

FM 4-92 (FM 100-10-2)

CONTRACTING SUPPORT BRIGADE

February 2010

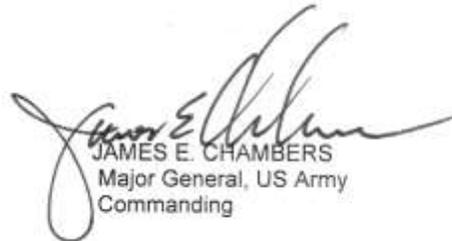
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**HEADQUARTERS
DEPARTMENT OF THE ARMY**

FOREWORD

The Army continues enhancing its capability to plan and provide effective operational contract support for deployed Army and Joint forces. Operational tempo and reduced force structure has created a greater reliance upon commercial support to augment uniformed support. To ensure effective management and accountability of commercial support to deployed operations, the Army consolidated its expeditionary contracting structure into modular operational contracting units – contingency contracting teams (CCTs), senior contingency contracting teams (SCCTs) and contingency contracting battalions (CCBNs) - under the command of contracting support brigades (CSBs). All CSBs are assigned to the new Expeditionary Contracting Command: a subordinate command of the US Army Materiel Command.

This new field manual (FM 4-92), describes how the CSB, and its subordinate contract support elements, “fit” into the operational commanders’ mission construct and execution. The CSBs’ specialized capability to provide operational contract support planning, integration, and contractor management provides the operational commander additional sustainment support capabilities; enables sustained operational momentum; and facilitates the effective transition from combat to security and stability operations. This manual fills an immediate need to provide commanders and their staffs with the doctrinal tools necessary to properly leverage these new contracting organizations. Reading this FM will familiarize operational commanders and their staffs with the CSB mission, organization, roles, and the key tasks CSBs perform to efficiently obtain and effectively utilize available commercial support in a theater of operations.



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Contracting Support Brigade

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Preface

This Field Manual (FM) provides basic doctrinal discussion on the organization and operations of the contracting support brigade (CSB). This FM's target audience includes operational commanders, staff members and the logistics staff of Army field units from the Army Service Component Command (ASCC), their assigned theater sustainment commands down to brigade level units, and their associated support battalions. This publication will also serve as a guide for CSB worldwide deployment and employment. It has been written to take into account doctrinal terms and constructs as found in the newly published FM 3-0 Operations and JP 4-10 Operational Contract Support.

The Army recently consolidated its contingency contracting officer positions that were found in sustainment unit staffs (less medical) into separate US Army Materiel Command (USAMC) Table of Organization and Equipment (TOE) contracting organizations that include the CSB headquarters and subordinate contracting battalions and teams. The CSB plans for, commands, and provides theater support contracting (less medical, facility engineering and theater-level intelligence) for deployed Army forces, and when directed, provides joint, multinational, and interagency contracting support.

This publication applies to the Regular Army, the Army National Guard, and the United States Army Reserve unless otherwise stated.

The glossary lists most terms used in this manual that have joint or Army definitions.

The proponent for this manual is the Combined Arms Support Command (CASCOM). The approving authority is the CASCOM commanding general. The preparing agent is the Acquisition, Logistics and Technology-Integration Office (ALT-IO). The technical review authority is the Headquarters USAMC. Send comments and recommendations on DA Form 2028 (*Recommendation Changes to Publications and Blank Forms*) to Commander, U.S. Army Combined Arms Support Command, ATTN: ATCL-ALT-IO, 2221 A Avenue, Fort Lee, Virginia 23801.

Chapter 1

Organization and Operations Overview

1-1. Headquarters Department of the Army (HQDA) directed modular force actions led to the consolidation of all theater support contracting capabilities into US Army Materiel Command (USAMC) Table of Organization and Equipment (TOE) units assigned to the new US Army Contracting Command (USACC) and its subordinate Expeditionary Contracting Command (ECC). This new contracting structure represents a fundamental change in the command and control (C2), support, coordination and relationships from previous theater support contract organizational structures. As a result of this consolidation, the ASCC's Principal Assistant Responsible for Contracting (PARC) staff has been transformed into an operational headquarters (HQs), the contracting support brigade (CSB), with direct command of subordinate theater support contracting elements. Additionally, corps, divisions and brigade combat teams (BCTs) no longer have contingency contracting officers (CCOs) assigned to their support command TOEs. In the modular force, these tactical-level theater support contracting staff members have been transformed into separate contingency contracting battalions (CCBNs), senior contingency contracting teams (SCCTs) and contingency contracting teams (CCTs).

HIGHER HEADQUARTERS

1-2. USACC is a major subordinate command within the USAMC and exercises both command and procurement authority over all Army contracting organizations, except for the National Guard Bureau, US Army Corps of Engineers (USACE), US Army Medical Command (USAMEDCOM), US Army Special Operations Command, Intelligence Command contracting organizations, Space and Missile Defense Command, and Program Executive Office for Simulation, Training, & Instrumentation. USACC provides both theater support contracting to deployed Army forces and installation contract support to garrison operations through its two subordinate commands: the ECC and the Mission and Installation Contracting Command (MICC). The USACC also provides support to deployed Army forces via reach back contracting support from its CONUS based acquisition centers and MICC directors of contracting (DOCs). The ECC is responsible for theater support contracting in support of deployed Army forces worldwide and garrison contracting support for Outside the Continental United States (OCONUS) Army installations and associated forward station units. The ECC has C2 over the CSB and Army active component contracting force structure and is the Army's force provider of contingency contracting assets.

1-3. The six currently fielded CSB HQs are each aligned with a specific regionally focused ASCC. When deployed, the CSB has a direct support (DS) relationship with the Army Forces commander in the operational area and executes its contracting mission under the direction and contracting authority of the ECC. The Army Forces commander may further delegate this DS relationship per mission, enemy, terrain and weather, troops and support available, time available, civil considerations (METT-TC) factors. Figure 1-1 depicts current CSB alignment, command, and contracting authority.

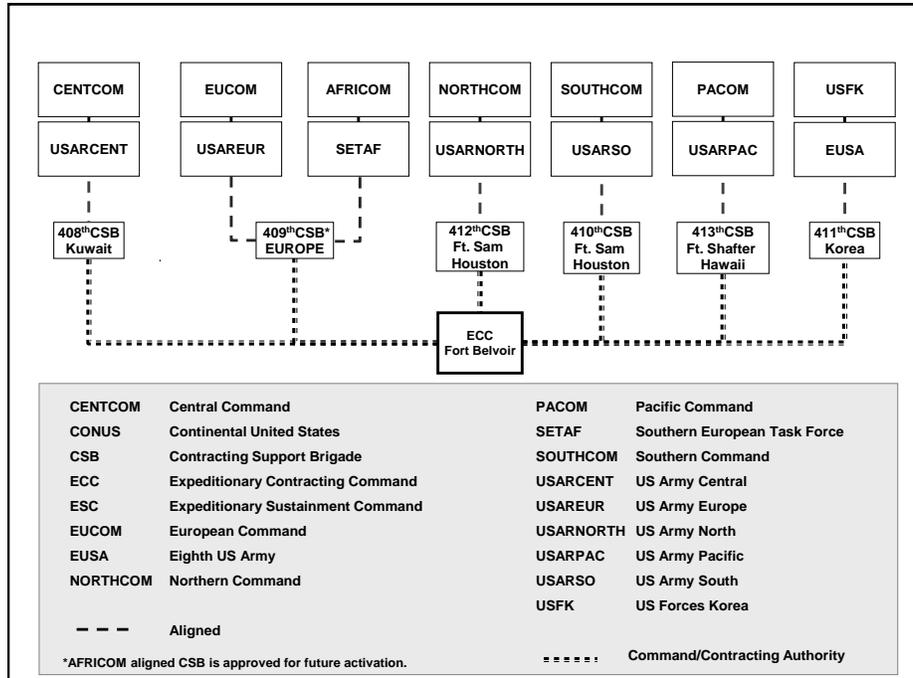


Figure 1-1. Current Contracting Support Brigade Alignment, Command, and Contracting Authority

MISSION OVERVIEW

1-4. The ECC Commander has been appointed a Head of Contracting Activity (HCA) by the Army senior procurement executive. HCA is the official who has overall responsibility for managing the contracting activity. HCAs do not typically exercise command authority within the operational area. The HCA will normally appoint each CSB Commander as a PARC and delegate some of his or her authority. The CSB is the primary operational contract support planner, advisor and contracting commander to the ASCC. The CSB, through contracting authority delegated by the ECC, executes theater support contracting actions in support of deployed Army Forces command and coordinates other common contracting actions as directed by the supported commander. CSB missions include:

- Providing C2 over all assigned/attached subordinate CCBNs, SCCTs and CCTs.
- Providing operational contract support advice (less system support contract related advice) and planning assistance to the ASCC (or subordinate Army Forces command) and the associated senior sustainment command. This assistance will include logistics civilian augmentation program (LOGCAP) planning done in coordination with the USAMC LOGCAP executive directorate provided planner and/or the supporting USAMC logistic support officer (LSO) from the Team LOGCAP-Forward (TLF)).
- Leading the development of the contract support integration plan (CSIP) when requested by the ASCC and/or Army Forces commander.
- Serving, when designated by the GCC through their respective ASCC, as the lead Service contracting command or basis for a joint theater support contracting command (JTSCC) responsible for common contracting support.
- Coordinating and providing contracting support advice and planning assistance at major tactical unit-level (corps, division, BCT/brigade, and so forth).
- Serving as the ASCC/Army Forces command's theater support contracting authority during contingency operations.

- Providing theater support contracting in support of deployed Army, sister services, multinational units, and other governmental agencies (OGAs) as directed.
- Establishing and enforcing common contracting procedures within the operational area to include participation in, and/or lead for, any designated contracting related board or center.
- Establishing and maintaining liaison with TLF and other deployed contracting support elements such as, USACE, Surface Deployment and Distribution Command (SDDC), USAMEDCOM, sister Services, and so forth, as required.
- Performing contractor management planning for service contracts where contractor personnel will come in contact with US forces.
- Performing contract execution and contract administration for contracts executed under the CSB authority.
- Coordinating the deployment and tactical support of all assigned and attached CCBNs, SCCTs and CCTs.
- Providing support to units for the conduct of operational contract support related training and professional development.

