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US Army Corps
of Engineers ®

Logistics Civil Augmentation Program

A USACE GUIDE FOR COMMANDERS

Table of Contents

Introduction

LOGCAP: A force multiplier for contingency deployments.

The U.S. military has traditionally employed civilian contractors in non-combatant roles to augment military resources. The Logistics Civil Augmentation Program (LOGCAP) leverages civilian corporate resources as facility and logistics services support multipliers in support of U.S. forces. LOGCAP provides a rapid and responsive contract capability which augments U.S. forces by meeting combat support and combat service support (CS/CSS) requirements.

The U.S. Army Corps of Engineers (USACE) has developed and awarded a LOGCAP contract which is designed to support U.S. Army forces in contingency operations worldwide. It provides for augmentation to CS/CSS troop units in war and in operations other than war (OOTW). This Engineer Pamphlet describes the USACE LOGCAP contract and provides basic information on acquiring LOGCAP planning and execution support.

Program Background

Contracting by the U.S. military for supplies and services during conflict has a long history which dates back to the American Revolutionary War. The military's use of civilian contractors in theaters of war has steadily expanded during all subsequent U.S. conflicts. During the Vietnam War, civilian contractors played a major role in providing facilities and logistics services support which highlighted their significant capabilities to augment combat support (CS) and combat service support (CSS) forces.

The concept of preplanning for civilian contractor support in a wartime theater began to take shape in the decade after Vietnam. In 1985, the Logistics Civil Augmentation Program (LOGCAP) was formalized by the Army with an initial concept of each Army component of regional unified commands individually identifying and contracting for their supply and service requirements.

In 1988, the Third U.S. Army (TUSA) requested the U.S. Army Corps of Engineers (USACE), Middle East/Africa Projects Office (now Transatlantic Division) to contract with a civilian contractor to prepare an initial LOGCAP management plan to construct and maintain two petroleum pipelines (Inland Petroleum Distribution System - IPDS) in support of contingency operations. The plan was completed in 1989, and although not specifically implemented during Operation DESERT SHIELD/STORM, did provide meaningful data for military planners in evaluating civilian support capabilities.

In 1992, USACE developed a LOGCAP initiative for a single, worldwide, services contract to preplan for theater facilities and logistics support services in time of war or crisis.

LOGCAP links supported commands to worldwide, industrial resources, thereby augmenting U.S. forces with a flexible, commercial capability to support operations.

While primarily focused on services support to U.S. Army forces, LOGCAP maybe able to provide support to other U.S. military services.

Program Concepts

The LOGCAP concept is to pre-plan for the use of global corporate resources to support contingency operations and to augment CS/CSS force structure when there are shortfalls.

Fundamental concepts guiding the development and maturation of the LOGCAP program are:

- Plan during peacetime for the effective use of contractor support in contingency or crisis.
- Leverage existing, global/regional corporate resources as facility and logistics services support multipliers.
- Provide an alternative capability to meet facility and logistic services shortfalls.
- Provide quick reaction to contingency or crisis requirements.

Authority

The Logistics Civil Augmentation Program (LOGCAP) is promulgated by Army Regulation 700-137. The Department of the Army, Deputy Chief of Staff for Logistics (DA DCSLOG) is the proponent for the regulation.

The U.S. Army Corps of Engineers (USACE) is the contracting activity and program manager for LOGCAP planning and execution.

Program Management & Execution

■ The U.S. Army Corps of Engineers (USACE) is responsible for program management, coordination of major Army command (MACOM) requirements, and execution of the LOGCAP contract.

■ HQ, USACE provides overall program management and develops the policies and procedures to guide the execution of LOGCAP contract activities.

■ Transatlantic Division (CETAD) is the USACE major subordinate command (MSC) assigned as the lead agent responsible for development and execution of contracts required under LOGCAP. The Contracting Officer (KO) for the LOGCAP contract is located at CETAD in Winchester, VA. In carrying out its lead role in contract development and execution, CETAD closely coordinates with the other two USACE MSCs supporting MACOMs outside the continental United States (OCONUS). These other USACE MSCs are the South Atlantic Division (CESAD) in Atlanta, GA and the Pacific Ocean Division (CEPOD) in Honolulu, HI.

