ATP 4-10.1

Logistics Civil Augmentation Program Support to Operations

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Logistics Civil Augmentation Program Support to Operations

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Preface

ATP 4-10.1 provides up-to-date and validated comprehensive doctrinal techniques on Logistics Civil Augmentation Program (LOGCAP) support-related organizations and operations. It is a supplement to ATP 4-10, ATP 4-71, and ATP 4-98 and serves as a guide for Army commanders and their logistics staffs on how to plan and integrate LOGCAP support from the operational to the tactical level. This includes pre-deployment training and preparation, techniques for considering LOGCAP as a source of support in the operational contract support planning process, guidance on how to request LOGCAP support, and LOGCAP-unique contract oversight requirements.

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

Commanders, staffs, and subordinates ensure that their decisions and actions comply with applicable United States, international, and, in some cases host-nation laws and regulations. Commanders at all levels ensure that their Soldiers operate in accordance with the law of armed conflict and the rules of engagement. (See FM 6-27/MCTP 11-10C)

ATP 4-10.1 uses joint terms where applicable. Selected joint and Army terms and definitions appear in both the glossary and the text. This publication is not the proponent for any Army terms.

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

The proponent for ATP 4-10.1 is the United States Army Combined Arms Support Command. The preparing agent is the Training and Doctrine Command Proponent Office for Operational Contract Support (TPO-OCS). Technical review authority is Army Sustainment Command. 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 4-10.1) 2221 Adams Avenue, Bldg. 5020, Fort Lee, VA, 23801-1809; or submit an electronic DA Form 2028 by email to usarmy.lee.tradoc.list.cascom-g3-5-7-tdid-doc@army.mil.

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Introduction

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

ATP 4-10.1 has four chapters and five appendices:

Chapter 1 introduces the LOGCAP program, how it fits into the overall OCS effort, and LOGCAP support-related organization roles and responsibilities.

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

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

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

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

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

Appendix C provides details regarding the LOGCAP change management process.

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

Appendix E provides information for LOGCAP planners and operators regarding the LOGCAP Support Brigade.

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Chapter 1
Program Overview

The Logistics Civil Augmentation Program provides comprehensive sustainment, minor construction, and other services through its own external umbrella contracts. It supports Army command operational planning with advanced logistics processes to ensure effective sustainment service delivery. This chapter provides a description of the program and discusses its forward organization and support capabilities.

PROGRAM DESCRIPTION

1-1. The Logistics Civil Augmentation Program (LOGCAP) is a performance-based program that provides broad, contracted sustainment support to the combatant commander, joint operations, coalition partners, and other federal agencies. It addresses Army service component command regional and country planning requirements to support setting the theater and theater sustainment where a military capability is not readily available. To set the theater, the program uses regionally assigned, pre-awarded task orders for rapid response to emerging events. Embedded planning elements within Army field support brigades (AFSBs) coordinate annex W development and integrate and synchronize LOGCAP capabilities into an operation plan (OPLAN) and a concept plan. The focus is on operational contract support (OCS)-related analysis of the operational environment, Army pre-positioned stocks, Army power projections platforms, mobilization force generation installations, theater opening, sustainment, theater distribution, stability operations, noncombatant evacuation operations, and defense support of civil authorities. LOGCAP supports operations to shape and sustainment preparation of the operational environment. LOGCAP is a preferred source for logistics support, and requiring activities must consider it as part of OCS market research before establishing a new contract.

1-2. Headquarters, Department of the Army (HQDA), Deputy Chief of Staff, Logistics (G-4) is the Department of the Army (DA) staff proponent for LOGCAP. United States Army Materiel Command, also known as USAMC, is the Army's lead agent for program execution. United States Army Materiel Command executes LOGCAP support via their integrating command, Army Sustainment Command (ASC). Additionally, Army Contracting Command provides procuring contracting officer (PCO) services along with contract administration support in execution. The LOGCAP director provides overall leadership and guidance for this program. The LOGCAP program management office (PMO) staff interprets, implements, and executes the director’s vision and supported unit’s plan. LOGCAP performs in accordance with applicable laws, policies, and doctrine and is executed in accordance with operationally specific guidance. Army Medical Command provides procurement contracting officer services along with expeditionary contract support for all medical supplies and services in accordance with Army Federal Acquisition Regulation Supplement (AFARS) 5101.601-90(b)(4). Army medical contracting requirements will be coordinated through the United States Army Health Contracting Activity to meet category management guidelines outlined in the AFARS.

1-3. The LOGCAP PMO is the technical authority for base LOGCAP contracts and manages overall preparation and execution of requirements for LOGCAP task order services. In most cases, the supported theater or field army headquarters serves as the requiring activity for mission-specific LOGCAP task orders. The LOGCAP PMO works closely with these requiring activities to ensure plans and sustainment execution meet mission requirements and that LOGCAP related cost, schedule, performance, and sustainability are properly considered. LOGCAP service delivery closely links to Army sustainment and logistics doctrine; therefore, the PMO ensures adherence to the principles of sustainment found in ADP 4-0. The balance of efficiency, economy, and effectiveness attempts to achieve an overall best value solution with reasonable assurance of success within reasonable cost. Best value means the expected outcome of an acquisition that,

in the government's estimation, provides the greatest overall benefit in response to the requirement. (See Federal Acquisition Regulation [FAR] 2.101).

Note: Best value is not synonymous with lowest cost.

1-4. To achieve this goal, requiring activities must understand how LOGCAP works and must engage LOGCAP PMO personnel early in pre-decisional (before a support solution is needed or selected) planning for on-the-shelf plans as well as deliberate mission planning to the greatest extent possible. This publication includes processes, capabilities, limitations, and need-to-know information that the combatant commander and staff will need to effectively leverage LOGCAP.

1-5. While particularly suited for large-scale and early-entry operations, LOGCAP-provided commercial support is globally available and not restricted by location, size of operation, type of operation, or duration. The singular PMO structure supports uniformity and program fidelity without sacrificing responsiveness to commanders in theater.

HOW LOGCAP FITS INTO OPERATIONAL CONTRACT SUPPORT

1-6. OCS is the process of planning for and obtaining supplies, services, and construction from commercial sources in support of the combatant commander -directed operations. Per JP 4-10, OCS consists of three complementary functions:

- **Contract support integration** is the planning, coordination, and synchronization of contracted support in military operations.
- **Contracting support** is the planning, coordination, and execution of contracting authority to legally bind contractors in support of military operations.
- **Contractor management** is the oversight and integration of contractor personnel and associated equipment in support of military operations.

See JP 4-10 and ATP 4-10 for more information on OCS functions.

1-7. OCS doctrine also describes three types of contracted support: theater support contracts, systems support contracts, and external support contracts. Unlike theater support contracts awarded in an area of operations via deployed government contracting officers, LOGCAP is executed through a preexisting indefinite delivery contract. In LOGCAP, the primary emphasis is on providing effective and responsive large-scale support while managing cost, schedule, performance, and supportability. The LOGCAP solution is determined from the same operational-level planning and decision-making processes. Detailed planning for the use of LOGCAP is in direct coordination with the with the appropriate requiring activity and LOGCAP PMO.

1-8. LOGCAP provides support using standardized services that are familiar to the commander and Soldier in the field, which greatly reduces the administrative and planning burden on the requiring activity. The LOGCAP performance work statement (PWS) allows a requiring activity to select what services are required, where they are required, and the scope and tempo at which they are required. With an awarded task order, a requiring activity can activate, deactivate, grow, or shrink services to accommodate the changing environment.

1-9. As directed by the requiring activity's Annex W, LOGCAP allows a designated supported unit to either fall in on existing LOGCAP operations or request LOGCAP support as part of a new operation. LOGCAP is a major OCS capability that is appropriate for use when the OCS planning process determines it provides the best value to the government based on mission variables. Additionally, LOGCAP contractors can utilize host-nation, third country, and/or United States citizen contractor personnel as required by operational variables.

PROGRAM MANAGEMENT OFFICE ORGANIZATION AND FUNCTIONS

1-10. The PMO maintains overall responsibility for the direction and execution of the program. It develops, executes, monitors, validates, and adjusts service deliveries as needed to manage cost, schedule, and performance. Additionally, the PMO engages in pre-planning and has a highly developed portfolio of regional and worldwide plans to span the full scope of Army mission sets. The PMO designates and deploys

senior LOGCAP planners (LCPs) and provides reach-back support and logistics management specialists when LOGCAP support officers, also called LSOs, are not available or appropriate. PMO coordination includes the integration of LOGCAP into a combatant command and assigned Army service component command operational plans and orders. Specific PMO organizational functions (outlined in Figure 1-1 on page 1-4) include—

- The Policy, Programs, and Training Directorate manages the budget, administration, information technology, requirements development, program training, and integration of program internal policies and procedures and the strategic integration of LOGCAP support into Army operations.
- Operations Directorate supports requiring activities (normally theater and field army level), and when directed, combatant command OCS planning efforts. It also supports Army and joint exercises, conducts program surveillance and data analysis in support of quality assurance and continuous improvement efforts, conducts requirements development, monitors operations, and advises the director on current operations actions and issues, and manages LOGCAP forward planner actions.

1-11. The PMO may use support contractors to provide specialized skill sets and other support to the program (at no cost to requiring activities) to include—

- Supporting the PMO, deputy program directors, and the LOGCAP contracting office for program planning and operations, exercises, and contracting actions.
- Providing cost and price analysis services and assisting with the development of independent government estimate (IGE) during the task order solicitation and award process.
- Providing logistics management, cost analysis, and property analysis support where required at locations both within and outside the continental United States.
- Providing sustainment subject matter experts as required.

1-12. LCPs, reporting to the PMO operations directorate, embed with the selected AFSBs in support of aligned theater Armies, field armies, and their supporting senior sustainment commands. LOGCAP forward planners are government civilians and, in some cases, LOGCAP support contractor personnel with logistics, acquisition, and contracting skills. Contractor employee forward logistics management specialists provide the same skills and functions as government employee forward planners but are limited to operating within the scope of their supporting LOGCAP contract.

1-13. LOGCAP forward planner responsibilities include—

- Assisting with theater strategic and operational-level OCS planning and associated Annex W development normally conducted at the combatant commander, theater Army, and in some cases, subordinate joint force command levels.
- Coordinating activities with combatant commander-embedded LOGCAP set the theater planners (if applicable) to facilitate planning, training, exercising, and executing LOGCAP services.
- Providing habitual onsite planning and integration assistance to enable the commander's staff to provide seamless contract support integration into an OPLAN and operation order (OPORD).
- Serving as informal PMO liaisons to their supported commands.

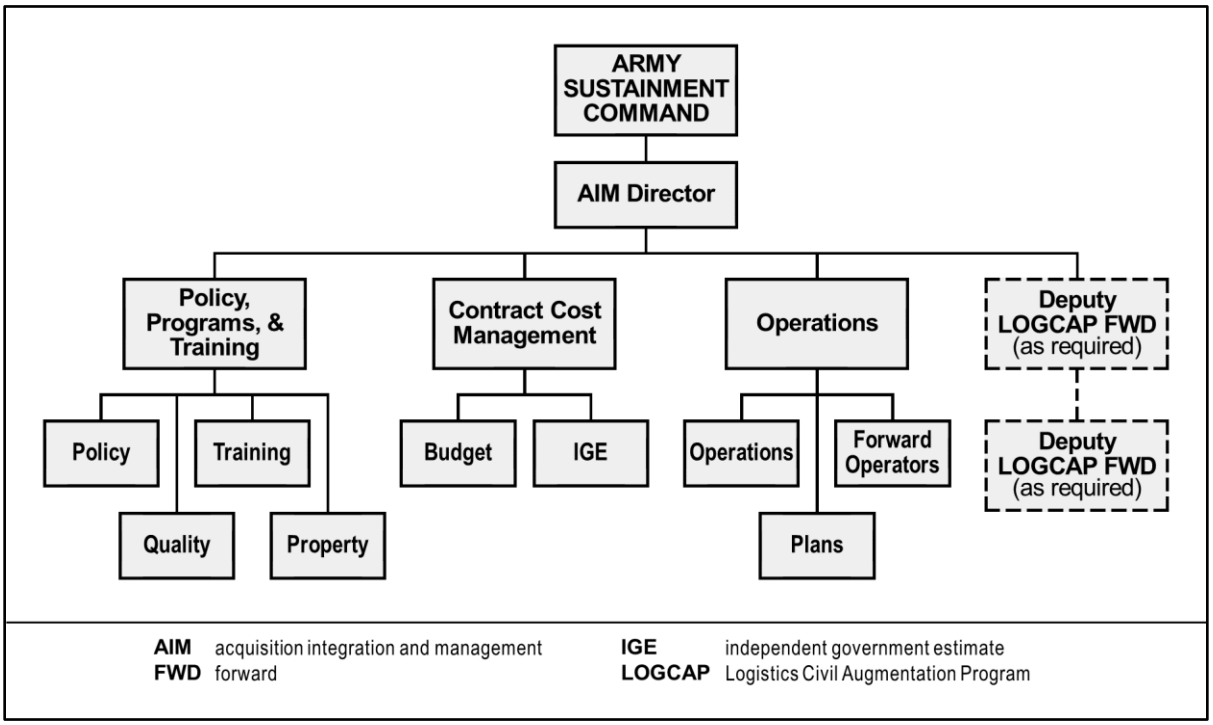


Figure 1-1. LOGCAP Program Management Office Related Organizations and Functions

1-14. As stated above, the PMO is responsible for the overall direction and execution of LOGCAP support. This office develops, executes, monitors, validates, and adjusts (with PCO assistance) LOGCAP-provided service deliveries as needed to manage cost, schedule, and performance. General descriptions of other key LOGCAP-related teaming organization roles and responsibilities are as follows:

- HQDA, G-4 provides HQDA staff oversight of the program, promulgates LOGCAP policy, approves initial LOGCAP task order implementation, and funds the LOGCAP program office through the LOGCAP management evaluation package.
- Requiring activities and designated supported units include LOGCAP into staff training and exercises, incorporate LOGCAP into the overall OCS planning effort, and determine and validate specific LOGCAP requirements. They develop and submit initial LOGCAP requests, assist in LOGCAP task order quality surveillance and contractor management oversight, and provide any inherently governmental task support (such as accountable officers) not provided through contract administration services (CAS) support.
- AFSBs provide oversight, less program management and technical direction of LOGCAP forward LCPs, logistics management specialists, and LOGCAP support officers when deployed.
- The Army Contracting Command provides LOGCAP contract actions (pre-award, award, and post award) and contracting support via its Rock Island Arsenal Contracting Center. It also provides CAS through its contracting support brigade (CSB) and subordinate units, augmented by Defense Contract Management Agency personnel in major operations when funded by overseas contingency operations funds.
- CSBs provide CAS support to include delegated contract administration tasks, quality assurance oversight, and property administration. The CSB may coordinate additional CAS from the Defense Contract Management Agency.
- The Army force engineer staff, in coordination with the Department of Defense (DOD)-designated military construction agent (most often the Army Corps of Engineers, but in some cases could be United States Navy Facilities Command), plans for construction and facility maintenance requirements in accordance with combatant command-designated construction standards and other operational factors. The senior Army engineer staff is also responsible to plan and coordinate

general engineer-related quality surveillance support in the form of technically qualified contracting officer's representatives (CORs) or technical inspectors as appropriate for any LOGCAP-related construction or facility maintenance actions. For more information about general engineering technical support to the force and designated military construction agents by geographic region, see JP 3-34, FM 3-34, and Department of Defense directive (DODD) 4270.05.