ORGANIZATIONAL STRUCTURE

1-5. The CSB headquarters (HQ) is a TO&E unit that commands a number of CCBNs, SCCTs and CCTs as determined during the mission planning process. The actual deployed CSB structure is dependent on mission, enemy, terrain and weather, troops, time available, and civil considerations (METT-TC), and operational area commercial support factors. OCONUS CSBs also have a garrison support focused TDA structure that varies greatly between CSB's due to different customer base, training readiness and oversight requirements, as well as stationing related factors. These OCONUS CSBs often leverage their TDA structure to support contingency operations via reach back support. Figure 1-2 below graphically depicts a typical deployed CSB TOE structure in support of a major operation.

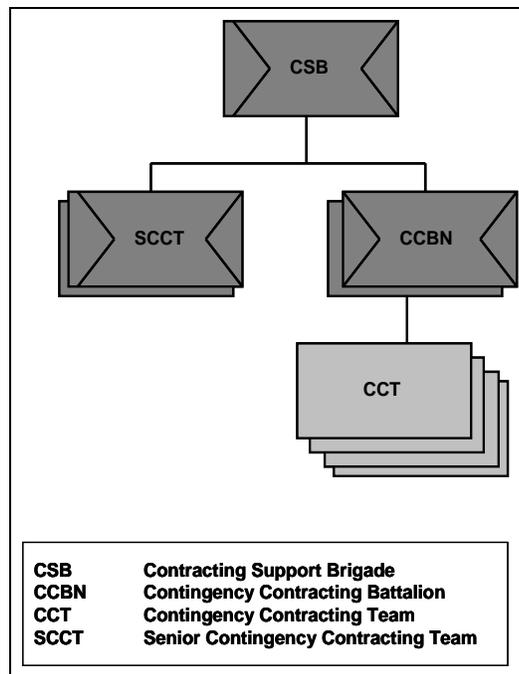


Figure 1-2. Contracting Support Brigade in Support of a Major Operation

1-6. The CSB HQs consists of a command section, an operations/requirements section, a plans/policy section and a legal section. Although the HQs is mainly manned by 51C contingency contracting officers, CSB HQs personnel focus on planning, coordination, contracting process oversight, and C2 of

subordinate organizations. They do not normally get involved in the actual writing of contracts. Figure 1-3 depicts this organizational design.

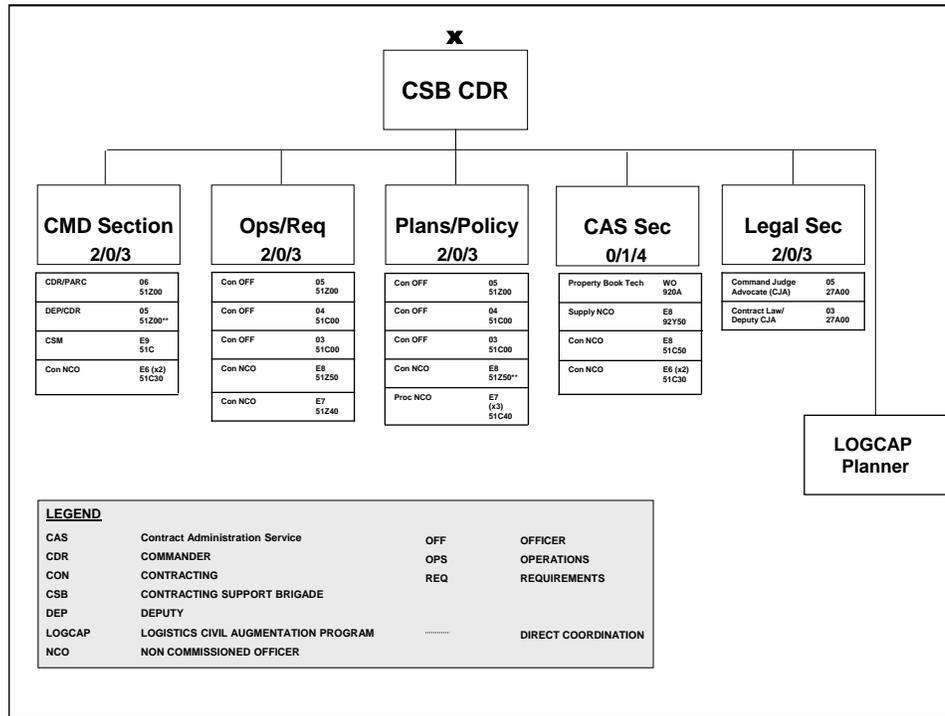


Figure 1-3. Contracting Support Brigade Headquarters Organization Chart

HEADQUARTERS STAFF

COMMANDER

1-7. The CSB commander commands, controls, and directs subordinate contracting organizations to accomplish assigned missions. The CSB commander also serves as the ASCC/Army Forces command special staff officer, staff advisor, and operational contract support (less systems contracts) planner.

DEPUTY COMMANDER

1-8. The CSB deputy commander directs and supervises the planning and execution of mission tasks by ensuring staff work conforms to established directives, policies and commander's intent. The deputy commander integrates CSB staff support with the ASCC/Army Forces command, and senior sustainment command staffs to ensure proper synchronization with the operational commander's concept of operations. The deputy commander supervises staff personnel representing all facets of CSB operations and ensures the plans and policy section provides planning guidance for all subordinate units.

COMMAND SERGEANT MAJOR

1-9. The command sergeant major (CSM) is the senior NCO of the command. The CSM is responsible for providing the commander with personal, professional, and technical advice on enlisted Soldier matters and the NCO corps. The CSM's duties and responsibilities vary according to the commander's specific desires; however, the CSM's main function is to provide advice and recommendations to the commander and staff in matters pertaining to all assigned and attached enlisted personnel.

OPERATIONS AND REQUIREMENTS SECTION

1-10. The operations and requirements section assists the commander and deputy commander in oversight of near-term and on-going contract actions conducted by subordinate units. This section would, when required by the joint force commander (JFC), form the basis of a joint contracting support board (JCSB) to coordinate theater support contract actions with various contract support elements such as civil augmentation programs (CAPs), deployed USACE organizations, and so forth. In addition to possible JCSB functions, the operations and requirements section may also be tasked to provide an acquisition advisor for the Acquisition Review Board (ARB)/Joint Acquisition Review Board (JARB) as required.

PLANS AND POLICY SECTION

1-11. The plans and policy section develops the combatant command and/or subordinate Army Forces command level CSIPs and associated operational contract support policy. In coordination with the operations and requirements section, it develops the commercial support acquisition strategy that will best support the supported unit's mission based on the unit's requirements and available commercial support sources within the operational area. The plans and policy section codifies this acquisition strategy in the ASCC and/or Army Forces command level CSIP for each operation order/operation plan (OPORD/OPLAN). It also provides advice on the establishment of an ARB and other contracting support related coordination procedures, centers or boards. Finally, the plans and policy section is responsible to participate in the development of any ASCC and/or subordinate Army Forces command contractor management plan (CMP) development efforts. Finally, this section is also responsible for planning CSB support and integration of operational contract support into training exercises as directed by the ASCC/Army Forces command, and the ECC.

CONTRACT ADMINISTRATION SERVICES SECTION

1-12. Contract administration services (CAS) consists of over 70 highly complex technical post-award functions directed in the US Federal Acquisition Regulation (FAR) Part 42. These functions include contract administration, quality assurance, contract property administration and cost / price analysis. Each of these functions demand significant training, experience, schooling and technical expertise to ensure the Government receives the goods and services paid by taxpayer dollars and our soldiers and commanders received the support they need to perform their missions. This section consists a technically proficient personnel who are trained in the full spectrum contract operations and capable of performing both pre- and post-award (i.e., CAS) for deployed Army and Joint forces. This cadre of technical experts will plan and execute contract administration, quality assurance and property administration for each mission and each contract.

LEGAL SECTION

1-13. The CSB Legal Section is manned by an O-5 Command Judge Advocate (CJA) and an O-3 Contract Law / Deputy CJA who serves as the CJA during the principal's absence. Together, these judge advocates serve as the primary legal advisors to the CSB and subordinate commanders, staff, and contracting officials and the supported force on the full spectrum of legal and policy issues affecting the planning, training, resourcing and execution of the CSB's missions in peacetime and all phases of operations. Primary responsibilities include:

- Provide legal support on all issues encountered during routine contracting operations, including, but not limited to: contract law; fiscal law; procurement fraud; and contract litigation.
- Provide legal support on all issues encountered during CSB operations, including, but not limited to: contract law; fiscal law; international law issues that affect the status and treatment of contractor personnel; and operational and criminal law matters that regulate the conduct of contractor personnel in an area of responsibility (AOR) where armed conflict is possible.

- Conduct legal reviews of and assist in the development of CSB mission related plans and other contracting support related OPORDS, fragmentary orders, and OPLANS.
- Serve as a member of / legal advisor to contract support related boards as required.
- Participate in the development and execution of after action reviews.
- Develop standard operating procedures to ensure the timely and uniform legal review of specified contract and related actions executed by the CSB and assigned CCBNs, SCCTs, and CCTs consistent with guidance issued by the command and in acquisition laws, regulations and policies.
- Provide legal support on all other issues affecting command operations and personnel, such as: ethics; Freedom of Information Act and Privacy Act; labor and employment law; personal claims, legal assistance, military justice and other administrative law matters.

SUBORDINATE UNITS

1-14. A CSBs' assigned and attached subordinate units will include CCBNs, SCCTs and CCTs based on METT-TC and operational area commercial support related factors. These subordinate units are small, separate TOE organizations made up exclusively of 51C MOS (military occupational specialty) officers and NCOs. When deployed, the CSB exercises C2 over these subordinate organizations in respect to control of resources and equipment, personnel management, unit logistics, readiness, redeployment, and discipline. These subordinate battalions and teams will be a mixture of operational area aligned units and non-aligned units and deploy as a unit (vice individual CCO replacement as seen in recent operations). Operational area aligned units will focus their planning and readiness preparation effort on a particular GCC AOR, but may be deployed to other AORs when required.

