joint manning document augmentation, form and execute JTSCC operations. This designation also affords additional authorities and weight under such conditions as when the combatant commander opens a second theater within the JOA. In either case, the supporting CSB commander would serve in one of the other key JTSCC positions such as the SCO for theater support in one or more expeditionary force AOs, especially in large-scale combat operations.

7-12. A JTSCC organizational construct should only be considered for large, complex, long-term operations where there will be significant contracted support requirements and a strong likelihood of competition for limited, locally available, commercially provided services and supplies as in support of large-scale combat operations. In less complex, short-term operations, an LSC or LSCC construct would be more appropriate. Figure 7-1 on page 64 depicts a notional Army-based JTSCC to include key Army, other Service, combat support agency, and non-specified positions.

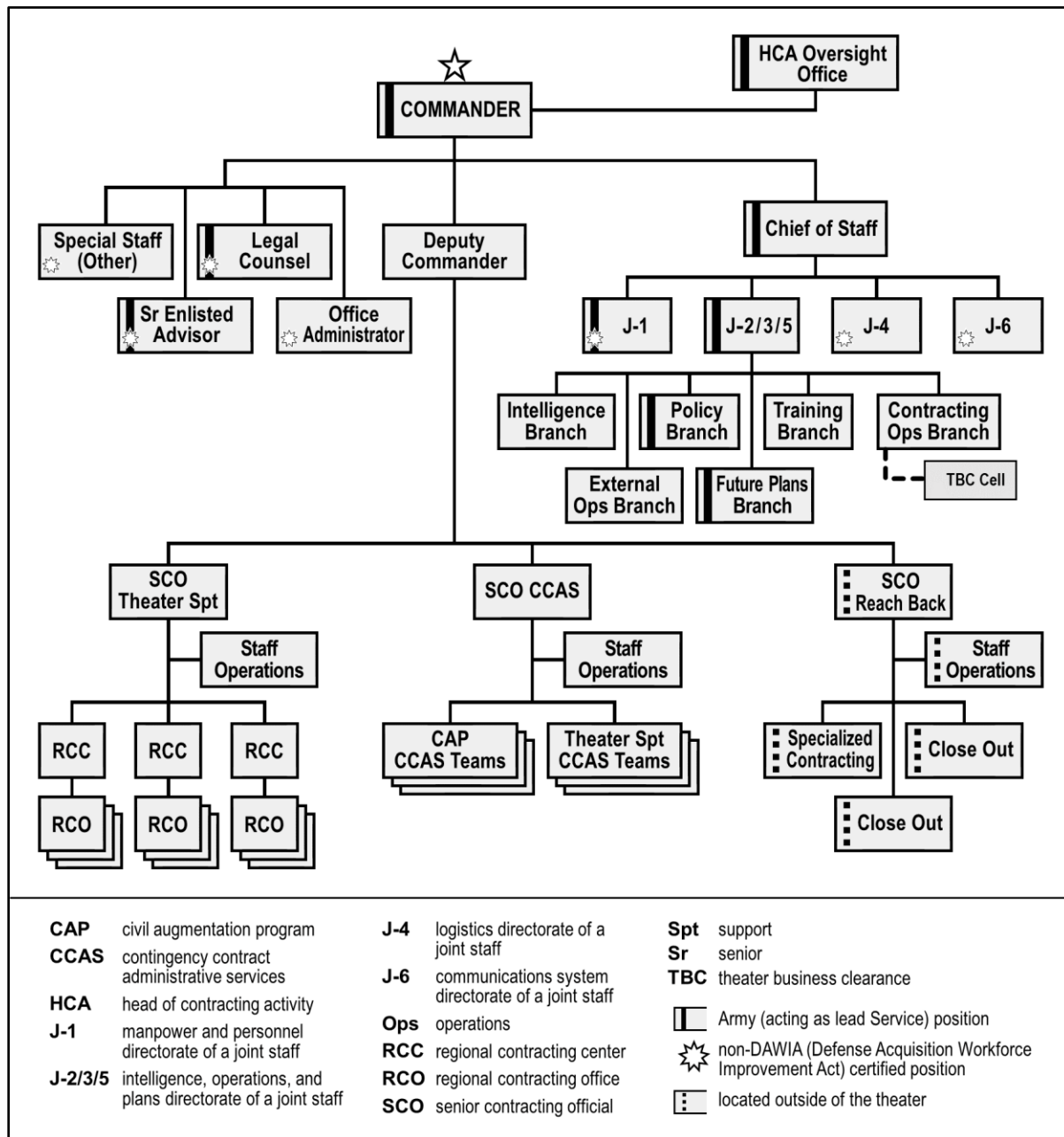


Figure 7-1. Notional Army-based joint theater support contracting command

7-13. When a JTSCC is formed or when there is the possibility of significant competition for local contract supplies and services and redundancy in theater contracting capabilities, the designated SCO, as directed by the JFC, will form a JCSB. The JCSB is the primary JFC-directed coordination mechanism to synchronize contracting actions for common supplies and services within a designated operational area and to improve the overall economy and efficiency of contracting actions being delivered or executed in the operational area. The *joint contracting support board* is a board established to coordinate and deconflict common contracting actions in the designated operational area (JP 4-10).