- Defense Contract Audit Agency provides general and deliberate audit services for the program.

LOGCAP PERFORMANCE CONTRACTORS

1-15. Performance contractors perform logistics services based on mission-specific task order requirements. Each of these performance contractors generally provides logistics and other support services via a mission-focused task order for a designated geographical region or operational area. These LOGCAP prime performance contractors act as the single point of accountability for access to subcontractor support at all tiers. Additionally, the prime performance contractor, when requested by the LOGCAP forward LCP through the administrative contracting officer (ACO) direction, can support major OCS planning and training venues at the theater Army and combatant command levels.

LOGCAP FORWARD

1-16. The Army has a deployable LCP capability placed into the area of operation known as LOGCAP Forward. LOGCAP Forward is an ad hoc United States Army Materiel Command organization comprised of the LOGCAP deputy program director, the deputy program director supporting staff, and various numbers of LOGCAP support brigade (LSB) Soldiers. Mission variables drive the actual size and composition of LOGCAP Forward. LOGCAP Forward also provides the requiring activity staff with augmentation support via its deployed LOGCAP support officer from the LSB. While there is no official LCP rule of allocation, one Senior LCP and a two-Soldier team (may be larger in some cases) will normally provide direct support to the higher-level command having major LOGCAP-related requiring activity responsibilities such as corps, divisions, theater sustainment commands, expeditionary sustainment commands, sustainment brigades, and engineer brigades. Figure 1-2 on page 1-6 depicts the LOGCAP Forward organization and supporting organizations.

1-17. A deployed LOGCAP Forward attaches to the AFSB in support of major LOGCAP execution support. In this command and support arrangement, the AFSB commander (in direct coordination with the deployed deputy program director) is responsible to set the LOGCAP Forward priorities of work, place LOGCAP Forward members on the battlefield, and re-task organize the LOGCAP Forward as required. The AFSB is also responsible to provide or arrange for LOGCAP Forward administrative and logistics support. See ATP 4-98 for more information on AFSB organization and operations.

Note: While the supporting AFSB has command authority over an attached LOGCAP Forward, the LOGCAP director provides technical guidance and program management oversight through the deployed deputy program director.

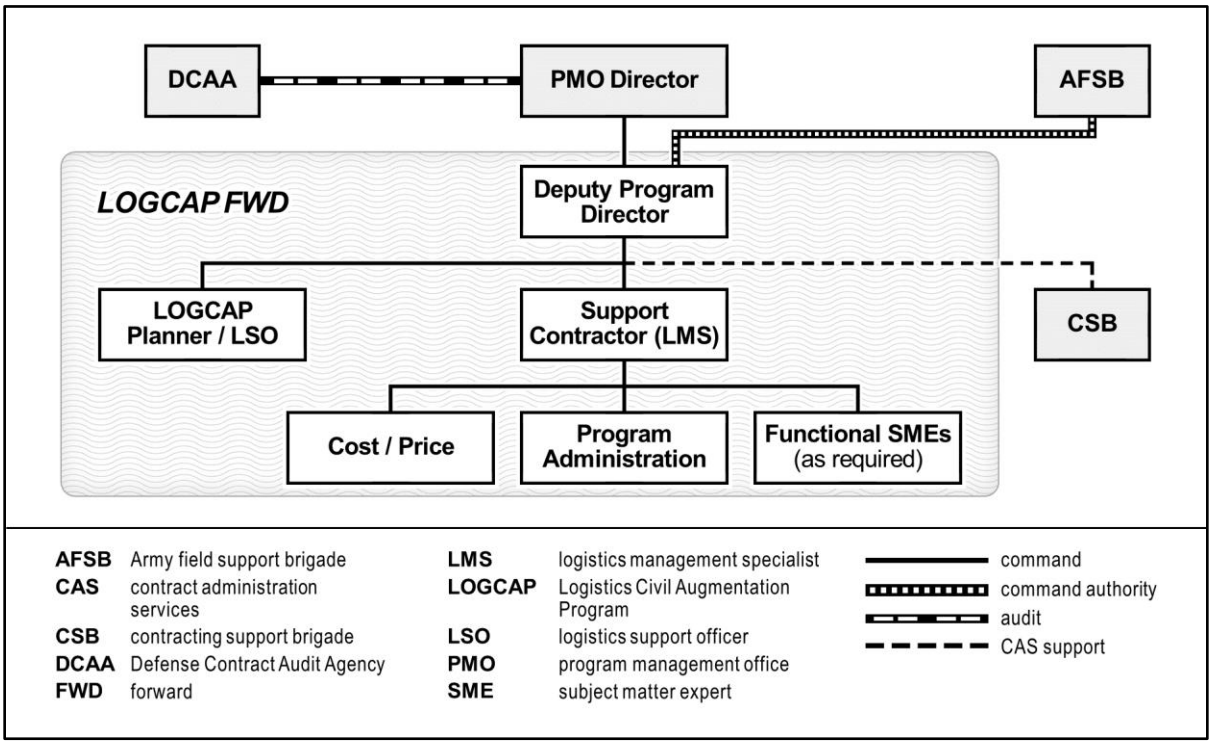


Figure 1-2. LOGCAP Forward Organization and Supporting Organizations

Chapter 2

Planning and Requesting Support

Theater and field armies are responsible to incorporate LOGCAP sustainment services into the combatant commander's Annex W, OCS plan, and other related portions of OPLANs and orders as prescribed in AR 715-9. Staff planners at these operational-level units, along with their supporting sustainment and engineer commands, must actively involve CSB and LCPs early in the planning process to develop a responsive approach and identify potential commercial sources of support. This chapter discusses planning principles; roles, responsibilities, and relations; determining LOGCAP as a source of support; planning for LOGCAP specific support; and requesting LOGCAP support.

PLANNING PRINCIPLES

2-1. Integrate LOGCAP as part of the OCS planning effort. OCS planners work in close coordination with both the supported command and aligned CSB responsible for providing CAS.

2-2. LOGCAP exists as an option for support alongside organic support, host-nation support, theater support contracts, and other external support contracts.

2-3. The availability of in-theater commercial services does not predicate the use of LOGCAP support. While LOGCAP performance contractors may utilize local labor and equipment, they are fully capable of bringing these capabilities from outside of the operational area.

2-4. All types and phases of operations may use LOGCAP. However, it is particularly suited as a source of support for early entry operations where there are limited locally available commercial support capabilities and where the commander will not readily accept significant risk that may come with other contracted support options.

2-5. Using LOGCAP can extend operations, but the overall OCS plan should include stipulations to review LOGCAP task orders on a designated timeline to determine if there are more appropriate contract venues or other sources of support for all or parts of the task order.

2-6. Operational commanders determine LOGCAP usage based on best value. If chosen as a source of support, LOGCAP-specific guidance must be included in the appropriate Annex W.

2-7. LOGCAP can be for any non-inherently government sustainment service but will not be used as a source of supply as per Army policy (see AR 700-137 for limitations).

ROLES, RESPONSIBILITIES, AND RELATIONSHIPS

2-8. LOGCAP is a team effort that involves personnel at each echelon of command and responsibility. Commanders must ensure active involvement of key OCS players throughout all phases of operational planning to enable activation and vetting of LOGCAP equities in a timely manner.

ROLE OF THE COMBATANT COMMANDER AND SUBORDINATE JOINT FORCE COMMANDER

2-9. As outlined in JP 4-10, OCS planning begins with the supported combatant commander's operational planning. The combatant commander's OCS integration cell, also called OCSIC, develops and promulgates the overarching joint OCS planning guidance. Overarching combatant commander and subordinate joint

force command OCS planning tasks, all potentially related to LOGCAP-specific planning, include the following:

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

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

ROLE OF THE FORWARD LOGCAP PLANNER

2-11. Forward LCPs embed with selected AFSBs in support of aligned theater Armies, field armies, and their supporting senior sustainment commands. These individuals, whether DA Civilians or LOGCAP support contractor employees, provide direct assistance in the theater strategic, and operational-level OCS planning and associated Annex W development efforts. To supplement the theater Army and field army-aligned forward planners, the LOGCAP PMO has positioned LOGCAP Forward LCPs at the combatant commander. The combatant command-level forward planners participate directly in the supported command's OCS planning effort. However, they will coordinate any LOGCAP specific planning actions with the appropriate theater or field army-level forward operators as appropriate. Since LOGCAP remains an Army program, actions that involve any formal request to use LOGCAP route through the theater or field army-aligned forward LCP to ensure theater or field army awareness and concurrence of this request before forwarding to HQDA G-4 for approval.

PERFORMANCE CONTRACTOR PLANNING ASSISTANCE

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

ROLE OF THE SUPPORTING CONTRACT SUPPORT BRIGADE

2-13. ATP 4-71 identifies the CSB commander as the senior contracting support advisor to theater Army, field army, and corps headquarters on contracting support matters. As such, it is imperative that the CSB's contracting support operations planners are actively involved in all OCS planning efforts, including LOGCAP. The CSB accomplishes all supporting planning tasks related to LOGCAP in direct coordination with the forward LCP. These include—

- Providing input to any decision relative to the determination of the best value source of support, to include assessments on capabilities and risks of theater support contracting capabilities and related in-theater commercial capabilities.

- Determining CAS requirements (and any augmentation requirements), including ACO, quality assurance representative (QAR) and property administration requirements.
- Reviewing and providing input to requiring activity and supported unit contracting officer representative plans.
- Assisting in LOGCAP planning for transition to a new or existing task order or termination of existing task order support.

ROLE OF THE REQUIRING ACTIVITY

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

- Incorporating LOGCAP into the overall logistics and OCS planning effort, including the COR plan and contracted support synchronization matrix (for example, the requirement for CAAF).
- Determining what initial services are required and funding procedures.
- Creating fiduciary accounts in Global Combat Support System-Army (GCSS-Army) (requiring activity's Property Book Officer (PBO) for contractors that have government-furnished property (GFP).
- Nominating and beginning available training of subject matter expert CORs to monitor and evaluate the performance contractor's performance of activated services.
- Assigning personnel to serve as the trusted agent security manager and trusted agent and ensuring they complete training as referenced in the Trusted Associate Sponsorship System (TASS) standard operating procedure.
- Determining if there will be an Army-specific requirements review process in addition to a joint force command-related process.
- Verifying combatant command-specific facilities construction and facilities maintenance standards (expeditionary, temporary, and semi-permanent).
- Preparing and submitting the initial LOGCAP request to HQDA G-4 when required.
- Determining what GFP and government-furnished services will be provided to the selected performance contractor.
- Planning for and promulgating LOGCAP transition and termination guidance when appropriate.
- Submitting the request for forces for LSB support (in conjunction with PMO requirement) as required.

DETERMINING LOGCAP AS A SOURCE OF SUPPORT

2-15. Both policy and doctrine identify that LOGCAP can support a commander's logistic mission, depending on mission variables. While not applicable to all operations, LOGCAP operational planning efforts are in Annex W of the operations plan when chosen as a source of support or when identified as risk mitigation against logistics mission failure. See AR 700-137 for policy guidance on the LOGCAP pre-decisional process.

2-16. LOGCAP task orders, like mission-specific theater support and other external support contracts, derive from the overall sustainment and related OCS planning process. During planning, the combatant commander and associated theater Army and field army planners should address key related planning questions including the following:

- Is the service required inherently governmental, or can only Army personnel (Active and Reserve Component) safely accomplish the task?

- Are the requisite number and types of support units ready and available to meet the requirement? If so, can the unit arrive in the area of operation when needed? How will reserve call-up timelines affect this availability?
- What funding is available per appropriation (military construction [MILCON]); other procurement, Army; operational and maintenance, Army)?
- Will it be difficult to deploy support forces to meet requirements in a major regional contingency? If so, will this difficulty result in an unacceptable risk to meeting national strategic objectives?
- How much risk is the operational command willing to accept when using an OCS option? If the answer is zero risk, the option would be limited to United States military structure. If the answer is low risk, then LOGCAP may be a preferred OCS option.
- Are there better value alternatives to provide the required level of support? Best value means the expected outcome of an acquisition that, in the government's estimation, provides the greatest overall benefit in response to the requirement.

Note: Best value is not synonymous with less expensive.

- Is the economic environment in theater capable of supporting and sustaining the force through multiple theater support contracts with local vendors?

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

- Time, including the time to properly prepare and plan requirements, aggravates the delays in sourcing decisions. An example would be LOGCAP used as a contracted solution of last resort after months of planning spent unproductively pursuing other contract support approaches. As a result, requirements definition was less precise and the schedule shortened, resulting in higher costs.
- Risk, including risk shifting from government to contractor, is a significant cost-driver. Poorly defined requirements, inappropriate contract types, and constricted schedules increase contractor risk and drive costs.
- Turbulence (or change) is an inherent feature of operational environments. Analyzing changing requirements before execution ensures the benefits justify the cost. Multiple contracts in the same operational area can drive cost by reducing efficiency and creating competition for scarce goods and services.

2-18. Modern military operations are largely joint endeavors and often employ a whole of government approach that may involve other government agencies. Integrating multiple sets of requirements, mission sets, and concepts of operations in these types of operations can be challenging for commanders and their staffs. LOGCAP's integrated planning and execution approach is well suited to support these types of complex operations. See Appendix B for specific guidance on planning and requesting LOGCAP support for non-Army organizations.

PLANNING FOR LOGCAP-SPECIFIC SUPPORT

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

- Who will receive LOGCAP services?
- Will every supported unit and agency receive the full menu of LOGCAP services, or will services come from multiple support sources?
- What criteria determines LOGCAP use at each site?
- What planning factors or workload information is available?
- Will the contractor receive GFP or government-furnished services?
- What are the CAS requirements, to include the COR plan, QAR, property administration, and materiel receiving official responsibilities?

- Is LOGCAP currently providing services within the area of operation or will another task order be required?
- Will LOGCAP services transition from the supported unit or another contract(s)?
- Do the scope and boundaries of the task order allow for anticipated future expansion?
- Are there secure ground and air communications for contractor use?
- Is force protection in place for contractor security?
- Will contractors expect to self-deploy, or are they included in the time-phased force deployment flow?
- Will contractors reside within the base camp footprint, have space for a main camp outside the base camp footprint, or reside on the local economy?

2-20. OCS support operations planners must backwards plan to accommodate the time needed for the LOGCAP performance contractor to ramp up operational capability to be able to perform services. Backwards planning is the development of milestones laid out in reverse chronological order, beginning with the projected date the contractor will be required to provide services. LOGCAP is not a standby service, the contractor must open subcontracts to competition (includes bidding, hiring, and training personnel, and leasing or buying and transporting equipment). Planning and accommodating for visas are country-specific issues. Recent experience indicates that, depending on the complexity and scope of the requirement, it may take up to 180 days from contract award (initial operational capability) for the contractor to ramp up to full operational capability in the case of a new, large-scale task order.

Note: In this context, full operational capability is a contract term and does not necessarily relate to the provision of baseline services; it refers to meeting the full performance requirements of the task order of service at the specified location.

2-21. LOGCAP's ability to reach full performance depends on the type of performance requirement and its complexity and scope. Until the contractor is at full performance, the military must plan for and be capable of providing services using organic assets. Delays in the contractor's ability to reach full performance can occur if commanders shift priorities, change requirements, or if government-provided force protection or security is not available. These delays are government delays, not contractor delays, based on contract language. Effective planning and early coordination can significantly mitigate delayed support, often placing contractor personnel on ground concurrently with military deployment and hastening the achievement of full operational capability.