CONTINGENCY CONTRACTING BATTALIONS

1-15. CCBNs are generally co-located and aligned with, but not assigned to, Army corps HQs to facilitate operational contract support planning and staff assistance. When available (CCBNs may, or may not be on the same deployment cycle as the corps HQs) they will deploy in support of their aligned corps HQs.

1-16. When deployed, the CCBN, like the CSB, concentrates on planning and management vice actually writing and executing contracts. CCBNs normally serve under the command and procurement authority of the supporting CSB within the operational area. When supporting small-scale missions, CCBN may deploy separately from the CSB headquarters; when this happens, the CSB normally places the CCBN in direct support (DS) of the Army Forces command in the operational area. Like the CSB, this DS relationship may be further delegated per METT-TC. In major operations, the CSB or other contracting commander may combine the CCBN with CCTs and/or contracting elements from other Services to form a regional contracting center (RCC). RCCs normally provide general support (GS) theater support contracting to designated supported units on an area basis. Figure 1-4 depicts a typical CCBN organization.

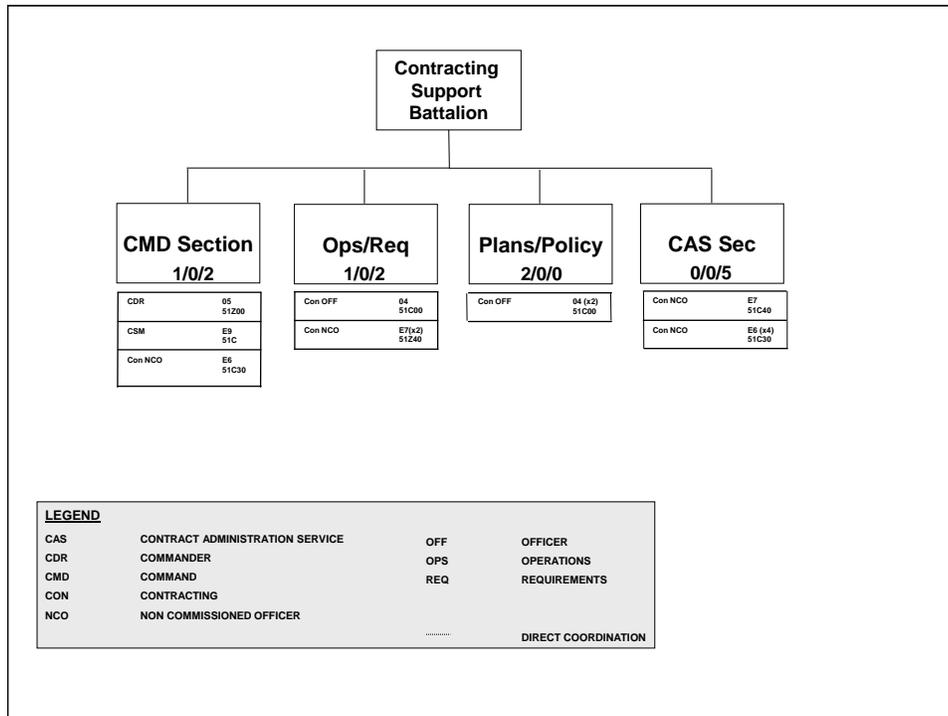


Figure 1-4. Contingency Contracting Battalion Organization Chart

SENIOR CONTINGENCY CONTRACTING TEAMS

1-17. Active duty SCCTs are co-located and aligned with, but not assigned to, active duty division HQs. When available (SCCTs may, or may not, be on the same deployment cycle as the local division HQs) the SCCT team chief provides the division commander and staff operational contract support advice and serves as the ECC liaison officer to the division HQs. Under the direction of the supporting CSB commander, the SCCT may be required to provide mission specific planning assistance to division and/or sustainment brigade HQs. SCCTs normally deploy under the C2 of a CSB and provide theater support contracting on a GS basis within a designated support area or DS to a designated maneuver or sustainment unit as directed. In long-term operations, SCCTs may also be utilized to form regional contracting offices (RCOs) to provide GS support to multiple organizations in the operational area.

CONTINGENCY CONTRACTING TEAMS

1-18. CCTs represent the Army's primary deployable theater support contracting maneuver unit and building block. Like SCCTs, CCTs are small TOE teams consisting of five CCOs, but led by a Major (04). CCTs normally deploy and serve under the command of a CCBN and the procurement authority of the CSB in whose operational area they operate; they provide theater support contracting on a DS or GS basis as directed. CCTs may be combined with an SCCT or other CCTs to form RCCs and RCOs as required.

COMMAND, CONTROL, SUPPORT AND COORDINATION RELATIONSHIPS

1-19. As stated in the mission overview section above, CSB commanders perform multiple functions to include: commander of assigned and attached battalions and teams, senior operational contract support advisor and planner, and theater support contracting authority. Because of the multiple CSB missions,

the unique nature of contracting authority, and variety of supported customers, CSB command, support, and coordination relationships are complex. The CSB commander and staff must work very closely with the ECC, the ASCC, subordinate Army Forces command HQs (when formed), the senior sustainment command, and other major supported units to ensure these relationships are properly established, documented, and exercised.

COMMAND VERSUS CONTRACTING AUTHORITY

1-20. Commanders and staff officers at all levels must understand that contracting authority differs from command authority. Command authority, prescribed in Title 10, US Code, Section 164, includes the authority to perform functions involving organizing and employing commands and forces, assigning tasks and designating objectives, and giving authoritative direction over all aspects of an operation; command authority does not include the ability to make binding contracts for the US Government. The authority to acquire supplies and services for the government comes from three sources: (1) the US Constitution (2) Statutory Authority, and (3) regulatory authority from the Federal Acquisition Regulation (FAR), Defense Federal Acquisition Regulation Supplement (DFAR) and Service FAR supplements. Only the contracting officer, by virtue of their contracting warrant, has the authority to obligate the US Government on contractual matters. Any binding contract attempt made by anyone other than a contracting officer will result in an unauthorized commitment.

1-21. Under the new Army modular contracting structure, the Assistant Secretary of the Army for Acquisition Logistics and Technology (ASA(ALT)) has appointed the ECC commander as HCA for Army theater support contracting. With the consolidation of the Army's contingency contracting officers in separate TOEs under USAMC C2, operational commanders receive theater support contracting planning and execution support via the ASCC aligned CSBs and their assigned/attached subordinate units. CSB commanders receive their delegations of contracting authority from the ECC.

CONTINGENCY OPERATIONS COMMAND AND SUPPORT RELATIONSHIPS

1-22. As stated above, a deployed CSB has a DS relationship with the Army Forces commander in the operational area and executes its contracting mission under the direction and contracting authority of the ECC. The Army Forces commander may further delegate this DS relationship per operational METT-TC factors. The CSB and its subordinate battalions and teams, provide contracting support to designated Army Forces command, joint, multinational and/or OGA organizations in a combination of DS and GS manner as outlined in the CSIP or as otherwise directed by the ECC ICW the senior Army sustainment command in the operational area. Additionally, deployed CSB units rely upon the supported units for tactical logistic and other sustainment support, protection, security, and movement control matters.

1-23. For contingencies; the CSB and its subordinate units are made available as units (vice individuals), organized and deployed in accordance with METT-TC and other factors (for example, local commercial base, force caps, and so forth) to best meet mission requirements. Normally, the supporting CSB or designated CCBN will form and deploy an early entry module (advance party) along with selected SCCTs or CCTs to support initial operations and later on deploy additional CCBNs, SCCTs and CCTs as required. Once deployed, these units will provide contracting support either in a DS or GS manner as delineated in the CSIP and as directed by the CSB (or JTSCC if formed). For example, a CCT could be DS to a BCT during the early phases of an operation and later merged into an RCC that provides GS contracting support within a designated support area in accordance with the published CSIP.

JOINT OPERATIONS COMMAND AND SUPPORT RELATIONSHIPS

1-24. In joint operations, theater support contracting may be accomplished through several C2 and coordination organizational options as directed by the GCC and as outlined in the CSIP. These C2 and coordination arrangements include dedicated Service support to own forces, lead Service contracting organization (with or without C2 of other Service contracting elements), the formation of a JTSCC and

may also include the establishment of various related boards or centers. In major operations, the CSB may be designated as the lead Service contracting organization or serve as the building block for the formation of the JTSCC. In this capacity, the CSB may also be required to participate in the JARB and/or head the JCSB. See Chapter 2 of this FM and JP 4-10, *Operational Contract Support* for more details on planning and executing contracting support in joint operations.

COORDINATING RELATIONSHIPS

1-25. CSB missions require numerous formal and informal coordinating relationships between many different supporting and supported organizations. Organizations the CSBs routinely coordinate with include, but are not limited to:

- ASCC deputy commander for support, chief of staff and G-4.
- Theater sustainment command or expeditionary sustainment command commander and support operations officer.
- Other major supported Army units to include corps, divisions and/or sustainment brigades.
- Army Field Support Brigade (AFSB).
- Supported joint and multinational organizations.
- Supported governmental agencies.
- Other Service, special operations commands and multinational theater support contracting units.
- LOGCAP program office and TLF.
- SDDC.
- US Navy and Air Force civil augmentation programs.
- USACE.
- USAMEDCOM.
- Defense Contract Management Agency (DCMA).
- Defense Logistics Agency.
- Financial management organizations.
- CID/ Major Procurement Fraud Unit.
- Army Contract and Fiscal Law Division & Procurement Fraud Branch.

LIMITATIONS

1-26. The CSB is a very lean TOE unit with a very unique and challenging mission. Because of its contracting support mission set and its limited staff, the CSB has some significant mission support and tactical limitations.

MISSION LIMITATIONS

1-27. By its very nature, the CSB's contracting support mission has significant limitations when compared to sustainment support missions executed via organic military capabilities. Depending on the contingency, there may be some approved waivers of peace-time contracting restrictions, but even in contingency operations contracted support still must be executed in accordance with the FAR/DFAR and relevant supplements. Specific FAR related restrictions include: CCO warrant limitations, sole source documentation and approval requirements, funding requirements, and so on. The Army has a relatively small number of CCOs available to support contingency operations. And while HQDA has recently approved the expansion of our military and deployable DAC contracting officer capabilities, the overall number of available CCOs will remain relatively small for the near term. Our current military CCOs are trained to provide contracting support to deployed forces. They are not trained nor experienced to support complex reconstruction or transition to civil authority missions as seen in recent operations. The CSB is reliant on requiring activities (BCTs and above) and their subordinate units to properly plan and assist in the execution of contracted support to include developing "acquisition ready requirement"

packages, properly executing their contracting officer representative (COR) requirements, and managing contractor personnel in support of the force.