7-14. The JCSB serves as the JFC contracting-related advisory forum, especially for issues that cannot be resolved through the JCSB consensus-driven process. It may also serve as a coordination board to determine the proper contract source for requirements not directed to a specific contract venue through the OCS

planning and JRRB processes. The JCSB is supported and convened by the JTSCC SCO as appropriate and meets as necessary to accomplish its JFC-directed mission. JCSB membership must include appropriate Service civil augmentation program and combat support agency representatives, as well as a joint staff operations/logistics advisor. The JCSB has no authority to direct contracting-related actions to JCSB member organizations. JCSB coordination ensures contract requirements are appropriately synchronized, consolidated, and optimized to provide the most effective OCS across the operational area. See figure 7-2 for a general JCSB organization. See JP 4-10 for information regarding JCSB organization and functions.

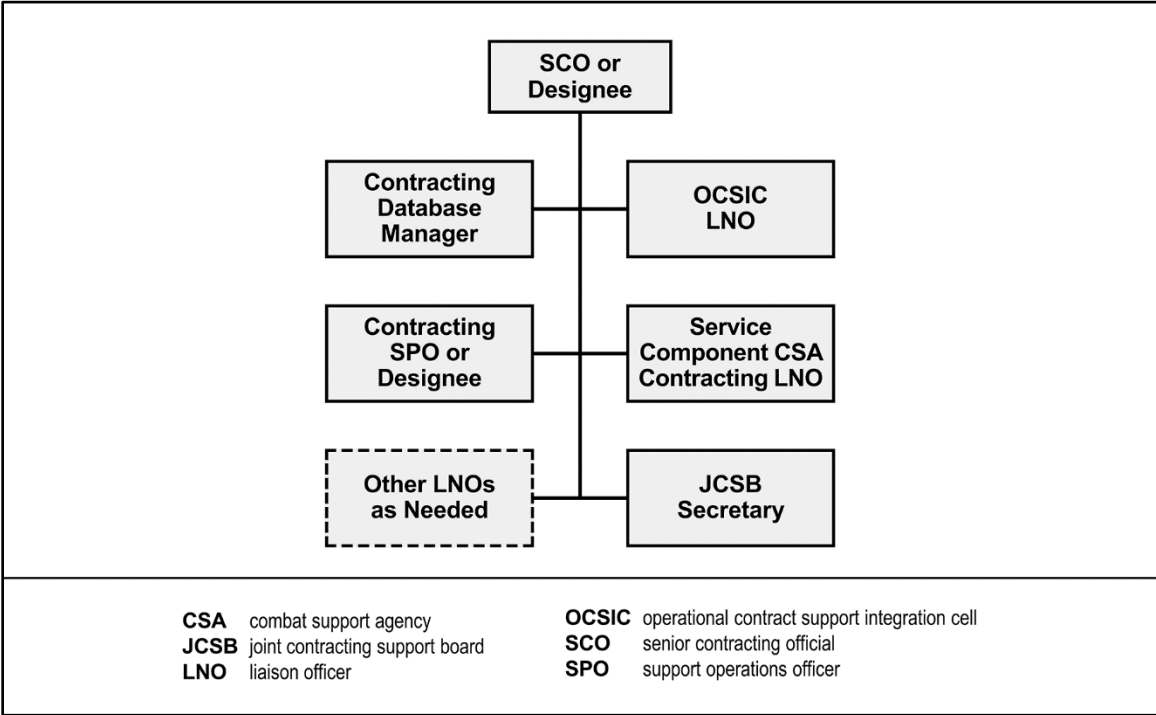


Figure 7-2. Joint contracting support board organization

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Glossary

This glossary lists acronyms and terms with Army or joint definitions. Where Army and joint definitions differ, (Army) precedes the definition. Terms for which ATP 4-71 is the proponent are marked with an asterisk (*) before the term. For other terms, it lists the proponent publication in parentheses after the definition.