CONTRACTOR PERSONNEL AND EQUIPMENT

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

PLANNING FOR DEPLOYMENT OF LOGCAP PERSONNEL

2-23. LOGCAP contractor employees (except local national hires) are CAAF and require integration into force protection and security, billeting, life support, legal jurisdiction, and Army Health System support plans. Army policy dictates that non-local national LOGCAP employees must go through a replacement center-like process, such as a continental United States Replacement Center. Army policy refers to contractor self-certification as non-military individual replacement deployment operations. In some cases, combatant commands subordinate commanders may designate mission-essential local national contractor employees (for example, interpreters) as CAAF personnel. LOGCAP performance contractors' self-certification authority must coordinate with the LOGCAP PMO (with consent of the PCO) through HQDA G-4. If it

appears to be in the best interest of the Army, the G-4 will staff this request through the assistant chief of staff, personnel (known as the G-1) for assistant chief of staff, operations, and plans (known as G-3/5/7) approval. LOGCAP performance contractor self-certification of deploying CAAF employees is required to meet or exceed the established continental United States replacement center standards. See AR 715-9 for further information on CAAF personnel accountability.

PLANNING FOR CONTRACTOR EQUIPMENT

2-24. LOGCAP-related equipment items include class VII GFP; contractor-acquired, government-owned (CAGO) equipment; and contractor-owned, contractor-operated (COCO) equipment. Planning for the use of GFP and CAGO is vitally important in the initial LOGCAP planning effort. Planning for COCO is less important in the initial planning process, but it may be important in force drawdown planning for major operations. The following is a summary of LOGCAP-related equipment considerations.

Government-Furnished Property

2-25. GFP includes Service component-provided, government-issue Class VII items. The combatant command can authorize GFP to the contractor prior to deployment into the operational area or as theater-provided equipment issued to the contractor in the operational area. The advantages of GFP include possibly accelerating LOGCAP support timelines and reducing costs by alleviating potential overhead and fee costs for CAGO. GFP also allows the government to leverage the sunk costs of existing organic equipment, existing supply chains, and equipment interoperability. Disadvantages of using GFP include the risk that use of non-optimal equipment or lower quality standards could lead to contract failure or additional transportation costs if replacement equipment is not available in the operational area. Decisions related to GFP issue, maintenance, accountability, and return to stock are made during the planning process. The theater Army, the LOGCAP PMO, and the HQDA G-4 strategically coordinate GFP issue. The final decision comes from the HQDA Deputy Chief of Staff, Operations. The Army organization providing the equipment and the LOGCAP PCO are responsible for issuing GFP. See AR 735-5 for further information.

Contractor-Acquired, Government-Owned Equipment

2-26. CAGO (referred to as contractor-acquired property in FAR Subpart 45) is equipment acquired by the contractor (normally in a cost reimbursement contract) for the performance of the contracted service that becomes the property of the government. Like GFP, CAGO accountability and disposition is the responsibility of the requiring activity and applicable contracting officer. Most LOGCAP-related equipment falls into this category. It is important to understand that CAGO leases or purchases can sometimes require a long lead time, regardless of the procurement location. Some equipment, such as fire engines and specialized crash-fire-rescue equipment, large fleets of line-haul and fuel trucks, or rough-terrain cargo handlers may require up to a year for delivery. Such vehicles may not be available to meet short military timelines through commercial sources. LOGCAP performance contractors will most often lease equipment because LOGCAP uses operations and maintenance funds rather than other procurement authority funds. Budget planning should consider multiyear operations for procurement funds to replace leased equipment with purchased equipment. Leased equipment can be a source of significant cost during retrograde because it often requires restoration to a rent-ready condition and shipment back to point of origin.

Note: LOGCAP task orders, like all contracted support, get their funding through the appropriate funding authorities. Therefore, funding authorities should closely monitor functions like procurement of end items and construction.

Contractor-Owned, Contractor-Operated Equipment

2-27. COCO equipment consists of items acquired by and owned by the contractor for use in the performance of the contracted service. A very important difference between COCO equipment and the other two categories of contractor equipment is the government has no legal authority over this contractor-owned equipment. Additionally, the contract company, not the government, is responsible for COCO equipment disposition and any costs associated with the transport of this equipment in, around, and out of the operational area. COCO

equipment is normally associated with fixed-price contracts, but LOGCAP performance contractors and their sub-contractors will often use at least a limited amount of COCO equipment in the performance of their services. Individual protection for chemical, biological, radiological, and nuclear environments may be required, including protective suits and protective masks. This could be contractor-acquired equipment, but this equipment (for example, filters) may not be compatible with government equipment. If government equipment is not provided, the contractor should be required to have second and potentially third sets of equipment on hand in case of contamination or wear out.

Individual Protective Equipment

2-28. Individual protection equipment includes such items as integrated body armor; ballistic head protection; and chemical, biological, radiological, and nuclear defense. While often specific to the operation, individual protective equipment may come from GFP or be acquired by the contractor. Contractor-acquired equipment may not be available in sufficient commercial quantities and may not meet proper government specifications. If the government does not provide this equipment and commercial assets are not available, this shortage may limit the contractor's ability to mobilize rapidly and execute operations forward in some higher threat level operations.

DEPLOYMENT OPTIONS

2-29. LOGCAP performance contractors will arrange strategic transportation using the Defense Transportation System in accordance with FAR 47.301-3. Using Defense Transportation System, tactical transportation will be arranged through the cognizant theater command. The PMO, utilizing the forward LCPs or designated operations directorate staff, would be directly involved in planning, and coordinating this deployment technique. Prioritizing LOGCAP performance contractor travel in theater is crucial to timely execution of support. The contractor should be prioritized the same as a uniformed sustainer to ensure critical support can be provided where and when needed.

REQUESTING LOGCAP SUPPORT

2-30. As described above, the LOGCAP task order requiring activity (normally a theater or field army headquarters) identifies support requirements and determines that LOGCAP is the appropriate means for support through the joint and Army OCS planning processes. Once it is determined that LOGCAP is the proper contract support solution, the requiring activity commander will submit a request memo for this support through the United States Army Materiel Command's PMO to HQDA G–4. The formats for the memorandums for support and sample request letters are in AR 700-137. The memorandums will generally provide the following information:

- The request for support contains the justification and description of the mission, allocated organic force gaps, summary of analysis on why LOGCAP support is required, and mission criticality of these services.
- Identification of types of forces supported (for example, United States military forces, federal government agencies, alliance or coalition forces, or host-nation forces).
- Basic description of requested LOGCAP services including locations, date required, expected duration, and general scale of the services.
- Source and availability of funding for task order at startup.
- Security and force protection arrangements.
- The requiring activity acknowledges it is responsible to supply COR nominations for LOGCAP contract task orders to the ACO.

2-31. The supporting forward LCP or other designated PMO representative integrates with the sustainment planning effort early on. This individual will assist the requiring activity with incorporating its requirements into the LOGCAP PWS. Additionally, they must validate assumptions and incorporate the anticipated workload. LOGCAP will develop the IGE and ensure all needed tasks are in the acquisition ready support package. Mission variables determine the level of detail in these supporting documents.

2-32. The elements of the PWS and associated technical exhibits provide the mechanisms for shaping sustainment. Those key elements include—

- **Performance Work Statement**. The PWS establishes contractor requirements to provide the specific services in support of specific missions or forces. There is a standardized LOGCAP PWS for select logistic functions. Follow standard Army doctrine and policy related to these functions where applicable. Only the PMO can make changes to the PWS.
- **Technical Exhibit A.1, Service Matrix**. A key component of any LOGCAP task order is the required service matrix. This matrix provides the PWS menu of available services and indicates active service requirements by location as determined by the requiring activity. The matrix is achieved by filtering the data package for the A.1 and H.2 tabs of the technical data package (TDP) or pulling a pivot table from that data package for A.1 and H.2, which lists each LOGCAP service by PWS element down the left of the table and site names across the top of the table. The service matrix technical exhibit provides shareholders a simple and flexible method of identifying the services provided at a site and the services or sites added or eliminated via the change management process as outlined in appendix C.
- **Data Package for A.1 & H.2**. This package further refines the requirements for each service by consolidating the Technical Exhibit A.1 service matrix (above), Technical Exhibit H.2 (below), and the associated workload for each required service. The workload data consists of estimated quantities and helps to shape the size, scope, and level of effort of the requirements.
- **Technical Exhibit F, Contract Data Requirements List (CDRL)**. The contractor is required to provide the CDRL within the technical exhibit to the government under the terms of the LOGCAP task order. This technical exhibit lists the required reports, submitted POCs, and the submission frequency.
- **Technical Exhibit H.1, Performance Requirements Summary**. This technical exhibit identifies the PWS requirement or service and the objective and threshold performance standards of the requirement. The contractor is required to meet the minimum performance standard expected as if an Army unit provided the support. The performance requirements summary is required for performance-based contracts and forms the basis for developing the surveillance plan.
- **Technical Exhibit H.2, Performance Requirements Summary Supplement**. This technical exhibit provides supplements and exceptions to the performance requirements summary technical exhibit. If there is no guidance in the H.2 document, then no supplemental requirement exists.
- **Technical Exhibit I, Reference Documents.** This is a list of applicable publications to which both the contractor and the government will adhere. The contractor is required to maintain an updated library with all necessary publications listed within this technical exhibit. This document list provides the contractor a reference and should not be construed as a comprehensive list of applicable guidance or standards of performance. The list does not normally contain publications that are regionally specific, so combatant commander or theater-specific guidance can be place in the Technical Exhibit H.2 to supplement the publication list.
- **Technical Exhibit K, Augmentation Table**. This technical exhibit provides additional information in support of augmented services. When used, this list will identify services, sites, military occupational skill equivalencies, corresponding military grades, functions, and the quantity of personnel provided by the contractor to supplement unit capabilities in support of each augmented service.

Note 1: Units requesting LOGCAP support are not normally required to develop PWS for this support because LOGCAP services are in a PWS standardized to Army sustainment doctrine and policy. The requiring activity's role in this process is to ensure that all the required LOGCAP services are turned on to the proper level of support (types, quantities, hours of operation) and any parts of these standard services that will be provided by other means (through military means or other contract) are not turned on.

Note 2: Other Services, United States federal agencies, and allied and coalition partners may request LOGCAP support. See Appendix B for additional information regarding LOGCAP support to other than Army forces.

2-33. Once the requiring activity requests LOGCAP support and HQDA G-4 approves the use of LOGCAP, the forward LCP (or other designated LCP) will help the requiring activity develop an acquisition-ready procurement request. As part of this process, the requiring activity must identify any theater-specific guidance or policies for incorporation. For instance, most joint force commands have derivative policies on environmental issues, reporting requirements, or standards of support. The requiring activity should coordinate with the appropriate OCS integration cell to determine and properly incorporate theater-specific guidance or policies. Those policies, once identified and provided, incorporate into the LOGCAP support approach. The requiring activity will review the final support approach to ensure and capture all requirements. The requiring activity then has sufficient information to develop review board supporting documents and champion those documents in the review board process. Submission of a complete acquisition-ready procurement request initiates the PCO's procurement approach to meeting the requested support requirements.

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Chapter 3
Execution

LOGCAP executes support through interaction of the requiring activity and forward LCPs, or in the event of a new task order, the LOGCAP PMO. Support execution requires a thorough understanding of requirements and sufficient time to execute the acquisition strategy unless an existing task order exists in the area of operation. See appendix C, Change Management Process for additional information. Commanders must understand the risk management functions inherent to contracted support when developing a comprehensive execution plan for LOGCAP as part of their overall OCS plan. This chapter discusses general consideration and responsibility; task order types; government-owned property administration consideration; discontinuing or transitioning LOGCAP services; and contractor management overview.

GENERAL CONSIDERATIONS AND RESPONSIBILITY OVERVIEW

3-1. LOGCAP task order execution is a team effort involving the PMO, the contracting officer, the requiring activity, and the CSB. In the case of LOGCAP, logisticians in the PMO and forward LCPs sharpen the focus of requirements definition and leverage programmatic efforts throughout the lifecycle of contract support. While the scope and scale of LOGCAP-provided services can greatly exceed other types of contracted support in major operations, execution of LOGCAP support differs from the process captured in ATP 4-10 because it involves a broader teaming effort that includes the PMO, forward LCPs, and CSB. It can also include enhanced military construction agent and theater engineer staff involvement. Finally, there can be a significant difference in the reliability and quality of LOGCAP-provided services executed by a proven LOGCAP performance contractor versus a possibly unproven local national commercial firm hired through a theater support contract. This is particularly true when services involve technical skills that require adherence to military doctrine or policy. In either case, the government still has a legal requirement to perform surveillance on the execution of provided services. The text below provides an overview of the basic LOGCAP task order execution responsibilities of all organizations involved in this process.

LOGCAP PROGRAM MANAGEMENT OFFICE

3-2. LOGCAP PMO responsibilities include—

- Monitoring in-theater LOGCAP execution through direct oversight of deployed LOGCAP Forward personnel.
- Coordinating any issues requiring LOGCAP PCO, ASC headquarters, HQDA G-4, or other national strategic-level organizations.
- Providing reach-back capability to deployed forward personnel.
- Collecting and analyzing LOGCAP performance data and incorporating it into quality assurance and continuous improvement.
- Developing initial task order requirements into an acquisition-ready request in conjunction with Army Contracting Command-Rock Island (ACC-RI).
- Updating PWS language and documents to ensure they are current with doctrine.
- Supporting the forward personnel with the development of cost estimates for standard services as required and determined by the estimate determination review of the letter of justification.
- Managing cost, schedule, performance, and sustainability issues at the program (theater strategic) level.

LOGCAP FORWARD

3-3. LOGCAP Forward responsibilities include—

- Providing forward visibility of overall LOGCAP service performance for the PMO.
- Assisting requiring activities and designated supported units with LOGCAP execution tasks to include modifying, transitioning, or terminating existing LOGCAP services.
- Preparing project-planning requests or project estimate requests based on new requirements and PMO determinations, which are submitted to ACO for concurrence, approval, and issuance.
- Monitoring changes to the overall surveillance plans for LOGCAP task orders in close coordination with the supporting CSB.
- Scheduling and leading technical evaluations of contractor project proposal estimates and contractor proposals with requiring activity, contractor, COR, and any other subject matter expert personnel determined necessary to ensure the approach is feasible and adequate.
- Managing cost, schedule, performance, and sustainability issues at the program (tactical) level.
- Implementing, coordinating, and conducting quarterly performance management reviews (PMRs) for LOGCAP performance task orders during the period of performance.

SUPPORTING CONTRACTING SUPPORT BRIGADE

3-4. The supporting CSB responsibilities include—

- Performing CAS, including COR appointments as directed by the PCO.
- The ACO issues letters of technical direction (LOTD) or change orders, depending on authority and thresholds granted by the PCO.
- The ACO solicits contractor performance feedback from the requiring activity or supported unit through CORs and questionnaires.
- Reporting any issues with cost, performance, or schedule to the PCO and PMO.
- Assisting in any LOGCAP-related execution planning, to include any potential transitions and terminations of existing LOGCAP services.
- Coordinating with the combatant commander, subordinate joint force commander, or deployed Army force commander to incorporate LOGCAP-specific matters in execution planning (to include any termination and transition actions).
- Publishing guidance related to changing the use of LOGCAP services via Annex W fragmentary orders or other official correspondence as required.
- Incorporating LOGCAP service change requests into any requirements review board processes.
- Properly safeguarding contractor proprietary information.
- Incorporating LOGCAP training into organizational training plans.
- Providing the LOGCAP PMO with combatant commander or theater-level guidance related to LOGCAP services.
- Providing input to and participating in PMRs as requested by the AFSB senior LCP.