TACTICAL LIMITATIONS

1-28. The CSB and its subordinate units lack any organic tactical logistic support capabilities and have limited administrative and logistic staff to plan for this support. The CSB and its subordinate units require field maintenance support; food service, class II/IV, III (bulk and package), water, class V, class VI, and class IX support; field services support; facilities support; religious support; human resources support; and medical support (to include class VIII) to be provided as designated by the Army Forces commander. Additionally, the CSB has only individual Soldier protection capabilities and must be tied into designated units for protection and security. Finally, the CSB and its subordinate unit's communications capabilities are limited to frequency modulated radios. They require access to other communications such as host nation telephone systems, capabilities such as voice over internet protocol, secret internet protocol router network, and non-secure internet protocol router network

Chapter 2

Planning and Execution

2-1. Planning for operational contract support takes place in a deliberate manner for all operations. Although support factors constrain military operations, the supported commander's concept of operations, priorities, and allocations dictate the actions of the supporting logistician in determining which support options, including contracting, will best satisfy an operation's sustainment needs.

OVERVIEW

2-2. This chapter focuses on the role of the CSB commander and staff in developing CSIPs, supporting CMPs and their execution in the operational area. Developing CSIPs and CMPs is the responsibility of the supported commander normally through Army force command levels. Following guidance found in the GCC and/or subordinate JFC CSIP and CMP, the CSB commander and staff provides direct assistance to the ASCC/Army Forces command level G-4 staff to develop the CSIP. The CSB, along with the aligned AFSB, also assists in the development of associated CMPs. Detailed discussion on operational contract support planning from the JFC's perspective can be found in JP 4-10 *Operational Contract Support*.

CONTRACT SUPPORT INTEGRATION PLANNING

2-3. Currently, FM 5-0 *Planning and Orders Production* formally identifies what is called the contracting support plan as Appendix 9 of Annex I Service Support. Current DOD policy and joint doctrine are also inconsistent in terminology and other matters, but the general direction in this area is that GCCs are now developing CSIPs as a separate Annex W to the OPLAN/OPORD. Staff planners at all levels must actively involve CSB and LOGCAP planners early on in the planning process. Early involvement of the CSB and the LOGCAP planners will ensure contracted support is appropriately considered as a support option, and when used, will be responsive to the needs of the operational commander.

2-4. The CSIP is the planning mechanism to ensure effective and efficient contract support to a particular operation. The CSIP development process is intended to ensure the operational commander and supporting contracting personnel conduct advance planning, preparation, and coordination to support deployed forces, and that the contract support integration and contractor management related guidance and procedures are identified and included in the overall plan. A CSIP is an integral part of both the deliberate and crisis action planning process, and should be included in OPLANs/OPORDs from BCT through ASCC levels. Key reasons for deliberate planning of operational contract support include:

- Allows the supported commander to better synchronize and integrate contract support into the overall plan.
- Allows the supported commander to properly establish and enforce priorities for acquisition of mission essential commercial supplies and services.
- Provides a mechanism to establish initial guidance to contracting organizations on the integration of contract support into the civil-military aspects of the overall operations plan.
- Codifies contracting organization command, support and coordination arrangements and ensures appropriate contracting and funding authorities are in place.
- Helps to prevent inter- and intra-Service competition for the same resources as well as competition between theater support contracts and CAP support.
- Allows for proper resourcing and deployment of contracting support units.
- Identifies the initial contract mechanism (for example, theater support contract, LOGCAP task order, and so forth) and establishing a plan to transition from LOGCAP task order to theater support contract (when applicable).

- Determines appropriate use of reach back contracting support.

2-5. The ASCC aligned CSB is normally responsible to lead in developing combatant command/subordinate Army Forces command level CSIP in coordination with the ASCC/ Army Forces command G-4 and senior sustainment command support operations officer. The ASCC/ Army Forces command level CSIP is formulated in accordance with guidance provided by the GCC and/or subordinate JFC CSIP and is intended to ensure subordinate operational forces are properly supported in their CSIP development efforts.

2-6. Advance planning and preparation are critical to effective contracted support. The CSB and supporting LOGCAP planners require advance knowledge of expected force requirements so that a responsive approach can be developed with potential commercial sources of support identified. To affect this contracted support, the CSB must understand the JFC and ASCC/ Army Forces command concepts of operations and concept support, and then apply standard METT-TC planning factors along with local vendor base considerations to formulate mission specific CSIP guidance. Properly included in the planning process, the CSB staff and LOGCAP planners can assist in locating vendor bases within and near the mission area, identifying supplies, services and equipment available from the local economy, and advise the tactical commander how to best leverage this commercially available support. This process, when properly executed, allows logistic planners to maximize available airlift and sealift assets and minimize the sustainment unit footprint in the operational area. The CSB staff and associated LOGCAP planners also help commanders develop more realistic plans based on a better sense of the availability or suitability of commercial support.

2-7. It is imperative that the CSIP begins at the GCC level, taking guidance from the GCC's acquisition planning staff and combatant commander's logistic support procurement board, if established. The CSB commander and staff, using information from the GCC and/or subordinate JFC CSIP, develops the ASCC/ Army Forces command CSIP in close coordination with the ASCC/ Army Forces command G-4, senior sustainment command support operations officer, LOGCAP planners and other contracting organization staff as required. The CSB also coordinates the development of any subordinate Army command (corps through BCT) CSIPs as required. When these subordinate command CSIP development actions require support from CCBNs or SCCTs not under the command of the supported Army Forces command CSB, the CSB commander in support of the operation will be responsible to coordinate additional CCBN and/or SCCT support with the ECC in coordination with the appropriate ASCC/ Army Forces command operational planning staffs.

2-8. CSIP development must be tied directly to the ASCC/ Army Forces command's logistics preparation of the operational area effort. Logistics preparation of the operational area consists of the actions taken by logisticians at all echelons to optimize means -- force structure, resources, and strategic lift -- of logistically supporting an operations plan. These actions include identifying and preparing forward operating bases; selecting and improving lines of communications; projecting and preparing operational area support and major forward operating bases; and forecasting and building operational stocks. A detailed logistics estimate of requirements, tempered with the results of the logistics preparation of the operational area assessment, allows the commander of the senior Army sustainment command to advise the ASCC/ Army Forces commander of the most effective method of providing support that will not overwhelm the sustainment system.

2-9. The CSB Plans and Policy Section play an integral role in the logistics preparation of the operational area process. Personnel from this section work directly with the ASCC/ Army Forces command G-4, senior sustainment command support operations officer staff and LOGCAP planners to identify commercially available support to augment organic, joint and host nation support (HNS) capabilities. The CSB staff and LOGCAP planners identify commercially-available goods and services in or near the operational area, then help the logistics planners to determine how best to integrate those potential assets into the overall concept of support. For example, CSB and LOGCAP planners might identify available commercial billeting and catering which planners can utilize to support the reception, staging, onward movement, and integration (RSOI) actions, allowing the Army Forces commander to forego or delay transporting tentage, or Force Provider assets, saving critical airlift or sealift assets.

2-10. The CSIP serves as the mechanism for providing detailed guidance on operational contract support for a specific military operation and covers the function of acquiring (contracting for) theater support contracting and non-facility (an engineer staff function) support related information on external support contracts, such as LOGCAP, in support of a particular operation. The CSIP does not normally include discussion on weapon system support contracts in that this type of contracted support generally does not require significant synchronization with other contracted support and due to the fact the operational commander has little control over decisions on whether or not to utilize system support contracts in support of military operations.

2-11. The supporting CSB will ensure the ASCC/ Army Forces command CSIP clearly describes operational specific contracting organizational responsibilities, requiring activity responsibilities, establishes initial ARB guidance and operational specific contract support procedures. The CSB commander will also ensure details on contracted support to specific functions are found in the appropriate appendix of the Service Support Annex (for example, Bulk Class III appendix, Movement Control appendix, and so forth) or other sections of the operation order (local national interpreter support in the Intelligence Annex).

2-12. Army Forces command level CSIPs generally focus on common user logistics related theater support and external support contract (primarily LOGCAP) related support. Support provided to by systems support contracts are generally not addressed in the CSIP because this type of contracted support generally does not provide a common user function nor does it compete for often scarce locally available commercial capabilities. Execution of systems support contracts in contingency operations is coordinated by the AFSB and appropriate PEO/PM. During this phase, the CSB and its subordinates assist units with contract support related training. Typical contract support related staff and individual training subjects can be found in Figure 2-1.