■ Working primarily through the war/contingency planners of Army component commands, these three USACE MSCs (CETAD, CESAD, CEPOD) and their subordinate district commands assist in the coordination and development of LOGCAP plans in support of the following OCONUS MACOMS:

Transatlantic Division (CETAD). . . .CENTCOM (ARCENT)
Europe District. . . . . .EUCOM (USAREUR)
South Atlantic Division (CESAD)
Mobile District. . . . . .SOUTHCOM (USARSO)
Pacific Ocean Division (CEPOD) . . .PACOM (USARPAC)
Far East District. . . . . .USFK/EUSA

LOGCAP support to other CINCs (such as USACOM) and to other MACOMs (such as FORSCOM) is coordinated through Headquarters, USACE.

During an actual wartime or contingency operation (a LOGCAP “EVENT”), these USACE MSCs help their respective supported MACOMs inordinate the execution of LOGCAP plans. On-site, LOGCAP project management (under a USACE forward commander) and contract administration are provided by representatives from USACE. Representatives from the Defense Contract Management Command, International (DCMC-1) maybe assigned ACO responsibilities.

■ The LOGCAP contractor develops support plans for worldwide and regional scenarios and implements the plans when an EVENT requires the mobilization of forces. LOGCAP plans are easily adapted to meet actual contingency requirements.

The LOGCAP Contract

■ The cost-reimbursement pricing structure of the LOGCAP contract is necessary to provide the flexibility and responsiveness required to support military contingency operations. Under a cost-reimbursement type contract, there are no pre-established prices and services. Instead, there are “estimated” and “target” costs, but the Government is obligated to pay the contractor for all incurred costs which are reasonable, allowable, and allocable to the contract. Under all cost-reimbursement type contracts, including the LOGCAP contract, the Government assumes the majority of the risk related to the cost of performance. Because of this, intensive monitoring and oversight of the contractor’s costs are required when a cost-reimbursement type contract is used.

■ For LOGCAP services during an EVENT, the Government (i.e., appropriate military commander or MACOM) identifies its requirements and submits them to the contractor through the Government contracting officer. The contractor then quickly develops a rough order of magnitude (ROM) estimate of the costs and provides this cost estimate, along with an estimated performance time schedule, back to the Government. After the rough estimates of costs and performance times are reviewed, adjusted if necessary, and accepted, the necessary funding must be provided by the organization requiring the support.

■ These funds, along with the statement of requirements, are provided to the Government contracting officer who then reviews the funds and services to ensure that they conform to contracting and financial policies. After this check is completed, the Government contracting officer may issue an order to the contractor to perform the work. The prices for the services are still not firm, since the contractor remains entitled to reimbursement of his incurred costs. A partnership among the contracting officer, the contractor, and the organization receiving the support is formed to constantly monitor and control costs while ensuring responsive, effective services.

■ Contractor profit is expressed in terms of a base fee and an award fee which is payable for performance. An award fee pool is available to the contractor for above average performance under the LOGCAP contract. An award fee plan has been developed to focus contractor effort towards the areas of performance, coordination, flexibility, responsiveness, and cost control. The contractors performance is monitored by an appointed LOGCAP Award Fee Board. The Fee Determining Official (FDO) is the Commander, CETAD. The Award fee Board meets on a periodic basis to evaluate the contractors performance and recommends an award fee to the FDO. MACOM personnel may input to the Board during both planning and contingency execution phases. Input on contractor performance is encouraged from supported commanders and from the Government contracting officer staff in the area of operations.

Capabilities

LOGCAP provides a generic capabilities plan for receiving, housing and sustaining 20,000 troops in five base camps for 180 days. Fifteen days after notification, the contractor is required to receive and to support 1,300 troops per day. Thirty days after notification, the contractor is required to support 20,000 troops in one rear and four forward base camps for up to 180 days with options to increase the size of the supported force to 50,000 troops and to extend support to 360 days. Each base camp provides billeting, mess halls, food preparation, potable water, sanitation, showers, laundry, transportation, utilities and other logistical support.