REQUIRING ACTIVITY

3-5. Requiring activity responsibilities include—

- Monitoring contractor performance and issues related to cost and schedule through designated supported units.
- Preparing and submitting requests for changes to existing LOGCAP services, ensuring these requests are properly coordinated through existing Army and joint force command requirements review boards.
- Nominating CORs, monitoring subordinate unit COR programs, and taking corrective actions as necessary to ensure there is adequate task order surveillance.
- Closely assessing and coordinating any termination or transition of LOGCAP support.

- Assigning personnel to serve as trusted agent security managers, trusted agents, and ensuring they complete training as referenced in the TASS standard operating procedure.
- Providing input to and participating in PMRs as requested by the AFSB senior LCP.
- Coordinate funding with the servicing resource management office that provides appropriate funding/line of accounting for needed or specified services.

DESIGNATED SUPPORTED UNIT

3-6. Designated supported unit responsibilities include—

- Nominating enough trained CORs to conduct task order surveillance.
- Analyzing and reporting issues related to cost, schedule, or performance to the ACO, requiring activity, forward LCP, and PMO through their appointed CORs.
- Ensuring assigned personnel understand the difference between command authority and contracting authority, and that only a warranted contracting officer may direct the contractor.
- Assisting the requiring activity in LOGCAP change requests, transition, and termination actions.
- Providing support to contractor personnel and their equipment as directed.
- Integrating contractor personnel into local force protection and security plans.
- Providing input to and participating in PMRs as requested by the AFSB senior LOGCAP professional.

PERFORMANCE CONTRACTOR

3-7. Performance contractor responsibilities include—

- Evaluating project-planning requests and submitting project-planning estimates for services requested.
- Conducting or attending pre-deployment training and preparation for deploying personnel in accordance with the terms and conditions of the contract and any operation-specific guidance.
- Inputting and maintaining up-to-date contractor personnel information into the Synchronized Predeployment and Operational Tracker Enterprise Suite (also called SPOT-ES) database.
- Managing subcontractors, ensuring they understand and adhere to supported command regulations, policies, and procedures as well as terms and conditions of the contract.
- Faithfully executing the conditions of the contract and balancing cost, schedule, and performance to provide the best value.
- Safeguarding government property in contractor possession and reporting conditions, events, and circumstances that threaten the commander's mission or operation.
- Accurately reporting information as directed through the Tech Exhibit F CDRL.
- Participating in all quarterly PMRs as scheduled by the AFSB senior LCP.
- Taking direction only from the contracting officer with requisite task order responsibility.

3-8. The requiring activity maintains overall visibility of the LOGCAP task order execution, to include COR support. The designated supported units provide the on-the-ground CORs. These supported unit COR appointments are often from sustainment and general engineer units supporting the CSB ACO to execute their oversight mission, which is generally limited to a specific service or contract functional area. The CSB provides QARs, and property administrators monitor the COR execution of duties. The CORs have comprehensive checklists to assist them in their functions. The LOGCAP requiring activity's OCS staff, often augmented by LCPs in major operations, works closely with the CSB CAS staff. This includes the designated ACOs, QARs, and property administrators. The requiring activity will coordinate directly with the deployed forward LCP on various LOGCAP support matters that may require PMO involvement as needed. See ATP 4-71 for more information on CAS.

TASK ORDER TYPES

3-9. LOGCAP executes task order support via a cost-plus, fixed-fee contract, but can use other types when in the best interest of the government. For instance, firm fixed price types would not be recommended in

contingency operations, but individual locations or services within the task order can be firm fixed when circumstances warrant. Based on this type of contract, requiring activities, and designated supported units may be required to provide input to, or to participate in, contractor performance assessment and incentive venues. The PCO, in coordination with the LOGCAP PMO, uses assessments as the mechanism to provide formal feedback related to the LOGCAP performance contractors' performance. This feedback includes identifying strengths, areas for improvement, and areas of emphasis in a uniform, fair, and consistent manner. The applicable staff coordinates requiring activity and designated supported unit involvement in this performance assessment process.

MODIFYING EXISTING LOGCAP SERVICES

3-10. Requiring activities and supported units often need to make changes to the approved scope of work or turn service on or off based on changes to mission requirements. Appendix C provides detailed discussion of the change management process for LOGCAP task orders.

SERVICE ORDER REQUESTS

3-11. The designated unit facility manager requests routine, urgent, or emergency operations using a service order request. Service order requests can also be used for maintenance services performed by a LOGCAP performance contractor (or sub-contractor) for facilities identified in the LOGCAP supported facility maintenance density list. LOGCAP-provided maintenance includes work that requires preserving and maintaining real property facilities in a mission-ready condition. Facility maintenance also includes preventative maintenance, including maintenance on facility components such as heating, venting, and cooling systems. Use a service order for expected costs in the task order that include scheduled, anticipated, and unscheduled work.

3-12. Unit facility managers submit their service order requests directly to the designated LOGCAP performance contractor representative. These service order requests are for non-mission capable facility components and other discrepancies within their facilities. This process should not require any LOGCAP Forward involvement unless the supported unit is finding problems with the submission process. All work related to LOGCAP-maintained facilities is captured in the master schedule of work, also called MSOW. The performance contractor uses this document to synchronize LOGCAP work including planned maintenance, scheduled maintenance, and safety inspections in a specified site (base). The master schedule of work is also a deliverable item to the PMO, which uses it as a source of facilities maintenance-related metrics such as workload data.

3-13. In some cases, facility maintenance issues may either require submission of a change management process, LOTD, or change order via a service order request. Some questions to consider in determining which is the appropriate process to follow include—

- Is this facility or facility component currently on the master schedule of work? If not on the master schedule of work, the request must follow the appropriate change management process as described in Appendix C.
- Will this work fix or repair an existing facility component? If not, then follow the appropriate change management process as described in Appendix C.
- Will this work modify the material condition of the existing facility? If yes, then follow the appropriate change management process.
- Will this work be described as: install, upgrade, renovate, or rehabilitate, which implies new minor construction service? If yes, follow the appropriate change management process as described in Appendix C.

Examples of Appropriate Facility Requirements for the Service Order Request Process

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

- Heating, ventilation, and air conditioning unit malfunctions.
- Generator malfunctions.

- Leaking plumbing.
- Water heater and washing machine malfunctions.
- Electrical outlet malfunctions.
- Leaking roof.
- Door lock malfunctions.
- Renewal of disposable filters, painting, caulking, refastening loose siding, and sealing bituminous pavements.
- Painting done because of the repairs to facility or one of its components.

Examples of Inappropriate Facility Requirements for the Service Order Request Process

3-15. Examples of facility requirements which are inappropriate for the service order request process include, but are not limited to—

- Installing a new electrical or information technology outlet.
- Building or install a new shelf.
- Installing a cipher lock on door.
- Replacing government equipment with contractor-acquired property.
- Upgrading, modifying, renovating, or repurposing a room.
- Reconfiguring equipment with an automatic transfer switch, making multiple components operate as an individual unit.

GOVERNMENT-OWNED PROPERTY ADMINISTRATION CONSIDERATIONS

3-16. Both Army and DOD policy require property accountability of government-owned equipment to include both GFP and CAGO. GFP includes both government-supplied end items and personal protection equipment approved by the appropriate PCO. For contracts awarded under the FAR government property clause, accountability for GFP will transfer to the contracting office having jurisdiction over the contract. However, the property book office will create and maintain a GFP transfer listing in GCSS-Army, which will have authorization quantity and on-hand quantity on the property book for fiduciary reporting and asset visibility purposes. PBOs will release the government property to a contractor as GFP when directed through proper channels by the official having command responsibility over the property required by a contract. Use DD Form 1149 (*Requisition and Invoice/Shipping Document*), or DD Form 250 (*Material Inspection and Receiving Report*), or DD Form 1348–1A (*Issue Release/Receipt Document*) to transfer accountability of property provided to a contractor, following guidance found in AR 735-5 and AR 710-2. PBOs will use the transfer document to establish a fiduciary account (GFP asset listing) in GCSS-Army. This use of a fiduciary account will track visibility of GFP contractor equipment. Maintenance and accountability of issued GFP, to include the equipment sub-hand receipted to sub-contractors, is a performance contractor responsibility. The designated representative will notify the issuing property book officer upon contractor receipt, transfer, or disposal of any GFP during the life of the task order. Property issued or acquired by the contractor remains with the contractor until termination or completion of the contract, it is deemed excess to the contract, or is no longer usable for its intended purpose.

3-17. DOD policy requires property accountability through a contractor accountability system approved by a United States government contracting officer. Additionally, GFP accounting can be in both GCSS-Army and the contractor system, allowing the Army to monitor property under contractor control. A key factor for LOGCAP support is that each performance contractor has a pre-approved property accountability system via the LOGCAP contract award process. CAS provides for a government property administrator to ensure government proprietary interest for GFP in contractor possession. Department of Defense Instruction (DODI) 4161.02 provides additional information on government-owned contractor equipment.

DISCONTINUING OR TRANSITIONING FROM LOGCAP SERVICES

3-18. When operations end or when transitioning services to other entities (DOD, Department of State), the supported unit, with direct assistance from their higher command, LOGCAP Forward, and other staff members, will normally lead the planning and execution. Establishing an active collaborative OCS working group is key to the success of this process. At a minimum, representation from the following agencies and organizations should be at the working group: the requiring activity, the higher command OCS senior coordination activity (for example, the OCS integration cell), LOGCAP Forward, subordinate unit OCS activities, and the supporting CSB. The purpose of this working group is to—

- Share non-proprietary contract data and other related information.
- Determine any residual contract support requirements.
- Identify and resolve key matters, referring unresolved issues to the next higher level as required.
- Maintain operational awareness.
- Facilitate a collaborative strategy to ensure efficient and effective use of locally available commercial resources.
- Ensure there is proper legal review of the LOGCAP drawdown plan.

3-19. Immediately terminating contracted support could have serious operational and financial consequences. There is no drawdown timeline for fixed contract support. When planning a formal discontinuance or transition process, specific timelines must be established, tracked, and rigorously enforced. Coordination is key to ensuring critical services and supporting tasks do not lapse during transition. Table 3-1 depicts a general planning timeline for this process.

Table 3-1. Notional LOGCAP discontinuance/transition timeline

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

CAAF	contractors authorized to accompany the force	GFE	government-furnished equipment
CAGO	contractor-acquired government-owned	JOA	joint operations area
COCO	contractor-owned contractor-operated	T	transition date

3-20. The transitioning LOGCAP performance contractors do not have the authorization to train the new performance contractors. However, they should share information of local operations required for continuity. Performance contractors should communicate through their government contracting officers to safeguard proprietary information. Do not inadvertently task contractors with out-of-scope work during the transition to a new performance contractor.

PROPERTY DISPOSITION

3-21. Disposition of LOGCAP-related GFP and CAGO must be considered as early as possible in the overall LOGCAP drawdown plan. This plan must consider the performance contractor's requirement for this equipment to support the overall force drawdown and redeployment. While this decision involves supported combatant commander and theater Army planning input, final LOGCAP-related GFP and CAGO equipment disposition authority resides with HQDA G-4. Upon receipt of HQDA G-4 disposition instructions, the PCO designated property administration representative will notify the appropriate PBO regarding the receipt, transfer, or disposal of any GFP. Additionally, the performance contractor will then begin disposition of the CAGO equipment in accordance with HQDA G-4 published guidance.

Note: The United States government has no legal authority over COCO disposition. The supported theater Army or joint force command may require visibility over major LOGCAP performance contractor or sub-contractor COCO items. However, there may be situations where the command might require assistance transporting this equipment out of the operational area.

CONTRACTOR MANAGEMENT OVERVIEW

3-22. Joint and Army OCS contractor management involves the control, support, and integration of contractor personnel and their associated equipment. The force management plan is where the scope of LOGCAP support must fully integrate into joint and Army contracts and other related OPLANs. This includes OPORD annexes (for example, Appendix 2 to Annex W of the OPLAN or OPORD). Below are contractor management considerations for LOGCAP-unique personnel and equipment.

CONTRACTOR PERSONNEL

3-23. LOGCAP performance companies and their sub-contractors mostly hire a mix of United States citizens and third-country nationals. Authorization of a limited number of local national employees is possible if the security and force protection situation permits. In most operations, CAAF status may be given to LOGCAP personnel, whether United States citizens or third-country nationals employees. Therefore, these employees will be eligible for government-furnished support and be accountable in the DOD-directed contractor accountability system. LOGCAP performance contractor or sub-contractor planning for life support of LOGCAP employees is relatively simple. This is because LOGCAP is the primary external contract support for integration of base life support. LOGCAP performance contractors are generally well versed in contractor accountability policies and procedures, so obtaining accurate, contractor-entered synchronized predeployment and operational data may not present a major challenge. See ATP 4-10 for more information on contractor personnel-related matters.

FORCE PROTECTION AND SECURITY CONSIDERATIONS

3-24. The primary LOGCAP-unique force protection and security consideration relates to LOGCAP base contract stipulations. The United States government is responsible to provide force protection to LOGCAP performance contractors. AR 700-137 prohibits using LOGCAP as a source for armed private security services. See ATP 4-10 for more information on contractor-related force protection and security considerations.

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Chapter 4
Training and Exercises

Integration of LOGCAP-related matters into unit staff training and exercises is a critical enabler of effective LOGCAP support. These functions provide insight into capabilities, shape commander and staff expectations during early mission analysis for contract support, and result in efficient LOGCAP services execution. The LOGCAP PMO fully supports unit staff training and exercises through its embedded forward planners and additional LOGCAP personnel as required. When requested, the PMO will directly support exercises, especially those that validate, and shape plans to meet changing LOGCAP-related support strategies and capabilities. This chapter discusses LOGCAP training and exercise support capabilities and requesting training and exercise support.

LOGCAP TRAINING AND EXERCISE SUPPORT CAPABILITIES

4-1. The LOGCAP PMO provides mobile training teams and forward planners to assist in training personnel and participating in unit exercises. Commanders should leverage this PMO capability to the maximum extent possible to ensure continuity of support and prepare units and staffs for LOGCAP support in all operational phases. Exercises should involve both PMO training and exercise personnel, as well as performance contractor representatives to provide the most realistic experience possible. The LOGCAP PMO has the capability (with sufficient notification) to direct contractor representatives of the PMOs to attend and participate in exercises. This capability is both unique to LOGCAP and essential to providing commanders with practical application of the principles of LOGCAP support planning, development, and execution. Additionally, the ability for commanders and staffs to engage both the PMO and the contractor with variable conditions and hypothetical scenarios is invaluable for planning future operations.

REQUESTING TRAINING AND EXERCISE SUPPORT

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

[From:]

[Office Symbol] *[Date:]*

MEMORANDUM THRU

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

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

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

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

1. The *[Requesting Unit Name]* requests that the U.S. Army Sustainment Command (ASC) provide a Mobile Training Team to give LOGCAP training to *[Supported Unit]* at *[Location]*.
2. Justification: *[Short statement indicating why LOGCAP training is required]*.
3. Specific LOGCAP training requested: See Enclosure 1.
4. Requested Training Duration and Dates: *[The expected dates and length of this training will be coordinating with the U.S. Army Sustainment Command]*.
5. Point of contact for this memorandum is: [Name, office, phone number, and e-mail address].