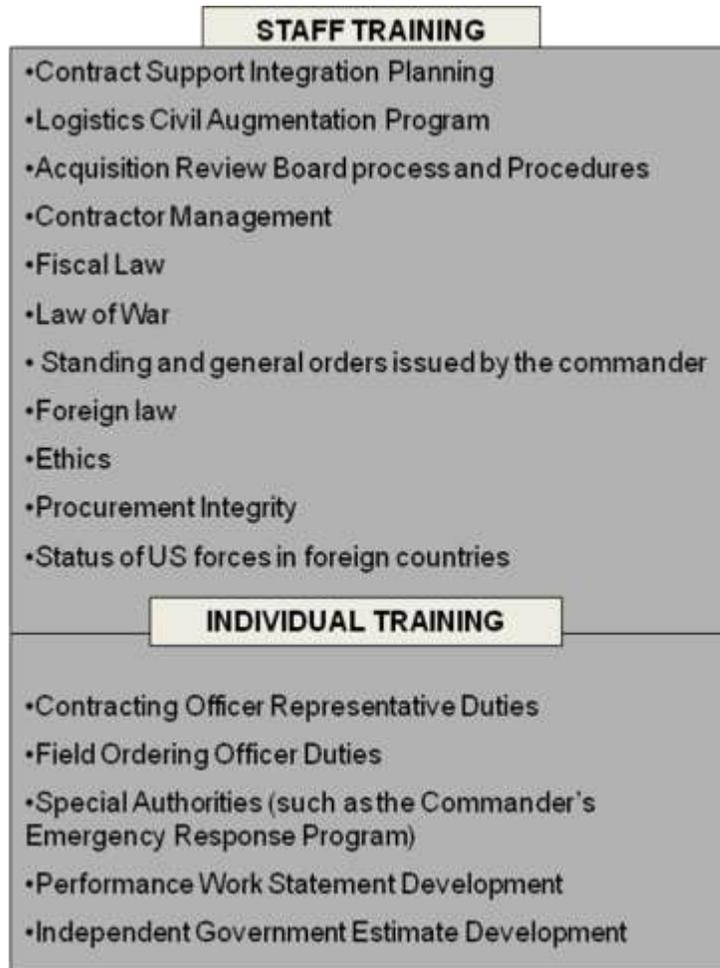


Figure 2-1. Typical Contract Support Training Assistance Subjects

CONTRACTOR MANGEMENT PLANNING AND EXECUTION

2-13. The CMP is related to, but not the same as contract support integration planning. While the CSIP is focused on how the ASCC/ Army Forces command will acquire and manage contracted support, the CMP is focused on mission specific contractor management requirements such as personnel accountability, protection, use of private security contracts, government furnished equipment, as determined by the requiring activity and stipulated in the contract.

2-14. CSBs are responsible to support the ASCC/Army Forces command CMP development effort. While not the lead organization responsible for developing the CMP, the CSB has a role to play in this effort. It is very important to understand that military commanders assume additional risk when using contractors in lieu of organic military support capabilities, especially in non-permissive environments. Furthermore, commanders must understand that contractor personnel are not Soldiers; they might refuse to deliver goods or services to potentially dangerous areas, or might refuse to enter a hostile area regardless of mission criticality. Additionally, contractor personnel, especially local national personnel, may pose an additional security risk to the force. It is imperative that any use of local national personnel, to provide support directly to US forces, be carefully planned and coordinated. Finally, in non-permissive environments, the Army Forces commander may be required to provide significant operational area security and life support for contractors authorized to accompany the force (CAAF). In general, the CSB is responsible to coordinate contractor management actions as they relate to any of the CSB's service contracts that have an

area of performance within the vicinity of US forces and/or have associated CAAF (for example, a local national employee who is required by the contract to live and work on base). The CSB commander and staff closely coordinate this CMP development effort with the entire Army Forces command primary and special staff members along with key subordinate supported units such as the AFSB. Further information on Contractor Management Planning can be found in JP 4-10 *Operational Contract Support* and FM 3-100.21 *Contractors on the Battlefield*.

COORDINATING NON-LOGISTIC RELATED SUPPORT

2-15. It is important to note that contracted support requirements will not just be for logistics support. There may be a need to provide contracted security, signal, and interpreter/linguist support. Often, this non-logistic related support will come from an external support contract. However, in some cases, this support will be provided through a theater support contract under the contracting authority of the CSB. In any case, all major non-logistic related contract support requirements should be covered in the appropriate sections of the OPLAN/OPORD/CONPLAN and CSIP, Annex W. For example, construction and other facility related contracted support should be discussed in the Annex F Engineer while interpreter/linguist support should be addressed in Annex L Intelligence.

OPERATIONAL AREA CONTRACT SUPPORT INTEGRATION PROCESS

2-16. After the initial operational contract support planning is complete, the operational area contract support integration process begins. This portion of the operational area contract support process consists of four steps: identify new requirements, develop the contract instrument, execute the contract, and contract close out. The operational area acquisition process includes obtaining support from multiple sources to include: Army sustainment units, joint and/or multinational military capabilities; HNS or contracted support from commercial sources. From the contract support integration aspect, the operational area acquisition process begins at the point when a requiring activity, generally brigade through ASCC level units, identifies a specific requirement and defines the requirement to the level necessary to satisfy activity needs. This includes proper funding support, contract award, and administration. This section of this field manual will address the overall acquisition process only as it applies to contracting and contractor management from the CSB's perspective. Additional details on the acquisition process can be found in JP 4-10 *Operational Contract Support* and the *Joint Contingency Contracting Handbook*. See figure 2-2 "Operational Area Acquisition Process" for a pictorial overview of the operational contract support process.

FINANCIAL MANAGEMENT (FM) SUPPORT TO CONTRACTING OPERATIONS – THE FISCAL TRIAD

2-17. Contracting operations depend upon effective integration of FM units and resource managers (G8) throughout the acquisition process. The two core functions of FM, resource management and finance operations, provide two distinct levels of support. The G8 ensures requirements certification is in compliance with fiscal law and finance operations support provides prompt disbursement (electronic funds transfer and cash) to support contract payments. The fiscal triad as outlined in FM 1-06, Financial Management Operations, emphasizes the importance of FM. This process begins with resource management providing funds for acquisition (operations and maintenance, Army; special command programs, LOGCAP, other procurement Army; military construction, official representation funds, and so forth.) and certification of prioritized unit requirements. The financial management unit will pay and account for contract payments, providing the final step to the Fiscal Triad process. Failure to integrate FM and Contracting could result in mismanagement of funding and duplicate contract payments. FM responsibilities supporting contracting operations can include the following:

- Resource Management
 - Manage review board process
 - Certify and commit funds
 - Provide accounting support

- Provide cost management
- FINANCE MANAGEMENT
 - Disburse funds for payment
 - Train, fund and clear paying agents
 - Provide closeout documentation

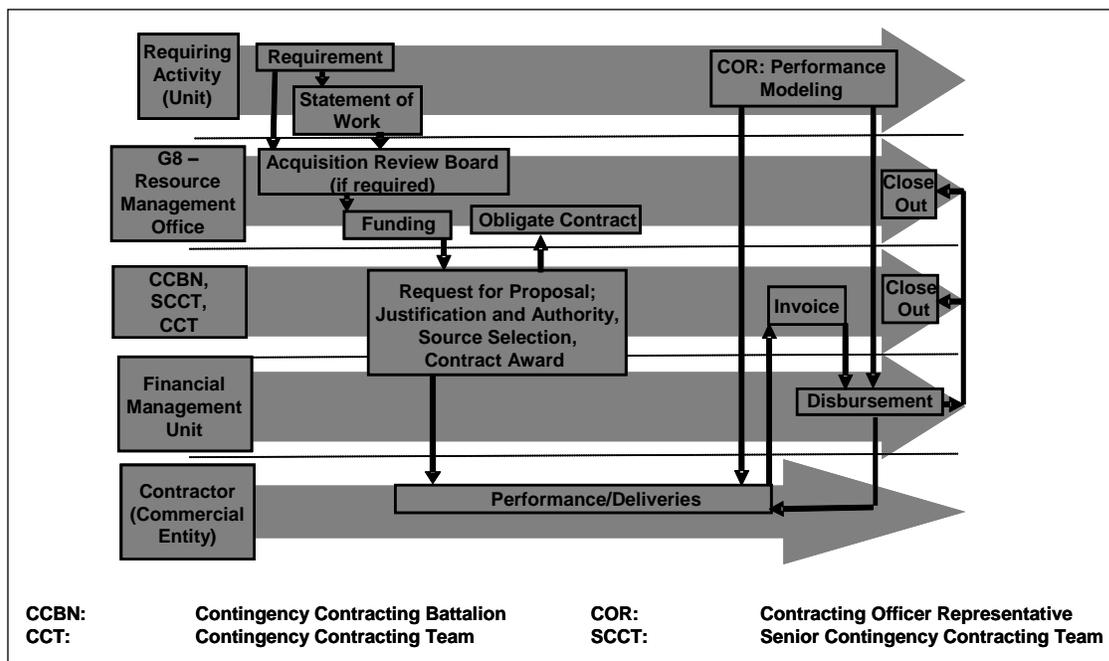


Figure 2-2. Operational Area Acquisition Process

IDENTIFY NEW REQUIREMENT

2-18. Requirements determination encompasses all activities necessary to define, vet, and prioritize the commander's requirements. Effective contract support is driven primarily by timely and accurate requirements determination. Identifying, synchronizing and prioritizing unit requirements are essential precursors to effective contract support and ensuring the operational commander receives the right product at the right place, at the right time, for the right price. **It is the responsibility of the requiring activities, not the CSB, to develop an "acquisition ready requirements" package when requesting contracted support.** The requiring activity, in close coordination with the supporting contracting unit/office or TLF, must be able to describe what is needed to fulfill the minimum acceptable standard for the government. A detailed description of the requirement is instrumental in allowing the contracting officer to create a solicitation against which commercial vendors can bid a proposal and successfully deliver in accordance with the terms of the contract. As part of this process, the requiring activity is responsible to do basic research to ensure that the required support is not available through the non-commercial means (organic military support, multinational and/or HNS sources) and to determine if there are any commercial standards for the item of support along with potential local sources of support. The requiring activity, with support and guidance from the supporting contracting office and LSO staff (if applicable) is also required to develop an independent government estimate and, performance work statement (services) to statement of work (supplies and construction) and obtain certified funds from the proper appropriation from their resource manager or comptroller.

REQUIREMENTS APPROVAL PROCESS

2-19. An essential and often missed step in the operational area procurement process is ensuring the appropriate functional staffs coordinate on the “acquisition ready requirements” package before it is forwarded to the appropriate contracting authority. Depending on the specifics of the requirement and local guidance, additional staff reviews may be required. These staff reviews can include, but are not limited to:

- Legal staff reviews for contract actions identified in command SOPs, such as actions exceeding specified dollar thresholds; non-competitive actions.
- Supply staff review for items that should be available through the normal supply channels.
- Engineer staff review for all construction related requests.
- Medical staff reviews for medical related supplies and services.
- Signal staff review for any communication related supply or service.
- A property book officer review in accordance with AR 710-2 for any supply item.
- A resource management/comptroller review to certify commitment of the appropriate funding.