SECTION I – ACRONYMS AND ABBREVIATIONS

ACC	Army Contracting Command
ACO	administrative contracting officer
ADP	Army doctrine publication
AFARS	Army Federal Acquisition Regulation Supplement
AFSB	Army field support brigade
AO	area of operations
AOR	area of responsibility
AR	Army regulation
ASA(ALT)	Assistant Secretary of the Army for Acquisition, Logistics, and Technology
ATP	Army techniques publication
C2	command and control
CAAF	contractors authorized to accompany the force
CAS	contract administration services
CBn	contracting battalion
CCMD	combatant command
CCORB	commander's contract oversight review board
CONDET	contracting detachment
COP	common operational picture
COR	contracting officer's representative
CSB	contracting support brigade
DA	Department of the Army
DCG-OO	Deputy Commanding General for outside the continental United States operations
DFARS	Defense Federal Acquisition Regulation Supplement
DOD	Department of Defense
DODD	Department of Defense Directive
DODI	Department of Defense Instruction
ESC	expeditionary sustainment command
FAR	Federal Acquisition Regulation
FCE	forward contracting element
FM	field manual
FOO	field ordering officer

G-2	assistant chief of staff, intelligence
G-4	assistant chief of staff, logistics
G-5	assistant chief of staff, plans
G-8	assistant chief of staff, financial management
GPC	government purchase card
HCA	head of a contracting activity
HQDA	Headquarters, Department of the Army
IAW	in accordance with
INSCOM	United States Army Intelligence and Security Command
J-4	logistics directorate of a joint staff
JCSB	joint contracting support board
JFC	joint force commander
JOA	joint operations area
JP	joint publication
JRRB	joint requirements review board
JTSCC	joint theater support contracting command
LOGCAP	Logistics Civil Augmentation Program
LSC	lead Service for contracting
LSCC	lead Service for contracting coordination
MDMP	military decision making process
NIPRNET	Nonclassified Internet Protocol Router Network
OCS	operational contract support
OCSIC	operational contract support integration cell
OE	operational environment
OPLAN	operation plan
OPORD	operation order
PCO	procuring contracting officer
RSOI	reception, staging, onward movement, and integration
SCO	senior contracting official
S-8	battalion or brigade financial management staff officer
SF	standard form
SIPRNET	SECRET Internet Protocol Router Network
SPO	support operations
SPOT	Synchronized Pre-Deployment and Operational Tracker
TAC FWD	tactical command post forward
TC	training circular
TO&E	table of organization and equipment
TSC	theater sustainment command
TSOC	theater special operations command
U.S.	United States
USACE	United States Army Corps of Engineers

USAHCA	United States Army Health Contracting Activity
USAMC	United States Army Materiel Command
USC	United States Code

SECTION II – TERMS

***Army requirements review board**

The ARFOR commander's established board to review, validate, approve, and prioritize selected contract support requests.

contract support integration

The planning, coordination, and synchronization of contracted support in military operations. (JP 4-10)

***contracting detachment**

A small table of organization and equipment unit with nine contracting personnel commanded by field grade officer that is organic to each contracting battalion.

***contracting effects**

The operational contracting organizations and capabilities that provide identification, integration, and synchronization of commercial support within an operational area that enable the execution, sustainment, and prolonged endurance of military operations.

contracting support

The planning, coordination, and execution of contracting authority to legally bind contractors in support of military operations. (JP 4-10)

contractor management

The oversight and integration of contractor personnel and associated equipment in support of military operations. (JP 4-10)

***forward contracting element**

The support element of an employed contracting battalion consisting of two or more contracting specialists from its contracting detachment that provides contracting support to units within an affected area of operations per mission variables.

head of a contracting activity

The official who has overall responsibility for managing the contracting activity. (JP 4-10)

joint contracting support board

A board established to coordinate and deconflict common contracting actions in the designated operational area. (JP 4-10)

joint requirements review board

The subordinate joint force commander's established board to review, validate, approve, and prioritize selected Service and special operations forces component contract support requests. (JP 4-10)

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3 October 2024

By Order of the Secretary of the Army:

RANDY A. GEORGE

*General, United States Army
Chief of Staff*

Official:

A handwritten signature in black ink, appearing to read 'Mark F. Averill', written in a cursive style.

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