AUTHORITY LINE:

[Signature]

Encl(s) *[Signature Block, with Office Title of Official]*

Page Break

Enclosure 1 *[Date]*

SUBJECT: U.S. Army Sustainment Command, LOGCAP Training Request

1. Where and when will the training be conducted?
   a. Location:
   b. Requested training dates:
2. Purpose and objective of the training?
3. Type of LOGCAP training?
4. Training schedule / battle rhythm?
5. Target audience?
6. Projected number of participants?
7. When is the LOGCAP representative required on-site for the training?
8. What senior leaders (Colonels and above, and senior mentors) are expected to participate/observe the training?
9. Who is the point of contact (name, phone number, e-mail address) for administrative and training coordination purposes?

SAMPLE

Figure 4-1. Sample Training Request Memorandum

Appendix A

LOGCAP Planning Checklist

1. Is the LOGCAP forward planner or other designated PMO representative involved in the general sustainment and OCS planning process?
2. Does the joint force command Annex W contain any specific LOGCAP-related guidance? How much risk is the joint force commander willing to accept in execution of contracted support? Has the CAAF been included in planning and procedures for deployment and redeployment to include the time-phased force and deployment data?
3. What is the threat environment? Has the expected effect of threat level on LOGCAP support been determined?
4. Has the supported force size (including joint, multinational, governmental, and coalition organizations) been determined? Will OCS provide support to other than Army forces? If so, has it been properly codified in combatant commander lead Service directives?
5. Is there a lead Service for contracting or contracting coordination identified by the combatant commander? If so, is it the aligned CSB?
6. Are the proper organizations or individuals (LSB, LOGCAP support officers, logistics management specialists forward, LCP, the CSB support operations planner, and staff engineer) involved in the overall OCS planning process?
7. Have all mission variables been properly considered to include urgency of the support requirement, troops available (Army, joint, multinational/acquisition and cross-servicing agreement military), security, and force protection factors?
8. Are there host-nation support considerations?
9. Have all sources of contracted support been considered (theater support contracts, Defense Logistics Agency prime vendor external support contracts) and properly evaluated to determine if any LOGCAP option is the best value to the government? Are there any services deemed inappropriate for local national commercial firms to provide (dining facility operations, construction and facility maintenance of United States force occupied structures)?
10. Have primary requiring activities and key supported units been identified?
11. What phase of the operation is LOGCAP support expected to begin?
12. Have all specified and implied LOGCAP requirements taken place or been identified?
13. Have the proposed locations for the supported force been identified?
14. Have you performed an analysis of mission variables (mission, enemy, terrain and weather, troops and support available, time available, civil considerations and informational considerations) and local conditions to determine the impact on support?
15. What SOFA or other diplomatic, international, or multinational agreements will be in effect? What impact will they have on LOGCAP support?
16. How will local customs, laws, taxes, or language barriers affect LOGCAP support?
17. Is there any joint force commander OCS-related counter-insurgency strategies in effect such as hiring local national firms first policies or directives? If so, how will these policies and directives affect LOGCAP provided support?
18. Have you identified the support requirements and shortfalls (including CAAF support requirements)?
19. Have you requested through the theater or field army to the HQDA G-4 to obtain approval to use LOGCAP? Has the HQDA G-4 given approval when required?
20. Has the task order requiring activity gained approval, validation, and funding for LOGCAP-specific requirements?
21. Do requirements meet the threshold for a requirements review board or other types of boards, such as a facilities utilization board? If yes, have you forwarded these packets for approval by the boards?
22. Has the requiring activity submitted and gained approval for a United States Army request for services contract?

23. Is there a need for the formation and deployment of a forward LCP? If so, is there a utilization plan from the LCP? In addition, did the requiring activity submit a request for forces to include LSB Soldiers?
24. Are there any CAS requirements? What is the ACO, QAR, and utilization plan for property administrator? Mission? Location?
25. Have you identified CORs for nomination and completed required training? Is there a plan to ensure proper technical qualifications of CORs overseeing high-risk technical service areas such as minor construction, facility maintenance, and dining facility services? If there are known shortages of technically qualified CORs, has a risk mitigation plan been identified (for example, hiring term civilian or contractor technical inspectors)?
26. Is there a plan to re-evaluate existing LOGCAP task orders over time?
27. Have CAAF been included in planning and procedures for deployment and redeployment to include the time-phased force and deployment data?

Appendix B

Planning and Requesting LOGCAP Direct Support to Other Than Army Forces

B-1. LOGCAP support execution for non-Army organizations is through combatant commander-directed, lead Service common-user logistics or base operating support integration tasks. In most operations, the Army is designated the lead Service responsible for this common support mission. In these combatant commander-directed support arrangements, the senior Army sustainment command coordinates the non-Army support that will often include LOGCAP-related services. In the execution of this common joint, multinational, or interagency support coordination task, the designated Army sustainment unit will coordinate directly with the supported Service, multinational, and host-nation military units and designated governmental agencies to determine the specifics of their requirements. It will then incorporate these requirements into its overall LOGCAP support as appropriate. In cases where there are no deployed sustainment units, this planning and coordination process will be executed by the operational HQDA G-4 staff.

B-2. Execution of most non-Army LOGCAP support is through combatant commander-directed lead Service arrangements. Direct LOGCAP support to other Services, multinational forces, and other governmental agencies can be authorized with proper planning and HQDA approval. For example, following the conclusion of Operation Iraqi Freedom, the Army continued LOGCAP for Department of State activities in Iraq for several years, even though there was no significant United States military presence in the country at that time. In these support arrangements, close coordination must occur between the appropriate combatant commander, theater Army, LOGCAP PMO, and supported organization to ensure that these non-Army lead Service support arrangements are planned to include funding; type, scope, location, and start/stop time of services; and quality surveillance procedures.

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

B-4. Requesting LOGCAP support to other than Army forces begins with the same process and request letter covered in chapter 2 of this publication. In accordance with FAR subpart 17.502-2 and DODI 4000.19, these requests must include an economy act determination and findings outline (see Figure B-1 on page B-2) unless a memorandum of agreement exists that satisfies the determination and findings outline requirement. LOGCAP support to alliance and coalition partners will also require the existence or establishment of an acquisition and cross-servicing agreement in accordance with DODD 2010.09 and Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 2120.01D. Users should follow the outline of the following memorandum completing the italicized text.

[From:]

[Office Symbol] *[Date:]*

MEMORANDUM FOR *[To:]*

SUBJECT: *[Requiring Activity's]* Request for *[Topic of Requirement]*

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

a. The proposed acquisition is authorized to acquire the supplies or services.

b. *[Non-DOD Customer]* is legally authorized to acquire the supplies or services.

c. Adequate funds are available.

d. The action does not conflict with any other agency's authority or responsibility. Specifically, a review of Part 8 of the FAR, Part 208 of the DEAR, or other parts as applicable, reveals that the responsibility for acquiring this supply or service has not been assigned to an agency other than the one proposed.

e. The supplies or services cannot be provided at the time required and more economically by contractors under *[Non-DOD customer/agency]* contract.

f. The servicing agency has unique skill or ability not available within the *[Non-DOD customer/agency]*.

g. The Army regularly performs the type of work required, and will accept the order, and can satisfy the requirement.

h. The supplies or services are clearly within the scope of activities *of [DOD agency providing the support]* and that agency normally contracts for those supplies or services for itself.

i. The cost to the *[Non-DOD customer/agency]* for the requirement, including the administrative fees charged by the Army appears to be reasonable. The fees proposed to be paid to the servicing agency do not exceed the servicing agency's actual cost *[or estimated costs if actual costs are unknown]* of entering into and administrating the contract or other agreement under which the order is filled.

j. The contract administration procedure related to the Army contract is adequate for *[Non-DOD customer/agency]* requirements.

k. All approvals and authorizations required by *[Non-DOD customer/agency]* regulations and policies for acquiring the supplies or services have been obtained.

l. The requirement is a bona-fide need of the *[Non-DOD customer/agency]*.

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

AUTHORITY LINE:

[Signature]

[Signature Block, with Office Title of Official]

SAMPLE

Figure B-1. Sample Format for an Economy Act Determination and Finding

Appendix C

Change Management Process

C-1. The dynamic nature of LOGCAP-provided support requirements could place an administrative burden on both the government and the performance contractor. To maintain configuration control and standardization, the ASC LOGCAP PMO will publish the LOGCAP change management guide via OPORD under the ASC commander's authority. The goal of the LOGCAP change management process outlined in the guide and in this appendix is to establish clear roles and responsibilities for executing changes to existing LOGCAP task orders requiring an equitable adjustment.

C-2. Each stakeholder has unique roles and responsibilities in successfully executing the change management process. Coordination and early engagement from all stakeholders are key to ensuring the PCOs and ACOs select appropriate courses of action to provide LOGCAP support to the supported commands.

C-3. Changes to an existing task order are defined and accomplished in accordance with the non-competitive contract actions and changes clauses of the base LOGCAP contracts and will be achieved by contract modification through execution of a negotiated change order, unpriced change order (UCO), or undefinitized contract action (UCA) (if out of scope). In some cases, where changes are not within the scope of an existing LOGCAP task order, the LOGCAP PCO may compete and award a new stand-alone task order or add requirements on an existing task order based on an exception to fair opportunity.

CATEGORIZING REGUIREMENTS

C-4. Changes to LOGCAP requirements occur with varying levels of complexity, and the change management approach used by LCPs, contracting officers, and specialist varies depending on each unique scenario. For the purposes of this appendix, LOGCAP PMO classifies requirements into two general overarching change categories: Standardized and Non-Standardized. Both categories are applicable to any services or construction required under LOGCAP:

- Standardized: Standardized services and construction are defined as services or construction where the government has pre-established negotiated baselines, which provide sufficient capability to develop an IGE. Standardized services consist of activated services included in the LOGCAP pre-negotiated labor-staffing model and associated cost template(s). Standardized construction consists of any standardized design-build projects pre-negotiated with the LOGCAP performance contractors.
- Non-Standardized: Non-standardized services and construction are defined as services or construction where the government does not have pre-established negotiated baselines defined in the labor staffing model or elsewhere, and therefore do not have sufficient capability to develop an IGE.

C-5. While some requirements may fit cleanly into one of these overarching categories, many times requirements will include varying combinations of standardized and non-standardized services and construction. Ultimately, the scope and complexity of the required changes will drive the accompanying timelines and processes described in this appendix. Figure C-1 on page C-2 depicts several common examples of change scenarios and their associated levels of complexity.

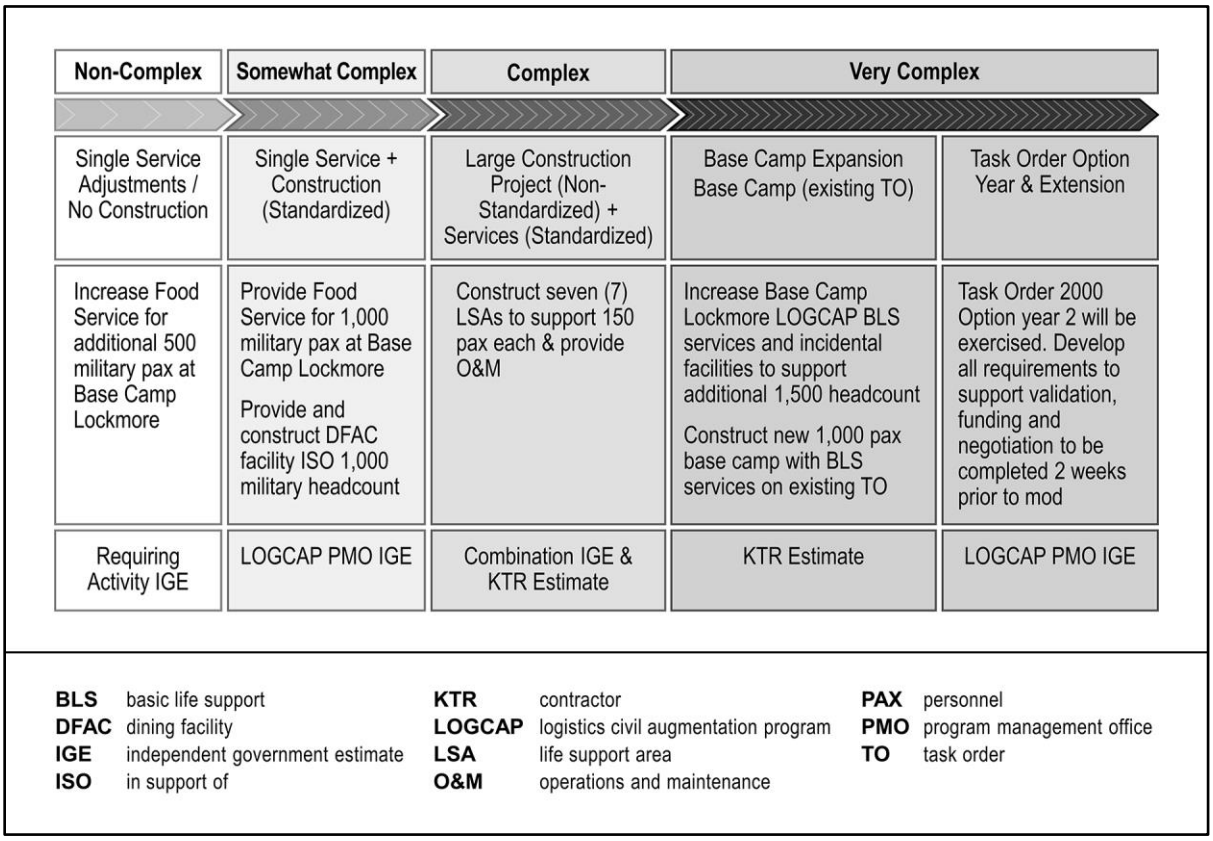


Figure C-1. Requirements Planning and Complexity Examples

INITATION OF THE LOGCAP CHANGE MANAGEMENT PROCESS

C-6. The intent of this change management appendix, and specifically the processes outlined below, is to identify the key steps and stakeholder roles and responsibilities to facilitate LOGCAP requirements from generation to execution. See Figure C-2 and the following paragraphs for the overarching 12 steps to complete the LOGCAP change management process. The next section details the specific subtasks associated with each step.