While the supporting contracting unit will provide advice and guidance on these staff review requirements, it is the requiring activity's responsibility to ensure that all required reviews are completed, properly documented, and that the requirement is approved and prioritized by the appropriate commander. In major operations, there also may be a requirement for some designated supplies and service requests to be processed through an ARB or JARB for approval and prioritization. Items likely to be controlled via an ARB or JARB process include high dollar items, protection/ safety supplies, signal supplies and services, and so forth. It is important to note that the CSB commander or designated staff officer will be part of the ARB or JARB; they normally serve in an advisory capacity rather than as a voting member. And again, while the CSB can provide advice and assistance in developing an ARB or JARB packet, it is ultimately the requiring activity's responsibility to ensure that these packets are developed in accordance with local directives and procedures.

FUNDING PROCESS

2-20. After the requirements document has passed successfully through the approval process, it is submitted to the local resource management office responsible for the management of the requiring activity's budget. Although the requiring activity should have gone through some formal requirements definition process prior to the receipt of funding, the certified funding document is generally the start of the procurement process with the contracting office. The contracting office cannot obligate the government with a contractual document prior to the receipt of funds. The acquisition timeline for the contracting office starts with a valid requirements document and a certified funding document. FM 1-06 Financial Management Operations provides additional details on financial management support to contracting as stipulated in the CSIP.

DEVELOP CONTRACT INSTRUMENTS

2-21. After receiving an approved purchase request from the unit commander or the ARB/JARB (if required), the assigned RM will fund the document and forward it to the designated contracting support office. The theater support contracting office for most contingency contract actions will be a SCCT or CCT, possibly organized into joint RCC or a RCO. The contracting office chief will take responsibility for the procurement action at the time it receives the funded document and will assign the action to a CCO office. This contract specialist prepares a solicitation and advertises the requirement to appropriate vendors. The contract specialist will provide guidance to the requiring activity in their preparation of any sole source, or justification and approval processes necessary to comply with the FAR or any mission specific assigned approval processes. The contracting officer or designated contract specialist will work the procurement through a source selection evaluation process, conduct negotiations as required. The contracting officer will then make the final award as appropriate. For routine theater support contract procurement actions, a single contracting officer may perform both the contract specialist and procuring contracting officer duties. In accordance with DOD and Army policy, a COR must be appointed and trained

before a service contract can be awarded. Requiring activities will also provide receiving officials for commodity contracts is no COR is appointed.

EXECUTE CONTRACT

2-22. Contract execution begins with contract award by a warranted contracting officer. Operational area contract management is not a “fire and forget” system. Executing contracted support in military operations requires significant management efforts from the contracting staff and the requiring activity and/or supported unit. The ASCC/Army Forces commander must ensure that the requiring activities are properly trained and actively participate in the contract execution process. For all service contracts, the requiring unit would nominate a COR who would be trained (as necessary) and certified by the contracting officer. COR duties include, but are not limited to, periodic inspections and quality assurance checks, receiving a periodic invoice, and submitting this invoice along with a receiving report to the supporting FM unit for contract payment. The CSB and its subordinate units work with requiring activity commanders and staff to ensure that COR duties are taken seriously and COR nominees are experts in the field that they will be monitoring. The property book office also must establish and maintain accountability for all equipment procured or leased from the economy. Without proper command involvement and contract management capabilities in place, the supported commander is likely to experience significantly increased operational costs, and more importantly, possible loss of operational effectiveness as well as increased security and safety risks.

RECEIVING AND ACCEPTANCE PROCESS

2-23. The unit COR or receiving official is responsible to ensure delivery, receipt or acceptance of the service or commodity in accordance with the terms and conditions of the contract. For a simple supply contract this would include receiving, inspecting, and accepting the items included in the contract. A service contract often will require monthly or periodic acceptance of the service provided for payment based on the contract terms. After delivery, receipt or acceptance, the unit representative will be responsible for signing the receiving report and submitting this report along with an invoice to the supporting contracting office and/or Financial Management detachment/ unit, as directed, so that the contractor can receive payment.

CONTRACT CLOSEOUT

2-24. Contract closeout should be accomplished as close as possible to the date contract completion is verified and all outstanding contract administration issues are resolved. This step includes initiating final payment to or collection from the contractor, de-obligating excess funds, and records disposal/disposition. Contract closeout ends once the contracting officer has prepared a contract completion statement and makes appropriate disposition of the closed contract file in accordance with the procedures in the FAR.

FIELD ORDERING OFFICERS

2-25. Field ordering officers (FOOs) are non-contracting officers authorized to make purchases under the micro-purchase threshold per local command policy. The micro-purchase threshold can and often will change under special contingency circumstances. For example, FOO threshold amounts were raised to \$25,000 per purchase in operations in Iraq and Afghanistan. CSB and subordinate units will train and certify FOOs in accordance with local policies and procedures.

AREA SUPPORT ARRANGEMENTS

2-26. As discussed in Chapter 1, the CSB commander, in coordination with the ASCC/ Army Forces command and senior sustainment command commander may chose to organize his subordinate units into RCCs and RCOs based on standard METT-TC and local vendor base considerations. This organizational option, which may include augmentation from other Service CCOs, can be an effective organizational approach for long-term stability operations.

REGIONAL CONTRACTING CENTERS

2-27. RCCs, normally led by a warranted O-5 chief, can be built around a CCBN and are often jointly manned. The specific make-up of these RCCs is METT-TC dependent, but they could consist of between 10-25 warranted CCOs and/or volunteer DOD civilian contract specialist. It is also common practice to align these RCCs to major land force headquarters (such as division, corps, and Marine Expeditionary Force) or major airbase commands. Key to the proper manning of these RCCs and their subordinate RCOs is not the rank of the CCOs on staff, but the warrant and experience level of the staff. RCC provides contract support in a GS basis to all units and designated OGAs within their designated support area. However, RCC chiefs, and/or selected senior staff members that are located near the major maneuver command, must establish special planning and contracting advisory relationships with any major command in their support area. The RCC Chief must be prepared to attend major planning meetings, battlefield updates, and provide contracting capability information to the command and staff as required. A key RCC mission is to ensure contracting support is planned and ready to support the ever changing maneuver commander's mission while still providing effective and efficient GS contracting support to all customers.

REGIONAL CONTRACTING OFFICES

2-28. RCOs are contracting organizations built on an SCCT or CCT that operate under the direction of a designated RCC. RCOs normally have lieutenant colonel or major contracting officer chief and are made up of anywhere from 2-8 warranted contracting officers, NCOs and/or DOD civilians, possibly including joint manning. The actual size and make-up of an RCO is METT-TC dependent. RCOs normally provide GS theater support contract services to tenant activities on a specified forward operating base and/or designated support area.

COORDINATING LOGISTICS CIVIL AUGMENTATION SUPPORT PROGRAM (LOGCAP)

2-29. The CSB is responsible for coordinating common contract support provided by the Army, to include LOGCAP. LOGCAP is primarily used in areas where no multilateral or bilateral agreements or treaties exist. It is intended for use when contractor support can be an effective, expeditious, or cost effective method to augment organic support capabilities, and where theater support contract support actions are not possible or practical. Even then, commanders should consider using their organic capabilities along with other sources of support to include theater support contracts before considering initiating LOGCAP support. Currently, USAMC delegates administration contracting officer authority for execution of the LOGCAP task orders to deployed Defense Contract Management Agency (DCMA) administrative contracting officers (ACOs) and to the USACE for construction services. Other Services have programs similar to LOGCAP, such as the Air Force Contract Augmentation Program and the Navy's Global Contingency Construction Contract and Global Contingency Service Contract.

2-30. Team LOGCAP Forward (TLF) is the deployed LOGCAP management team responsible to provide centralized LOGCAP management structure and ensure the smooth execution of LOGCAP requirements within the operational area. Components of TLF include:

- LOGCAP deputy program director.
- LSOs from the US Army Reserve LOGCAP support unit.
- USACE (for construction related actions).
- DCMA ACOs.
- LOGCAP prime contractor.

2-31. Upon execution, TLF is organized, deployed and managed under the auspices and direction of the LOGCAP Executive Program Director in direct coordination with the CSB. TLF is usually deployed in support of major exercises and in support of operations worldwide. The key coordination tasks between the CSB and TLF include ensuring proper decisions on contract support venues (such as determining if support will come from a LOGCAP task order or theater support contract) and ensuring there is not undue competition between the LOGCAP prime or subcontractors and theater support contract actions. These

contract venue decisions are often managed by a JFC designated JCSB, normally chaired either by the JFC J-4, PARC, or SCO, lead Service responsible for contracting or JTSCC. Further information on LOGCAP can be found in *The LOGCAP Customer Guide* posted on the LogNet Battlefield Contracting website and JP 4-10 *Operational Contract Support*.

JOINT CONTRACTING

At the time of the publication of this field manual, the Department of Defense was in the process of standing up a new operational contract support organization called the Joint Contingency Acquisition Support Office (JCASO). This new organization has been provisionally assigned to the Defense Logistics Agency and is intended to provide contingency acquisition management support to the combatant commanders' operational contract support planning effort and training events, and, when requested, serve as the contingency program management special staff to the subordinate joint force commander during contingency operations. While the specific JCASO manning and operational procedures are still in development, it is clear that the contracting support brigade (CSB) commanders and staffs will be required to train with, and in some cases, integrate their support into the JCASO operations. Likewise the JCASO may provide support to CSB operations in some contingencies where the CSB is operating as the lead Service contracting command or used to form a joint theater support contracting command. Details of the JCASO's organization and operations will be eventually incorporated into Joint Publication 4-10 *Operational Contract Support*.

In all joint operations, there should be some type of formal contracting coordination or C2 arrangement established within the joint operations area (JOA) between the Service, special operations force, and other deployable contracting support organizations. This coordination will, at a minimum, normally include the establishment of a JCSB under the auspices of the JFC J-4. In major operations, the JFC commander, with approval of the GCC commander, may choose to establish either a lead Service contracting organization or a JTSCC. Joint contracting C2 relationships, support relationships, as well as any board/center guidance should be stipulated in the CSIP.

During Operation Iraqi Freedom, the Central Command commander established Joint Contracting Command Iraq/Afghanistan (JCC-I/A) to provide a coordinated approach to contract support within the Iraq and Afghanistan joint operational areas. JCC-I/A had up to nine regional contracting centers (RCCs) within the Iraq joint operations area manned with contingency contracting officers and DOD civilian volunteers from all Services. These nine RCCs, under the operational control of the JCC-I/A, provided theater support contract services to the entire coalition force including special operations forces, multinational partners and other government agencies as directed by Multinational Forces Command-Iraq. For example, the Baghdad RCC, located in the International Zone (IZ), had an Army division with two brigade combat teams as its primary customers, but also supported 19 additional Service and other governmental organizations operating in or near the IZ.