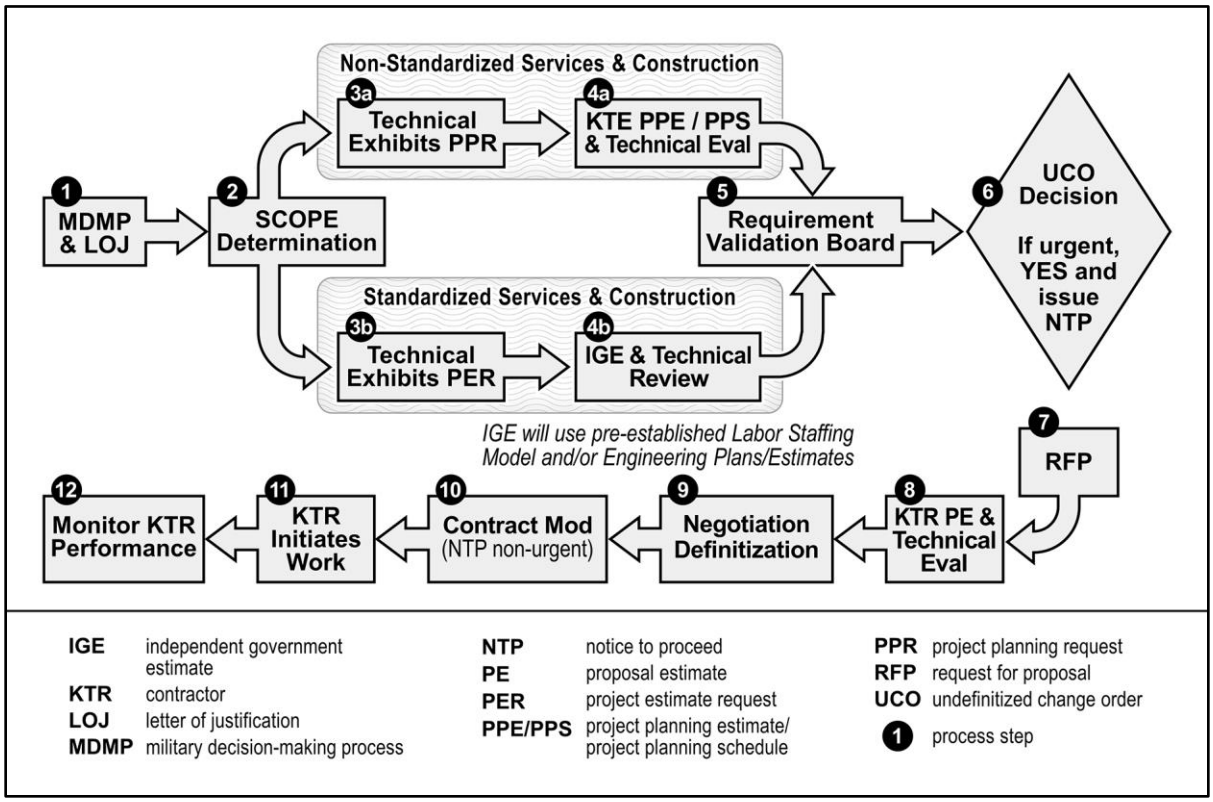


Figure C-2. LOGCAP Change Management Process Flow Chart

C-7. Step 1: The requiring activity conducts its internal capability gap analysis and then identifies its services requirements and intent to use LOGCAP using a letter of justification (LOJ).

C-8. Step 2: The AFSB LCP provides the LOJ to the PCO, who then performs a scope determination to decide the appropriate course of action for acquiring the services and or construction (LOGCAP yes or no). Concurrently, the ASC Contract Cost Management Division determines whether they possess the capability to complete an IGE for the requiring activity or if a project-planning estimate (PPE) is required from the LOGCAP performance contractor.

C-9. Step 3: The AFSB LCP, with input from the requiring activity, develops the supporting technical exhibits detailing the specific service requirements. The requiring activity requests either an IGE from the ASC Contract Cost Management Division or a PPE from the performance contractor, dependent upon the requirements being standardized or non-standardized.

C-10. Step 4: The requiring activity performs a technical review of the IGE or a technical evaluation of the performance contractor's PPE.

C-11. Step 5: The requiring activity completes the actions to build a contracting ready requirements package and then submits the package to the PCO. The package includes—

- The completed validated requirements package, to include an approved SCA Form (see AFARS 5107.503) and a memorandum signed by the Army Requirements Review Board (known as the ARRB) Chair stating the requirement is approved and validated.
- Provide funding to the ASC assistant chief of staff, financial management using General Fund Enterprise Business System (known as GFEBs).

C-12. Step 6: AFSB commanders are delegated decision authority for change management approach to ensure timely contracted readiness effects at the operation and tactical points of need in accordance with ASC Policy 700-1. Commanders will exercise due diligence to eliminate and reduce the reliance on UCOs and UCAs. The PCO retains contract administration authority. If the requirement is urgent and compelling and

the AFSB commander approval decision is "YES" the PCO will issue a UCO or UCA with a notice to proceed (NTP) to enable the performance contractor to initiate work immediately in Step 7. If the AFSB commander approval decision is "NO" the PCO will not issue the NTP until Step 10 following proposal negotiations.

C-13. Step 7: The PCO submits a request for proposal (RFP) to the LOGCAP performance contractor. If executing the contract action as a UCO or UCA, the PCO issues an NTP.

C-14. Step 8: The performance contractor submits a project estimate (PE) and, if required, conducts any pre-deployment site surveys. They then will submit their proposal to the ACO (note: step 5 above [funding] should have already occurred). Concurrently, the requiring activity, with assistance from the LOGCAP AFSB LCP and PMO-RI, conducts a technical evaluation of the performance contractor's PE.

C-15. Step 9: The PCO initiates negotiations with the performance contractor resulting in the definitization of any UCO or UCA. Definitization is the agreement on, or determination of, contract terms, specifications, and price, which converts the UCA to a definitive contract. (DFARS 217.7401) The definitization process creates the potential for the requiring activity to recycle to Step 5 if there are significant cost increases.

C-16. Step 10: The PCO issues the contract modification. If a negotiated contract action, the PCO issues the NTP.

C-17. Step 11: Contractor initiates performance of work.

C-18. Step 12: Appointed CORs conduct contract surveillance.

ROLES AND RESPONSIBILITIES FOR THE CHANGE MANAGEMENT PROCESS

C-19. For each of the overarching 12 change management process steps identified above, there are also associated subtasks necessary to complete each respective action. This section describes the specific subtasks for each step, and which stakeholder is responsible for what actions supporting the subtasks. Key stakeholders include—

- The requiring activity.
- The AFSB commander.
- AFSB LOGCAP senior planner.
- AFSB LCP.
- CSB/mission installation contracting center (referred to as the MICC).
- ACC-RI PCO and contract specialists.
- Attorney advisors.
- PMO-Rock Island.
- ACC-RI Policy Office.
- ACC-RI competition advocate.
- LOGCAP performance contractor.

C-20. Each stakeholder has unique roles and responsibilities in successfully executing the change management process. Coordination and early engagement from all stakeholders are key to ensure the PCOs and ACOs select appropriate courses of action to provide LOGCAP support to the supported commands.

C-21. In accordance with ASC Policy 700-1, all AFSB commanders will establish aggressive requirements development processes to eliminate or reduce the reliance on UCOs and UCAs. Commanders maintain situational awareness of requirements (through their LOGCAP LCPs) 270 to 180 days prior to execution to ensure the PCO/ACO has sufficient time for negotiation. This requires the requiring activity to provide a complete, validated, and funded requirements package to the PCO at least 90 days prior to the desired NTP to allow the PCO at least 60 days for negotiations. This allows the PCO sufficient time to issue changes as a negotiated agreement. Additional time may be required (up to 120 days prior to NTP) to support more complex negotiations as the complexity of requirements increases (for example, very complex –task order option year or new support areas) or the price exceeds thresholds requiring audits ($100M) or certified cost and pricing data ($2M).

C-22. Figure C-3 on page C-6 depicts a timeline of events in the change management process for planning purposes. The scope and complexity of the requirements entering the change management process has a significant impact on the timeline of events.

SUBTASK 1: REQUEST LOGCAP SUPPORT BY COMPLETING A LETTER OF JUSTIFICATION

C-23. The requiring activity completes the military decision-making process or equivalent process to identify capability gaps requiring OCS and requests LOGCAP support by completing a LOJ. The LOJ is a memorandum signed by a commander (O-6 or above) or civilian executive director (GS-15 or above), which documents the requirements and the supporting rationale for requesting a contract solution to meet capability gaps using LOGCAP. The minimum recommended LOJ content is listed below:

- Identification of the requirement, to include the site location.
- Identification of which command or organization is funding the requirement.
- Identification of the date the required services need to achieve initial operational capability.
- Full operational capability by location.
- Define the anticipated total period of performance. If there are multiple sites with unique periods of performance, define them for each site.

C-24. The requiring activity should conduct advanced coordination on emerging requirements with the AFSB LCP, LOGCAP PMO branch chief, and ACC-RI PCO as soon as it becomes aware of them to ensure LOJs have an adequate level of detail to avoid re-work, which would prolong the change management process.

C-25. Once the requiring activity signs the LOJ, it processes the LOJ through the AFSB LCP, who in turn submits it to the LOGCAP PMO-RI branch chief. Upon receipt, the LOGCAP PMO branch chief reviews and submits the LOJ to the ACC-RI PCO for scope determination, starting subtask 2.

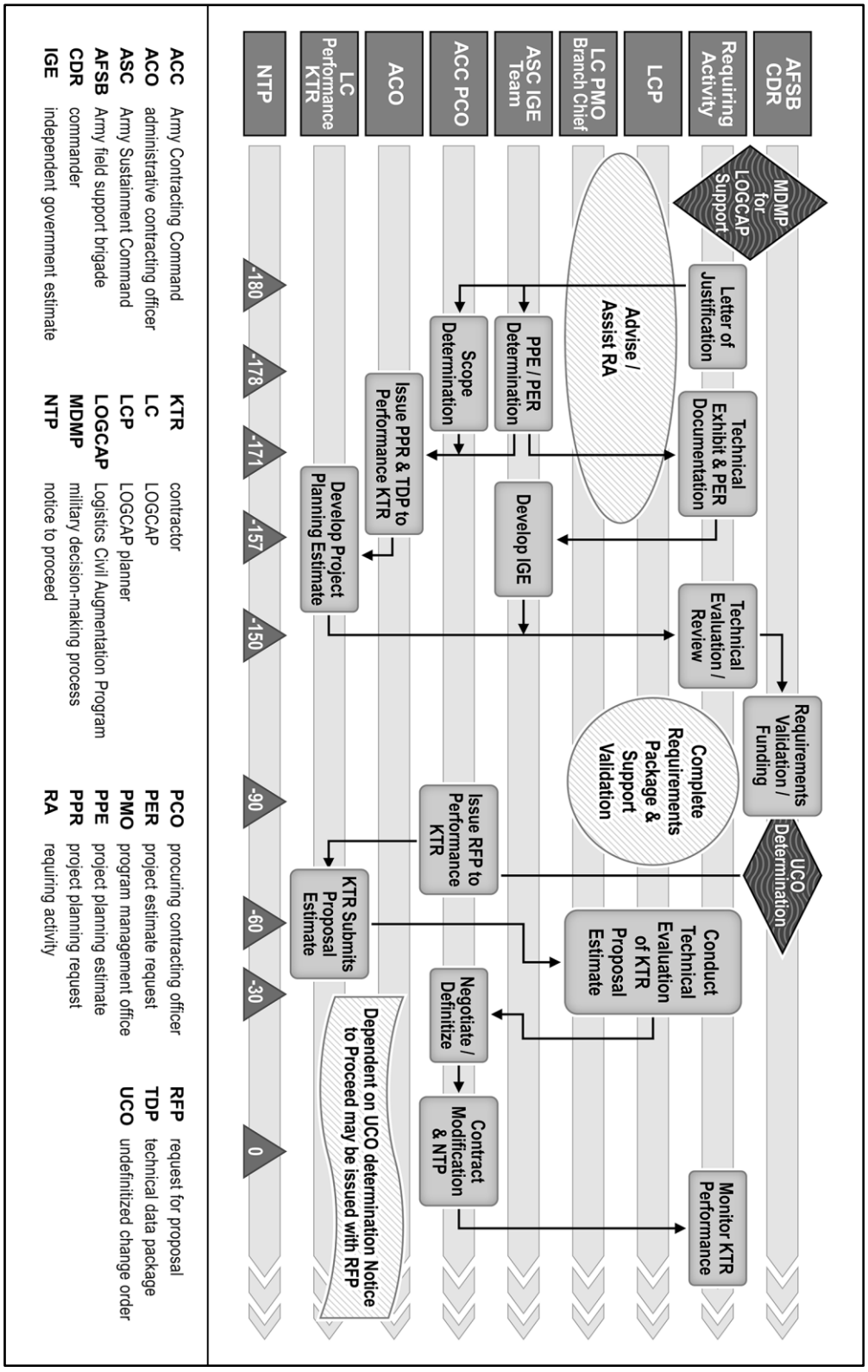


Figure C-3. LOGCAP Change Management Roles and Responsibilities

SUBTASK 2: NEW REQUIREMENT SCOPE DETERMINATION

C-26. Upon receipt of the LOJ from the LOGCAP PMO branch chief, the ACC-RI PCO conducts a scope determination in accordance with the process flow in Figure C-4 below.

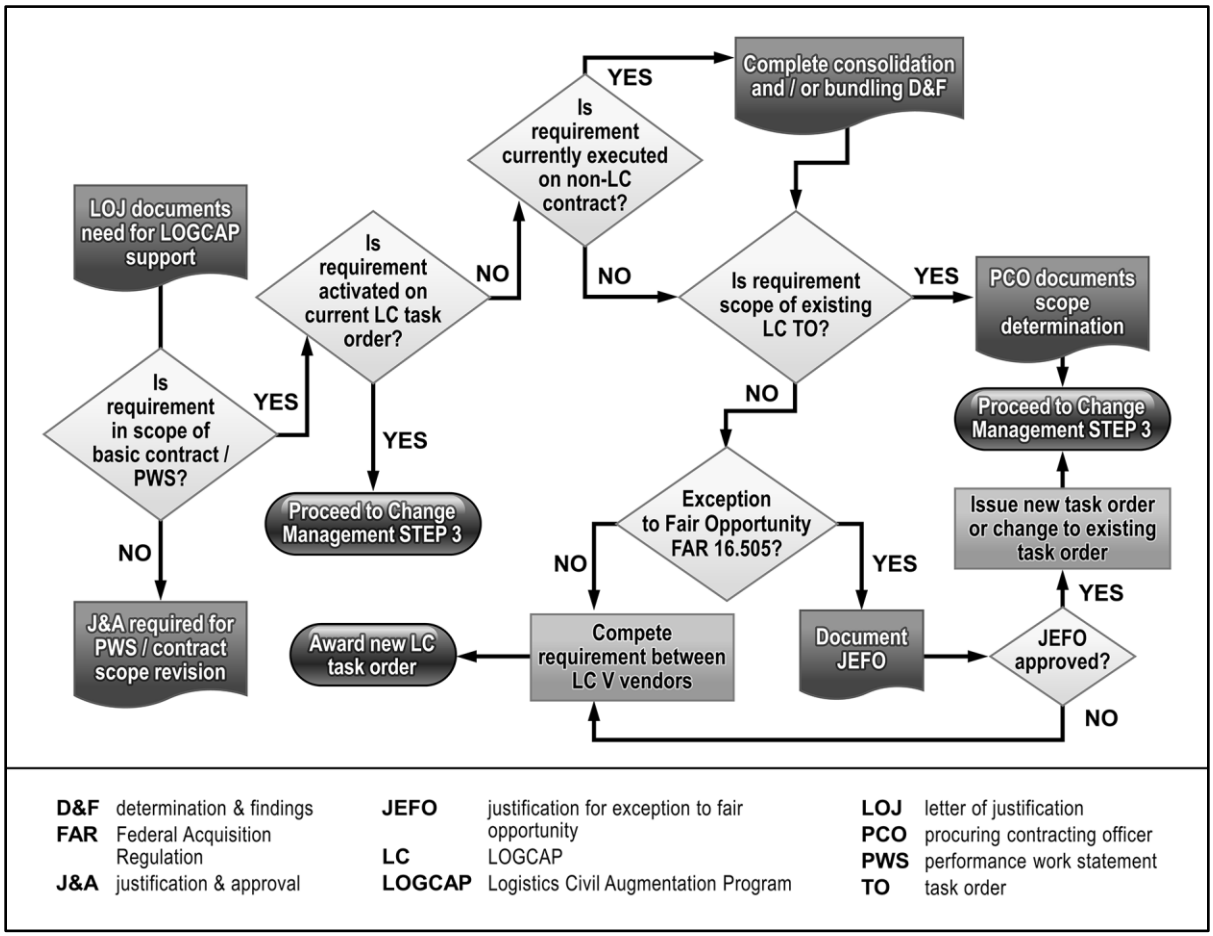


Figure C-4. LOGCAP New Requirement Scope Determination

C-27. Based on outcome of the scope determination, the ACC-RI PCO may decide to compete the requirements by issuing a new LOGCAP task order as described earlier.

C-28. Upon completion of the scope determination, the ACC-RI PCO documents the opinions rendered and decisions made during the process, to include any consolidation and bundling determination and findings (if applicable) and identifies the task order for change management execution.

C-29. As an additional part of subtask 2, the ASC Contract Cost Management Division determines if they possess the capability to complete an IGE for the requiring activity; this occurs concurrently to the ACC-RI PCO's scope determination. The ASC Contract Cost Management Division makes this determination considering the complexity of the requirements and whether they fall into the standardized or non-standardized services and construction categories described earlier. If the ASC Contract Cost Management Division cannot develop the IGE based on complexity or lack of standardization, they will recommend the requiring activity complete a project planning request (PPR). If capability exists to develop an IGE, the ASC Contract Cost Management Division will recommend the requiring activity complete a project estimate request (PER). Subtask 3 describes the process for completing and submitting a PPR/PER.

SUBTASK 3: TECHNICAL DATA PACKAGE/PROJECT PLANNING REQUEST/PROJECT ESTIMATE REQUEST

C-30. The AFSB LCP, with input from the requiring activity, populates the LOGCAP TDP template detailing all requirements including, but not limited to, activated services (technical exhibit A.1), respective workload data, performance requirements supplements (technical exhibit H.2), and GFP (technical exhibit C) using the requirements identified in the LOJ as a starting point. Upon completion, the AFSB LCP will submit the TDP to the LOGCAP PMO branch chief for review, comment, and concurrence.

C-31. A PPR is prepared by the AFSB LCP in coordination with the requiring activity as directed by the ASC Contract Cost Management Division in Subtask 2, which the ACO signs and issues to the LOGCAP performance contractor for non-standard services and construction as described in subtask 3a below. The AFSB LCP completes a PER for issuance to the ASC Contract Cost Management Division for standardized services and construction as described in subtask 3b below. Depending on complexity, requirements may include a combination of standardized and non-standardized services or construction requiring the completion of both the PPR and PER processes.

Subtask 3a: Non-Standardized Services and Construction

C-32. Non-standardized services and construction is defined as services or construction where the government does not have pre-established negotiated baselines in the performance contractor's labor staffing model and therefore does not have sufficient capability to develop an IGE.

C-33. A PPR is prepared by the AFSB LCP in coordination with the requiring activity and ACO for all non-standardized services or construction when determined by the ASC Contract Cost Management Division. The PPR includes, at a minimum—

- Request for project planning estimate, technical execution plan, and project planning schedule.
- The supporting LOGCAP TDP, including technical exhibits A through N.

Subtask 3b: Standardized Services and Construction

C-34. Standardized services and construction are defined as services or construction where the government has pre-established negotiated baselines defined in the performance contractor's labor staffing model or sufficient capability to develop an IGE. Standardized services consist of activated services included in the pre-negotiated labor staffing model and associated cost template (s). Standardized construction consists of any standardized designs that are pre-negotiated with the LOGCAP performance contractors.

C-35. A PER is prepared and completed by the AFSB LCP in coordination with the requiring activity for standardized services and construction or as otherwise directed by the ASC Contract Cost Management Division. The PER includes, at a minimum—

- The signed LOJ.
- The supporting LOGCAP TDP, including technical exhibits A through N.

C-36. The AFSB LCP submits the PER to the LOGCAP PMO Branch Chief for review and issuance to the ASC Contract Cost Management Division.

C-37. The Contract Cost Management Division prepares an IGE based on the established pre-negotiated baselines using the information contained within the TDP.

SUBTASK 4: TECHNICAL EVALUATION OF PPE AND IGE

C-38. The LOGCAP Performance Contractor submits its PPE to the ACO in response to the PPR above. The ASC Contract Cost Management Division submits its IGE to the requiring activity, through the LOGCAP PMO branch chief, in response to the PER above. The requiring activity performs a technical evaluation of the PPE or technical review of the IGE following steps 4a and 4b below.

Subtask 4a: Technical Evaluation of PPE

C-39. The ACO requests that the requiring activity conduct a technical evaluation of the PPE for non-standardized services or construction, and when the requiring activity uses the PPE to secure funding through the requirements validation process.

C-40. The requiring activity indicates in its technical evaluation any areas of concern and brings them to the attention of the AFSB LCP. The AFSB LCP will facilitate a technical evaluation meeting between all relevant stakeholders, primarily the requiring activity and the LOGCAP performance contractor. The technical evaluation meeting should focus on—

- The contractor's assumptions.
- Whether it appears the contractor clearly understood the requirements.
- The feasibility of the proposed solution from a functional technical perspective.

Subtask 4b: Technical Review of IGE

C-41. The LOGCAP PMO branch chief requests that the requiring activity conduct a technical review of the IGE for standardized services or construction when an IGE is prepared to secure funding through the requirements validation process.

C-42. The requiring activity indicates in its technical review any areas of concern with the IGE as it pertains to any assumptions or its inclusion of the requirements. The IGE includes pre-established types/quantities/rates for individual cost elements. Therefore, the technical review should not consider any of these aspects. The purpose of the IGE is to limit the government's risk and liability by establishing a budget and ceiling price for the work to be performed, providing sufficient detail to assess compliance with lease vs. purchase requirements, Operations and Maintenance (known as OMA) or Other Procurement, Army (known as OPA) investment, expense and system thresholds, and MILCON thresholds. The IGE is not intended to determine a fair and reasonable price prior to the issuance of a change order. The ACC-RI PCO (with assistance from the Defense Contract Audit Agency and the LOGCAP PMO) will perform a detailed cost and technical analysis on the contractor's proposal estimate to negotiate a fair and reasonable price with the performance contractor following receipt of the performance contractor's final proposal estimate.

Subtask 5: Requirements Package Validation and Funding

C-43. To complete this step, the requiring activity completes the following actions:

- Submit the completed validated requirements package, to include an approved SCA form.
- Follow AFARS 5107.503, and prepare a memorandum signed by the Army Requirements Review Board Chair stating the requirement is approved and validated to the AFSB LCP.
- Provide funding to the ASC assistant chief of staff, financial management using General Fund Enterprise Business Systems.

C-44. The AFSB LCP sends a copy of the complete requirements package to the supporting LOGCAP PMO branch chief via email, who in turn sends the package to the respective ACC-RI PCO.

Subtask 6: Unpriced Change Order Decision Point

C-45. AFSB commanders should establish an internal process for requirements review to make their UCO or UCA determination. If the requirement is urgent and compelling and the AFSB commander's approval decision is "YES", the PCO will issue a UCO or UCA with an NTP to enable the performance contractor to initiate work immediately in Step 7. If the AFSB commander's approval decision is "NO", the PCO will not issue the NTP until Step 10 following proposal negotiations.

Subtask 7: Request for Proposal

C-46. The PCO issues an RFP to the LOGCAP performance contractor, inclusive of all periods of performance (for example, if performance continues into subsequent option periods, pricing for these periods may be requested at the discretion of the PCO). In concert with the AFSB commander's intent, the PCO may issue the change order as a UCO or UCA with an NTP concurrent with the issuance of the RFP in accordance

with the LOGCAP contract. The RFP directs the performance contractor to use the competitive LSM and cost proposal as the basis for standardized services or to use any established agreements for pre-negotiated construction, as applicable.

SUBTASK 8: TECHNICAL EVALUATION OF THE CONTRACTOR'S PROPOSAL ESTIMATE

C-47. The LOGCAP performance contractor submits its PE to the ACC-RI PCO in response to the RFP. The PE is the formal estimate from the LOGCAP performance contractor for negotiation and definitization of the contract. As such, the ACC-RI PCO submits a request for technical evaluation of the PE to the LOGCAP PMO Policy, Programs, and Training Division. This division coordinates and assigns the technical evaluation of the PE with the LOGCAP PMO branch chief, who assigns it to the forward LCP. The forward LCP coordinates with the requiring activity for subject matter expertise input. The technical evaluation supports the government's position in the ACC-RI PCO's pre-negotiation objective memorandum. The technical objectives center on the reasonableness of the contractor's technical approach. At a minimum, the technical analysis shall examine the types and quantities of equipment, material proposed, and the need for the types and quantities of labor hours and the labor mix (reference FAR 15.404-1[e] for additional technical analysis requirements). Any other data that is pertinent to an assessment of the offeror's ability to accomplish the technical requirements proposed shall also be included in the analysis.

C-48. To complete this step, the LOGCAP PMO branch chief submits the completed technical evaluation to the Policy, Programs, and Training Division who then submits it to the associated ACC-RI PCO.

SUBTASK 9: SUPPORT TO NEGOTIATIONS

C-49. Following receipt of a cost/price analysis, technical evaluation, and execution of the pre-negotiation objective memorandum, the ACC-RI and supporting pricing and technical teams conduct negotiations with the performance contractor. The make-up of the government negotiations team includes—

- ACC-RI PCO.
- ACC-RI contract specialists.
- Cost/price analysts.
- Subject matter experts from ASC PMO.
- Subject matter experts from the AFSB.
- Cognizant members of the requiring activity, with requisite skills to support the specific negotiations.
- Any other individuals deemed necessary by the ACC-RI PCO.

C-50. At the completion of negotiations, the ACC-RI contract specialist and PCO prepare a post-negotiation memorandum, documenting the negotiated agreement. If additional funding is required, based on the agreed upon costs, the ACC-RI PCO issues a request to the financial manager at echelon.

C-51. To complete this step, the ACC-RI contract specialist and PCO draft the contract modification.

SUBTASK 10: ISSUANCE OF CONTRACT MODIFICATION

C-52. The ACC-RI PCO executes a modification recognizing the negotiated agreement/price. In most instances, this is a bilateral agreement between the government and the performance contractor where both parties sign.

C-53. If not issued as a UCO or UCA, the contract modification acts as the NTP.

C-54. Concurrent with the development of the contract modification, the requiring activity identifies and nominates a COR possessing the requisite skills to monitor contractor performance as required to support new requirements. Subsequently, the ACO appoints the COR.

SUBTASK 11: CONTRACTOR PERFORMS WORK

C-55. Following issuance of the NTP from the ACC-RI PCO, the performance contractor performs work in accordance with the task order, PWS, and corresponding TDP. As a part of performance, the performance

contractor submits to the government CDRLs as required in technical exhibit F. This includes, but is not limited to, cost variance reports, personnel status reports, contractor manpower reporting, and workload data reports. Technical exhibit F defines the frequency and format for all CDRLs.

SUBTASK 12: MONITOR CONTRACT PERFORMANCE

C-56. The COR monitors the performance contractor's performance to ensure it meets the performance requirements detailed in the task order, PWS, and corresponding TDP. This includes review and monitoring of the information in the CDRLs submitted by the performance contractor. The COR provides feedback to the ACO regarding the performance contractor's performance, for input for Performance Feedback Sessions and Program Management Reviews.

CHANGE MANAGEMENT AND TASK ORDER RE-BASELINE ADJUSTMENTS

C-57. Changes will occur throughout the LOGCAP task order period of performance. These changes include requirements captured as part of the change management process or as general workload fluctuations in day-to-day operation of activated services. The intent of task order re-baseline adjustments is to consolidate and incorporate changes not already accounted for into the budgeted cost for the applicable period of performance. In general, enduring changes incorporated through contract modification via the change management process above will have included a negotiated baseline for all applicable periods of performance. Therefore, a separate re-baseline adjustment is not necessary. Conversely, the LOGCAP PMO branch chief and the Army Contracting Command PCO may jointly determine a task order re-baseline adjustment is appropriate to account for general workload fluctuations and variances from the negotiated baselines. Task order re-baseline adjustments will be coordinated as described below and follow the change management process outlined above.

C-58. The LOGCAP PMO branch chief is responsible for ensuring a current TDP is maintained on file for each respective task order, inclusive of all enduring changes, to facilitate task order re-baseline adjustments. Changes with discreet periods of performance or temporary support requirements should be managed above the task order baseline budget and not incorporated into future re-baseline efforts (for example, construction-only efforts or temporary population surges).

C-59. When a task order re-baseline adjustment is determined appropriate, the requiring activity, with support from the LOGCAP PMO branch chief and AFSB LCP, performs an analysis of the monthly workload data reports (CDRL P-17) as compared to current TDP to determine where material variances exist, and requirement adjustments are necessary. In addition to material variances, the requiring activity may also consider any anticipated adjustments for the period of performance such as upcoming rotations, surges, or impacts that were not reflected in the monthly workload data reports. Any re-baseline requirement adjustments identified then follow the change management process outlined in this appendix for formal contract modification.

CHANGE MANAGEMENT TRACKING PROCUREMENT INSTRUMENT IDENTIFICATION NUMBER FOR STANDARDIZED CHANGE MANAGEMENT TRACKING

C-60. When a requiring activity or supported command requests a change to the services provided under LOGCAP that requires contractual direction, LCPs, and ACC-RI, CSB, and mission installation contracting center contracting officers and specialists manage and track those changes using a standardized procurement instrument identification number (PIIN). The PIIN system has several purposes:

- It standardizes change management tracking across LOGCAP.
- It allows the cost analysts to analyze variance in cost against variance in workload.
- It serves as a system of record for each change management transaction that occurs over the period of performance.

C-61. General guidance is as follows:

- Once issued, a PIIN cannot be used again.

- All contractual correspondence has the same sequence number but may have different document types and revisions.
- Each new document under this PIIN does not receive a new sequence number.

MAINTAINING THE PIIN LEDGER

C-62. LOGCAP PMO creates a PIIN ledger for each task order. The ledgers reside on the ASC, Acquisition Integration and Management Center, and LOGCAP PMO SharePoint sites.

C-63. Roles and responsibilities in maintaining the ledger include the following:

- The LOGCAP PMO Policy, Programs and Training Division manages and grants access to the site containing the ledger from a technical perspective.
- The LOGCAP PMO Operations Division, through the supporting LOGCAP PMO branch chief or desk officer, is the conduit for AFSB LCPs and ACC-RI, CSB, and mission installation contracting center contracting officers and specialists to request access to the SharePoint site and PIIN ledger. The LOGCAP PMO branch chief will forward their approval to the LOGCAP PMO site owner, who then grants access.
- The ACC-RI, CSB, and mission installation contracting center contracting officers and specialists assign PIINs and manage the use of the ledger.

CHANGE MANAGEMENT – SETTING THE THEATER TASK ORDERS

C-64. The Setting and Surging the Theater PWS paragraph contains four possible deliverables—

- Country/region books.
- Concepts of support.
- Exercise support.
- Project planning estimates.

C-65. . LCPs will assist the supported command in defining the specific requirements for country/region books, concepts of support, and exercise support deliverables in a different manner than on performance task orders, as defined in the processes below. This is due to the requirements generally being associated with controlled unclassified information or classified information (secret or above).

START OF THE OPTION PERIOD

C-66. The supported command, in coordination with the LCPs, have 60 days before the start of the option period to allow the PCO sufficient time to complete any negotiations and contract administration efforts. The steps include—

- **Step 1: Complete the TDP**. The requiring activity will only identify the quantity of required deliverables and duty location of the planner in the TDP (data package for A.1 and H.2 Tab).
- **Step 2: Complete the letter of technical direction**. To define the requirements in detail as required in the PWS, the LCP will assist the supported command in completing a draft LOTD. The LCP and supported command will ensure the quantities of deliverables in the TDP match the deliverables and requirements in the LOTD.
- **Step 3: Issue Contractual Direction**. The supported command provides the draft LOTD to the LCP, who forwards it to the LOGCAP PMO branch chief. The LOGCAP PMO branch chief will submit the LOTD to the ACC-RI PCO after reviewing. The ACC-RI PCO will then review, edit, and sign the LOTD as necessary. The PCO issues the LOTD to the LOGCAP performance contractor as contractual direction.