When the Army is designated the lead Service responsible for common contracting support, the CSB, still operating under Army C2, will be the lead organization responsible to coordinate and execute common contracting support within the JOA. As the lead Service organization, the CSB staff would normally receive staff augmentation via other Services and in some operations may have operational control (OPCON) over designated sister Service theater support contracting organizations. Additionally, as the lead contracting organization, the CSB would form the basis for JCSB in order to coordinate all common contracting within

the JOA with the goal of reducing competition, controlling cost and overall, providing more effective contracting support to the deployed force.

2-32. When designated, the CSB may be utilized as the nucleus of a JTSCC. When designated a JTSCC, the CSB staff would be significantly augmented with additional staff from across the Services and would normally include a flag officer from the ECC or other designated DOD organization. The JTSCC would have OPCON over designated sister Service theater support contracting organizations, and would report directly to the JFC commander. And similar to lead Service organization, the CSB, operating as a JTSCC, would lead any JCSB effort. JP 4-10 *Operational Contract Support* provides more details on the JTSCC organization and operation.

EXECUTING CONTRACTING SUPPORT

2-33. The CSB, by design, is a flexible, modular organization that can expand and contract in accordance with METT-TC requirements. The following discussion provides an overview of how the CSB would support the force during the six phases of the joint operations model as found in the newly revised JP 3-0. The joint operations phasing model includes—

- Phase 0 Shape
- Phase I Deter
- Phase II Seize the Initiative
- Phase III Dominate
- Phase IV Stabilize
- Phase V Enable Civil Authority

2-34. It is important to note that these six phases of the operation are not independent events and may occur concurrently as forces deploy into and out of the operational area. The transition between elements of full spectrum operations requires careful assessment, prior planning, and unit preparation. When operational conditions change, commanders adjust the combination of the elements of full spectrum operations in their concept of operations and concept of support to include operational contract support requirements. Commanders consider the concurrent conduct of each element—offense, defense, and stability or civil support—in every phase of an operation. Also OPLANs/OPORDs may combine or exclude one or more of these phases or elements of these phases.

PHASING MODEL

2-35. The following discussion describes common CSB activities and requirements occurring in each phase of an operation. This specific scenario involves major military actions in each phase of the operation that require significant operational contract support from all sources to include LOGCAP. In this scenario, a separate Army Forces command HQs is deployed.

SHAPE PHASE

2-36. In accordance with JP 3-0, the “Shape” phase of the operation involves normal and routine military activities. For the Army, this includes normal Title 10 support activities as part of the Army force generation (ARFORGEN) process. CSB headquarters do not normally go through the ARFORGEN, its subordinate CCBNs, SCCTs and CCTs do go through the ARFORGEN process like all other force pool units.

2-37. ARFORGEN synchronizes manning, equipping, and training requirements by advancing units through three force pools. A "Reset" force pool for units redeploying from long operations; a "Train/Ready" force pool which conducts mission preparation and training; and an "Available" force pool that includes modular units assessed as "Available" to conduct missions in support of any GCC or serve as rapidly deployable contingency forces. These three force pools are characterized as ARFORGEN operational readiness cycles.

- In addition to normal garrison contract support, CSB headquarters, CCBN and SCCT personnel provide operational contract support advice, assistance and leader education support to their locally aligned major commands. In general, this routine, non-mission specific contract support, advice, and assistance is done on a regional alignment basis and does not have to be centrally coordinated by the ECC.
- TRAIN/READY is the second ARFORGEN phase. During this phase the CSB and its subordinate units provide contracting advice in support of specific mission CSIP and CMP development actions at the major unit level (for example, ASCC, designated Army Forces command, and senior sustainment command) support under the direction of the supported ASCC's aligned CSB. As much as possible, the supported ASCC's aligned CSB commander, with LOGCAP planner support, will provide planning support through the actual CCBNs and SCCTs designated as part of the apportioned force for that particular operation. In many operations, these support arrangements will not be the same as the CSB stationing plan structure. It is imperative that all CSB, CCBN and SCCT personnel stress to their garrison aligned unit commanders and staffs that contracting support arrangements are METT-TC driven and that locally aligned CCBNs and SCCTs may not necessarily deploy with their associated corps or division HQs.
- AVAILABLE is the third ARFORGEN phase. During this phase the CSB works closely with the supporting AFSB and other major deploying units in finalizing the subordinate Army Forces command-level and other CSIP/CMPs as required.

DETER PHASE

2-38. The "Deter" phase is characterized by preparatory actions that specifically support or facilitate the execution of phases of the operation to a defined crisis. These actions may include mobilizing forces, tailoring forces, and pre-deployment activities. General actions for the CSB in this phase include finalizing planning, pre-deployment activities, and the deployment of the CSB early entry module (EEM) and designated subordinate units in accordance with the published CSIP and GCC/ASCC and ECC guidance. Focus will be on establishing contracting support to the intermediate support base and initial operational area support base operations. Key CSB actions and responsibilities in this phase normally include:

- Finalizing CSIP and support to CMP actions.
- Finalizing CSB headquarters and subordinate unit personnel and equipment pre-deployment preparation actions.
- Preparing to deploy its EEM as directed by the Army Forces command or designated supported command HQs.
- Establishing coordination relationships with other major units such as divisions, separate brigades, the ESC, and OGA organizations as required.
- Establishing operational area support relationships in accordance with ASCC, Army Forces command, and ECC commander's guidance.

2-39. Projecting CSB capabilities begins at the CONUS or forward deployed strategic base. Upon mobilization notification, the ECC, in coordination with the GCC and supported ASCC and Army Forces command guidance, provide the CSB and TLF final task organization and support relationship instructions. The CSB will ensure all deploying subordinate units meet general deployment requirements as well as specific operational area entrance requirements determined by the supported GCC and ASCC commander. See DODI 3020.41, DA Regulation 600-8-101, DA Pam 690-47, DA Pam 690-47 and USAMC Regulation 690-11 for more information on general deployment preparation guidance and procedures.

2-40. The CSB, in coordination with the designated supported HQs, will deploy an EEM and selected subordinate units along with the TLF in support of operational area opening forces. These forces will normally include a sustainment brigade, and other support elements as required. The CSB EEM is DS to the designated HQs and relies upon the supported unit for tactical logistics, protection/security, and movement control. Similarly, CSB subordinate units will be either DS to a designated unit or GS to multiple units on an area support basis. And like the CSB EEM, these subordinate CSB elements will also be reliant upon the

supported unit for tactical logistics, protection/ security, and movement control per METT-TC. At all times, contracting authority channels remain intact between the deployed CSB, its subordinate units, and the ECC.

SEIZE THE INITIATIVE PHASE

2-41. The main focus of the CSB during the “Seize the Initiative” phase of the operation is assisting Army Forces command in supporting the generation of combat power at the time and place of need. The CSB’s main effort will normally be in support of major logistic nodes and port operations along with important, but generally limited, forward support to Army maneuver units. Key CSB actions and responsibilities in this phase of the operation normally include:

- C2 for all of its’ subordinate contracting organizations assigned or attached in the operational area.
- Providing operational contract support related advice and planning assistance to Army Forces command, the senior sustainment command in the operational area, and other major Army commands as required.
- GS contracting support to RSOI actions.
- DS contracting support to designated maneuver units as appropriate.
- Integrate sustainment related contracting support in direct coordination with the senior sustainment command’s support operations section.
- Assisting the Army Forces command and senior sustainment command commander in other operational contract support related policy and planning actions.
- Closely coordinating all LOGCAP actions with current and future theater support contracting actions.

2-42. During the “Seize the Initiative” phase, the CSB and subordinate CCBNs, SCCTs, and/or CCTs provide contracting support and connectivity throughout the operational area. The CSB, CCBN, SCCT, and CCT provide contracting support as additional forces are received in the operational area and staged in marshalling areas, conduct reception, staging and on-ward movement actions, and integrate into the force at the tactical assembly areas. The CSB’s focus is to integrate operational contract support as seamlessly as possible into the overall concept of support, based on the JFC and Army Force commander’s priorities.

DOMINATE PHASE

2-43. The “Dominate” phase of the operation is normally characterized by significant combat operations. During this phase, the CSB headquarters deploys and focuses on providing support to deployed Army units along with designated joint and multinational organizations as directed. CSB mission focus and functions during the “Dominate” phase of the operation may include, but is not limited to:

- Continue to provide C2 for its’ subordinate organizations in the operational area.
- Continue to provide operational contract support related advice and planning assistance to the Army Forces command, the senior sustainment command in the operational area, and other major Army commands as required.
- Assist the ASCC/Army Force command and senior sustainment commander in developing new or revising existing contracting related policy and plans with emphasis on adjusting plans to meet future stationing plans of forces employed in follow-on stability operations.
- Continue to provide GS contracting support to RSOI actions.
- Continue to provide DS contracting support to designated maneuver units.
- Continue to ensure all actions are properly synchronized with LOGCAP support and other common contract support.
- Coordinate and adjust CSB, subordinate unit administrative, tactical logistics, communications and protection support arrangements.
- Under the direction of the supported commander and ICW the ECC, reorganize and reposition deployed contracting elements in preparation for emerging and follow-on stability operations.

- As required, provide an acquisition advisor for the Acquisition Review Board (ARB)/Joint Acquisition Review Board (JARB).

2-44. During the “Dominate” phase, the CSB, CCBN, SCCT, and CCTs provide continuous contracting support to deployed Army forces and other designated organizations throughout the JOA. The CSB must ensure that contracting support meets the operational and tactical-level commanders’ priorities. Contracting support must be focused on sustaining combat power and should be weighted to support the main effort. Certain operational requirements may over commit CSB capabilities; when that occurs, the CSB will coordinate with the supported commander and the ECC to deploy additional CCBNs, SCCTs and/or CCTs as required.