UPDATES AND CHANGES DURING THE PERIOD OF PERFORMANCE

C-67. The supported command should initiate the processes below as soon as changes in the requirements become evident.

Non-Cost-Bearing Changes

C-68. Non-cost-bearing changes are changes to the requirements where there is no increase or decrease in quantity of deliverables. They are generally associated with providing the contractor further definition of technical or planning details or are a one-for-one delete and add on requirement where the performance contractor planner has not yet begun work. To execute the non-cost bearing change, the LCP will first assist the supported command in completing a draft amended LOTD, identifying the changes or additional information. The LCP then submits the LOTD to the LOGCAP PMO branch chief. The LOGCAP PMO branch chief will submit the LOTD to the ACC-RI PCO after reviewing. The ACC-RI PCO will then review, edit, and sign the LOTD as necessary. The PCO then issues the LOTD to the LOGCAP performance contractor as contractual direction.

Cost Bearing Changes

C-69. Cost bearing changes are changes to the requirements where there is an increase or decrease in the baseline quantity of the deliverables, and that will require increasing or decreasing funding and negotiations with the LOGCAP performance contractor. The process follows the 12 steps and subtasks outlined in paragraphs two and three of this appendix. Some cost bearing changes include—

- The supported command (in coordination with the LCP and LOGCAP PMO branch chief) will document the changes in the quantity of required deliverables in the TDP (data package for A.1 and H.2 Tab).
- If the supported command requests deliverables beyond the baseline of three country/region books, concepts of support, and exercise support, then the supported command may have to provide additional funding on the task order.
- The LCP will assist the COR in completing a draft amended LOTD, defining the change in requirements. The LCP submits the LOTD to the LOGCAP PMO branch chief. The LOGCAP PMO branch chief will submit the LOTD to the ACC-RI PCO after reviewing. The ACC-RI PCO will then review, edit, and sign the LOTD as necessary. The PCO issues the LOTD to the LOGCAP performance contractor as contractual direction for proposal submission and negotiations.

Note: This change management appendix does not cover competing new requirements.

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Appendix D

Contingency Construction

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

D-1. Executing construction of any type in a contingency environment is a highly complex endeavor that requires detailed and well-coordinated planning, preparation, execution, and assessment. Failure to execute properly can have severe repercussions; understanding the law, the processes, and the interrelationship of the law is critical to successfully supporting the Soldier in the field.

Note: Changes to statutory threshold guidelines may occur with the passage of each year's National Defense Authorization Act. The thresholds amount listed below are based on current national defense authorizations. Consult your attached legal adviser to ensure you have the current threshold amount.

D-2. There are several ways to accomplish contingency construction. Understanding these construction-related funding authorizations is vital when planning any type of construction actions through either a LOGCAP task order or other means—

- Contingency Construction Authority. Contingency construction addressed under 10 United States Code (USC) 2804. It states "(a) Within the amount appropriated for such purpose, the Secretary of Defense may carry out a MILCON project not otherwise authorized by law or may authorize the Secretary of a military department to carry out such a project. If the Secretary of Defense determines that deferral of the project for inclusion in the next Military Construction Authorization Act would be inconsistent with national security or national interest. (b) When a decision is made to carry out a MILCON project under this section, the Secretary of Defense shall submit a report in writing to the appropriate committees of Congress on that decision."
- Construction authority in the event of a declaration of war or national emergency covered under 10 USC 2808. It states, in part "In the event of a declaration of war or the declaration by the President of a national emergency in accordance with the National Emergencies Act (50 U.S.C. 1601 et seq.) that requires use of the Armed Forces, the Secretary of Defense, without regard to any other provision of law, may undertake MILCON projects, and may authorize the Secretaries of the military departments to undertake MILCON projects, not otherwise authorized by law that are necessary to support such use of the armed forces." There are restrictions on the sources of funds, limitations on amounts of funds available, and notification requirements set forth in the statute.
- Emergency Construction requirements funded under 10 USC 2803. Under this section, the Secretary of the Army may approve military MILCON projects not otherwise authorized by law that are vital to national security or the protection of health, safety, or quality of the environment, with no delays until the next MILCON Authorization Act. Funding must be available from unobligated MILCON funds previously appropriated. As of FY 23, the total per fiscal year (not per project) approved cannot exceed $50M per year.
- Unspecified Minor Military Construction, Army, also called UMMCA. Unspecified minor military construction, Army is part of the annual MILCON authorization and appropriation used

for funding unforeseen requirements with no delays until the next MILCON or medical-related MILCON cycle. Under 10 USC 2805, the Army may perform MILCON projects costing $6M or less using this unspecified minor military construction, Army account.

D-3. Operation and maintenance funds can also be used to procure equipment or investment items, but with limitations that vary depending on how the equipment or investment item is used and classified (for example, whether it is considered installed building equipment). The dynamic nature of LOGCAP-provided support requirements could place an administrative burden on both the government and the contractor. To maintain configuration control and standardization, the ASC LOGCAP PMO will publish the LOGCAP change management guide via OPORD under the ASC commander's authority. The goal of the LOGCAP change management process outlined in the guide is to establish clear roles and responsibilities for executing changes to existing LOGCAP task orders requiring an equitable adjustment.

SUPPORT AREA CONSTRUCTION PLANNING

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

D-5. Shaping the concept of support and developing requirements for construction activities means identifying the complete end state. What is the purpose of the support area? What is the duration of the support area? What is the anticipated mission population? What are the physical environmental conditions? What are the force protection challenges? Life support facilities such as living quarters, dining facilities, shower and latrine facilities, and utilities are primarily population based. However, mission support activities will normally require additional facilities such as supply and warehousing activities; waste and hazardous material management; medical treatment; tactical operation centers; morale, welfare, and recreation facilities; administration facilities; and maintenance facilities. Each of these activities may have additional dependencies and required support structures for proper execution of the intended purpose of the facility or service.

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

D-7. When there is an existing task order, the requiring activity's planners and engineers work closely with the LCPs forward to determine what services LOGCAP will provide and what construction activities that LOGCAP will perform. Time permitting, MILCON funding should be under contingency construction authority, emergency construction, unspecified minor military construction, Army, or another contingency MILCON funding source. Each of these special appropriations has specific requirements for justification and specific approval authorities and staffing processes. Using these funding authorities reduces risk by aligning the appropriate funding.

D-8. LOGCAP is often used for minor construction using the operations, maintenance, and administration appropriation. This authority is a subset of unspecified minor military construction, Army under 10 USC 2805 and intended for construction efforts so minor they do not require Congressional notification based on the cost of the anticipated construction. See AR 420-1 for information regarding thresholds for minor construction.

D-9. The funding threshold applies to each project. It is inappropriate and illegal to split requirements into projects for the purpose of avoiding breaking those thresholds, so it is important to understand what constitutes a legitimate project, what activities are counted towards the cost of a project, and what determines whether facilities are severable, interrelated, or interdependent.

WHAT IS A PROJECT?

D-10. A project is any maintenance, repair, construction, or combination of the three performed on or in a facility necessary to produce a complete and usable facility or improvement to a facility, regardless of dollar amount or execution strategy. Combining requirements in multiple facilities for a single contract or task order is an execution strategy, which could include multiple projects (a project is specific to a single facility). However, there may also be multiple projects within a single facility if each individual project fulfills an individual requirement that produces a complete and usable facility or improvement to a facility (or component of a facility) and is independent and not interrelated with other requirements within the facility. When planning construction to meet a requirement, if each facility or structure that comprises the requirement is not complete and usable without any of the other facilities or structures, then planners must aggregate the costs of the dependent facilities or structures for approval threshold determination. Commanders must plan and program projects to support current and future mission needs. Planners must ensure that each maintenance, repair, and unspecified minor construction project provides a complete and usable facility or improvement to a facility. A complete and usable facility is ready for the installation of necessary equipment other than real property-installed equipment, allows user occupancy, and meets all required legal certifications for operation of specialized activities.

D-11. Projects phase over time to minimize the impact of work on a facility's mission or for other reasons. However, for planning purposes, phases are interdependent in achieving an overall requirement or objective (renovating a facility or repairing a system) but must be complete and usable on their own. Planners shall not use the word "phase" in project titles unless it meets this definition. Threshold determination planners must sum the cost of all phases of a project for approval and notification. Planners must additionally program and secure authorization of all phases of minor construction work as a single minor construction project for compliance purposes.

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

D-12. In accordance with AR 420-1, when construction and maintenance and repair are accomplished simultaneously as an integral undertaking (which often happens in LOGCAP), the construction should be treated as a separate project, and engineering estimates will be used to prorate costs applicable to the construction portion. Consequently, LOGCAP requires submission of a separate request for construction from other services. This permits implementation of special project-level accounting separately to ensure that costs attribute properly to the correct projects, and the tracking of all costs allocable to thresholds and funding limits. This approach also ensures adherence to proper joint and Army approval, prioritization, and validation processes, normally through some type of facilities utilization and requirements review board process. Having such processes in place is necessary to ensure that the commanders or designated representatives of these key commands can exercise due diligence and avoid potential violations of the law. The construction document will be either a separate LOJ or a separate project-planning request. These documents will identify each separate project and assign a code for individual tracking. See DODI 4165.03, AR 415-28, DA PAM 415-28, and DA PAM 420-1-2 for more information.

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Appendix E

LOGCAP Support Brigade

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

STRUCTURE AND CAPABILITIES

E-1. The LSB force structure consists of five battalions that have an authorized strength of 34 Soldiers consisting of an O-5 commander with staff and four detachments of seven personnel. Each detachment includes an O-4 officer in charge and three LOGCAP support teams of two personnel each: one officer (O-4 or O-3) and a non-commissioned officer (E-7). The LOGCAP support team represents the smallest operational element in the brigade. Figure E-1 depicts the LSB structure minus the LOGCAP support teams.

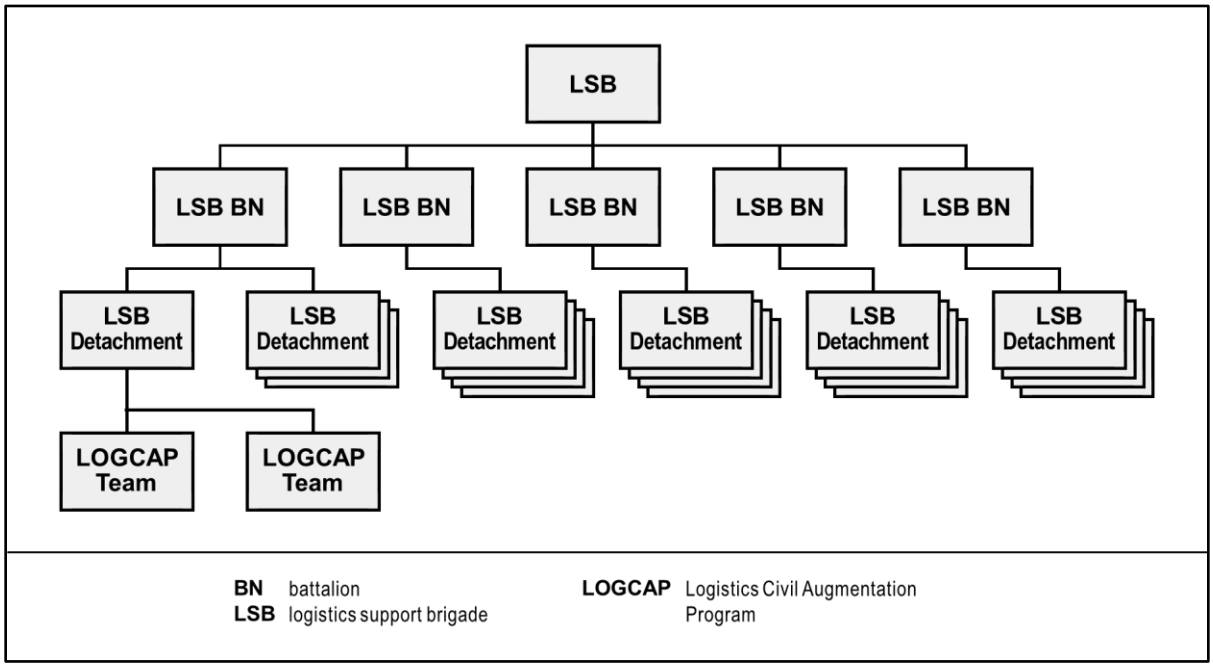


Figure E-1. LOGCAP Support Brigade Structure

E-2. LSB teams supplement forward LCPs efforts by serving in several diverse capacities including—

- Business advisor to supported commanders.
- Site visits and technical evaluations.
- Cost estimate reviews.
- Staff augmentation to a sustainment brigade or higher.
- Conduit to the LOGCAP PMO.

E-3. While there is no official LOGCAP support officer rule of allocation, teams can support 1-5 camps depending on considerations including—

- Geography and dispersion of supported population.
- Road network.
- Size of supported population.
- Type of supported population.
- Type and number of services turned on at locations.

PLANNING CONSIDERATIONS

E-4. While the decision to engage LSB support rests with the LOGCAP PMO, supported commands planning for LOGCAP as a source of sustainment should include reserve pay and allowance funds in their mission budgets to account for LSB personnel. Reserve pay and allowance funding translate to several different options for LSB usage including—

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

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

E-6. LSB deployments to named operations result from requirements generated through the request for forces and global force management sourcing processes. A LOGCAP support team represents the smallest element capable of conducting operations and remains tailorable and expandable through the request of additional teams, detachments, and battalions.

Glossary

ACC-RI	Army Contracting Command-Rock Island
ACO	administrative contracting officer
ADP	Army doctrine publication
AFARS	Army Federal Acquisition Regulation Supplement
AFSB	Army field support brigade
AR	Army regulation
ASC	Army Sustainment Command
ATP	Army techniques publication
CAAF	contractors authorized to accompany the force
CAGO	contractor-acquired, government-owned
CAS	contract administration services
CDRL	contract data requirements list
CJCSI	Chairman of the Joint Chiefs of Staff instruction
COCO	contractor-owned, contractor-operated
COR	contracting officer representative
CSB	contracting support brigade
DA	Department of the Army
DA PAM	Department of the Army pamphlet
DD	Department of Defense (form)
DFARS	Defense Federal Acquisition Regulation Supplement
DOD	Department of Defense
DODD	Department of Defense directive
DODI	Department of Defense instruction
FAR	Federal Acquisition Regulation
FM	field manual
G-4	assistant chief of staff, logistics
GFP	government-furnished property
HQDA	Headquarters, Department of the Army
IGE	independent government estimate
JP	joint publication
LCP	LOGCAP planner
LOGCAP	Logistics Civil Augmentation Program
LOTD	letter of technical direction
LSB	LOGCAP support brigade
MILCON	military construction
NTP	notice to proceed
OCS	operational contract support

OPLAN	operation plan
OPORD	operation order
PCO	procuring contracting officer
PER	project estimate request
PIIN	procurement instrument identification number
PMO	program management office
PPE	project-planning estimate
PPR	project planning request
PWS	performance work statement
TDP	technical data package
QAR	quality assurance representative
UCA	undefinitized contract action
UCO	unpriced change order
USC	United States Code

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28 November 2023

By Order of the Secretary of the Army:

RANDY A. GEORGE
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Chief of Staff

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