STABILIZE PHASE

2-45. The “Stabilize” phase is required when there is limited or no functioning civil governing entity present in the operational area. This phase of the operation includes providing or assisting in the provision of emergency services to the local population and will usually include significant multinational and OGA support. Selected redeployment related actions may also take place during this phase.

2-46. During the “Stabilize” phase of the operation, the CSB actually increases mission support as forces are adjusted, repositioned, and redeployed and new forces are deployed into the operational area. Mission focus is transferred from supporting a single operational area sustainment base to providing contracting support in close coordination with major tactical units, primarily BCTs and divisions, in order to support the civil-military aspects of these unit operational plans. Specific CSB mission focus and functions during the “Stability” phase of the operation may include, but is not limited to:

- Continue to provide C2 for its’ subordinate organizations in the operational area.
- If directed by the GCC, transform into JTSCC. This transformation will most likely include significant staff and contracting team augmentation from other Services.
- Continue to provide contracting support to deployed Army forces, other Services, multinational partners, and OGAs on a GS basis.
- Coordinate reach back support through ECC HQs to MICC DOCs and/or USACC Acquisition Support Centers.
- Continue to provide operational contract support related advice and planning assistance to Army Forces command, senior sustainment command, and other major Army commands as required.
- Adjust subordinate unit’s location and organization to provide GS support on area basis per the supported commander’s guidance and ICW ECC– may establish RCOs and RCCs as necessary.
- Provide planning support to major tactical units as required with a new focus on support to the civil-military aspects of these unit’s missions.
- Providing training or other required support to any special commander programs such as the Commander’s Emergency Response Program as seen in OIF.
- Expand/formalize coordination requirements to include forming/supporting a JCSB and serving on the JARB as required.
- As LOGCAP expands to support new basing requirements, refine LOGCAP transition plans and begin limited transition of LOGCAP task orders to theater support contracts if practicable.
- Continue to coordinate and adjust CSB, subordinate unit administrative, tactical logistics, communications and protection support arrangements.
- Ensure all service contracts that have associated CAAF or have local national employees who require base access meet local security and other contractor management related policies.
- Assist TLF in ensuring that their US citizen expatriate and third country nationals (TCN) and any local national CAAF meet local security and other contractor management related policies.
- Collect and record lessons learned and after action reports; provide to ECC and ASA(ALT) as directed.

2-47. During the “Stabilize” phase, theater support contracting and LOGCAP support may be increased in both scope and importance to the overall mission; however, the Army Forces commander must ensure that this new mission focus does not exceed the training and expertise of CSB personnel. For example, major reconstruction support is provided by deployable USACE teams, not the CSB. In this phase of the operation, focused forces support contracting actions continue, but priorities will be adjusted to focus on the civil-military impacts of the stabilization mission. For example, theater support contracting may become an important means to stimulate the local economy. LOGCAP support may continue to be a key support mechanism, especially to multinational forces and interagency organizations such as Department of State. Additionally, TLF may be required to enhance the use of local national vice US citizen or TCN personnel.

2-48. Later in the “Stability” phase, the CSB begins planning and coordinating support to redeploying forces. This effort may include contracting support to materiel retrograde as well as maintenance support, to returning Army pre-positioned stock equipment and stay-behind equipment. During this phase, the AFSB may become an increasingly important CSB customer.

ENABLE CIVIL AUTHORITY PHASE

2-49. The “Enable Civil Authority” phase is characterized by significant OGA support to legitimate civil governance. The goal of this phase is for the joint force and OGAs such as Department of State and US Agency for International Development to enable the viability of civil authority and its provision of essential services to the local population. It also will include the redeployment of selected forces. The “Enable Civil Authority” phase of the operation can overlap the “Stability” phase as seen in OIF. In OIF, the JFC’s decisive effort, by most accounts, was the standing up of viable Iraqi police and military capabilities; however, maintaining security remained a critically important mission of the multinational forces.

2-50. The CSB commander, under the direction of the supported command and ICW the ECC, adjusts common contracting support to meet the change in forces and mission focus. Key focus will be in support

of OGA actions and redeployment of forces. The CSB commander's focus during the "Enable Civil Authority" phase of the operation may include, but is not limited to:

- Continue to provide C2 for subordinate organizations.
- Continue to provide contracting support to deployed Army forces, other Services, multinational partners, and OGAs on a GS basis.
- Continue to utilize reach back support through ECC HQs to MICC DOCs and/or USACC Acquisition Support Centers.
- Continue to provide operational contract support related advice and planning assistance to Army Forces command, senior sustainment command, and other major Army commands as required.
- Provide tactical contracting advice and related training to local national military and security forces as required by the JFC.
- Continue to support any special commander's programs as required.
- Adjust subordinate unit's location and organization to provide GS support on area basis per supported commander's guidance and ICW the ECC— continue to support via RCOs and RCCs structure as appropriate.
- Continue to provide planning support to major tactical units as required.
- Continue supporting JCSB and JARB as required.
- Continue LOGCAP transition plans and maximize the transition of LOGCAP task orders to theater support contracts.
- Continue to ensure all CSB service contracts that have associated CAAF or have local national employees who require base access have appropriate clauses that outline local security and other contractor management related requirements.
- Continue to assist TLF in ensuring that their US citizen expatriate and TCN CAAF personnel meet local security and other contractor management related policies.
- Continue to coordinate and adjust CSB, subordinate unit administrative, tactical logistics, communications and protection support arrangements.
- Refocus effort on contract termination and close out.
- Finalize and record lessons learned; provide to ECC and ASA(ALT) as directed.

2-51. Near the end of the "Enable Civil Authority" phase of the operation, the CSB focuses on the transition of remaining contracts to host nation or other agencies as required. All other contracts will be terminated and closed out. During this phase of the operations, the CSB completes the redeployment of subordinate units as directed by the supported commander and ICW the ECC.

Glossary

Section I – Acronyms and Abbreviations

Acronym/Term	Definition
ACO	administrative contracting officer
AFSB	Army field support brigade
ALT-IO	Acquisition, Logistics, and Technology – Integration Office
AOR	area of responsibility
AR	Army regulation
ARB	acquisition review board
ARFORGEN	Army force generation
ASA(ALT)	Assistant Secretary of the Army (Acquisition, Logistics, and Technology)
ASCC	Army Service Component Command
BCT	brigade combat team
C2	command and control
CAAF	contractor authorized to accompany the force
CAP	civil augmentation program
CASCOM	Combined Arms Support Command
CAS	contracting administration services
CCBN	contingency contracting battalion
CCO	contingency contracting officer
CCT	contingency contracting team
CMP	contractor management plan
CONUS	continental United States
COR	contracting officer representative
CSB	contracting support brigade
CSIP	contract support integration plan
CSM	command sergeant major
DA	Department of the Army
DAC	Department of the Army Civilian
DCMA	Defense Contract Management Agency
DD	Department of Defense (official forms only)
DFAR	Defense Federal Acquisition Regulation
DOC	director of contracting
DOD	Department of Defense
DODI	Department of Defense instruction
DS	direct support
ECC	Expeditionary Contracting Command

EEM	early entry module
FAR	Federal Acquisition Regulation
FM	field manual
FOO	field ordering officer
FORSCOM	United States Army Forces Command
G-4	assistant chief of staff, logistics
GCC	geographic component command
GS	general support
HCA	head of contracting activity
HNS	host nation support
HQ	Headquarters
HQDA	Headquarters, Department of the Army
J-4	logistics directorate of a joint staff
JARB	joint acquisition review board
JCSB	joint contracting support board
JFC	joint force commander
JOA	joint operations area
JTSCC	joint theater support contracting command
LOGCAP	logistics civilian augmentation program
LSO	logistics support officer
METT-TC	mission, enemy, terrain and weather, troops and support available, time available, civil considerations
MICC	Mission and Installation Contracting Command
MOS	military occupational specialty
NCO	noncommissioned officer
OCONUS	outside the continental United States
OGA	other governmental agency
OIF	Operation Iraqi Freedom
OPCON	operational control
OPLAN	operational plan
OPORD	operation order
PARC	principal assistant responsible for contracting
RCC	regional contracting center
RCO	regional contracting officer
S-4	logistics staff officer
SCCT	senior contingency contracting team
SDDC	Surface Deployment and Distribution Command
TCN	third country national
TDA	Table of Distribution and Allowances
TLF	team logistics civilian augmentation program forward
TOE	table of organization and equipment

US	United States
USACC	United States Army Contracting Command
USACE	United States Army Corps of Engineers
USAMC	United States Army Materiel Command
USAMEDCOM	United States Army Medical Command

Section II – Terms and Definitions

administrative contracting officer — Contracting officer whose primary duties involve contract administration.

contractors authorized to accompany the force — Contingency contractor employees and all tiers of subcontractor employees who are specifically authorized through their contract to accompany the force and have protected status in accordance with international conventions

contracting officer - (joint) A US military officer, enlisted member, or civilian employee who has a valid appointment as a contracting officer under the provisions of the Federal Acquisition Regulation. The individual has the authority to enter into and administer contracts and determinations as well as findings about such contracts.

contracting officer representative – A Service member or Department of Defense civilian appointed in writing by a contracting officer responsible to monitor contract performance and perform other duties specified by his appointment letter.

field ordering officer – A service member or Department of Defense civilian who is appointed in writing and trained by a contracting officer who is authorized to spend government money in support of forces and/or designated civil-military operations.

head of contracting activity – The official who has overall legal responsibility for managing the contracting activity.

performance work statement — A performance-based description of the user’s technical, functional, and performance requirements.

ratification – The process of approving an unauthorized commitment by an official who has the authority to do so.

requiring activity – A military or other designated supported organization that identifies and receives contracted support during military operations.

system support contract – A pre-arranged contingency contract awarded by Service acquisition program management offices that provides deployed fielding support, technical

support, maintenance support and, in some cases, Class IX support for selected military weapon and support systems.

task order – Order for services placed against an established contract.

theater support contract – A type of contingency contract that is awarded by a contracting officer deployed to the operational area, serving under the direct contracting authority of the Service component, special operations force command, or designated joint head of contracting authority for the designated contingency operation.

unauthorized commitment – A nonbinding agreement between a contractor and a United States government official who lacks proper contracting authority to enter into a contract or to change a contract.

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