In addition to facilities services and logistics support services, the generic management plan also provides contingency equipment and labor pools to perform labor intensive, non-combat missions for the commander such as:

- Support to arriving forces at aerial ports of debarkation (APODs) and sea ports of debarkation (SPODs).
- Force sustainment.
- Retrograding equipment and supplies.
- Construction support.
- General logistics services.
- Augmentation to engineer units.
- Facility engineer support.

The aforementioned scenario is generic. The supported MACOM commander must provide a concept of operations and a scope of work to enable the LOGCAP contractor to tailor capabilties to meet the commander's requirements.

MACOM Responsibilities

Supported MACOMs must execute the following responsibilities to maximize LOGCAP's potential as a facilities and logistics multiplier (USACE MSCs will assist as requested by the MACOM):

■ **Develop and provide a detailed statement of work (SOW).** The SOW is used to define requirements to the LOGCAP contractor. It should contain as much information about the requirements (including any constraints) that are known at the time. MACOMs should define what they want done, establish performance periods, quantify the requirement, and furnish any special considerations.

■ **Include LOGCAP early in the MACOM's planning process and participate in the LOGCAP plan development.** The advantages of developing a comprehensive LOGCAP suppport plan in the early stages of contingency planning are numerous. It provides accurate cost estimates, avoids costs associated with contractor mobilization for unnecessary work and allows the contractor more time to bring reliable subcontractors onboard. Most importantly, it develops a working relationship and trust between the participants.

■ **Include LOGCAP participation in Command Post Exercises (CPXs).** This is important in that the contractor's support and performance improves with participation in exercises. Skills and knowledge are exchanged.

■ **Participate in the LOGCAP award fee review board process.** The LOGCAP contractor's performance and progress are monitored by members of the Award Fee Board on a periodic basis. MACOM participation in the process and assessment of contractor performance is key in determining an award fee recommendation.

■ **Fund LOGCAP execution during actual contingency.** The supported MACOM funds LOGCAP execution during an actual contingency. Funds must be furnished "up front" prior to mobilizing the contractor. It is highly recommended that MACOMs include their comptroller in the planning cycle when considering the use of LOGCAP support. Funds used to finance work ordered and accomplished under the LOGCAP contract must comply with all normal fiscal rules and restrictions associated with the appropriation(s). There are no special fiscal rules when using LOGCAP. It is important that the correct "color" of money be provided to finance work.

■ **Provide security for LOGCAP contractor personnel during actual contingency.** The LOGCAP contract requires that US forces provide for contractor theater security throughout the contingency operation. Consequently, the operational commander must plan for the contractor's security throughout a contingency.

Operational Strengths

■ **Quick and responsive support.** Nominally, within 15 days after notification, the LOGCAP contractor can start to provide specified support to troops arriving in the theater of operations through air and sea ports of debarkation.

■ **Support is flexible and easily tailored.** The LOGCAP contract can provide a full range of combat support and combat service support functions.

■ **Well suited for early entry, sustainment, and redeployment requirements.** LOGCAP capitalizes on the use of local, commercial/industrial assets.

■ **Does not have to compete for strategic lift.** Once activated, the contractor can provide for his own inter-theater lift, often through foreign flag carriers. This lift is costed in the ROM and is financed by the requesting MACOM.

■ **Provides rapid response capability.** The contract is in-place, and preparatory planning can be underway prior to the actual initiation of operations.

■ **Capitalizes on existing global/regional corporate resources.** The contractor can use his own managerial assets and can rapidly subcontract with local and regional contractors.

Closing

■ Although LOGCAP is capable, it may not be the right "tool" for every contingency. The necessity for up front funding and contract constraints on the scope of work may limit LOGCAP's ability to support every type of contingency or every type of contingency generated requirement. Commander's should consider all options including troop capabilities, host nation support, and other contracting instruments and select the most cost effective tool to meet requirements within the given time constraints.

■ When used in contingencies, LOGCAP has demonstrated a capability for expedient, flexible, and reliable support. LOGCAP has supported the following:

RESTORE HOPE & CONTINUE HOPE (Somalia)
SUPPORT HOPE (Rwanda)
VIGILANT WARRIOR (Saudi Arabia/Kuwait)
UPHOLD/MAINTAIN DEMOCRACY (Haiti)

■ LOGCAP provides the military with a unique contract capability for on-call, facility and logistics support services.

LOGCAP: ***A force multiplier for contingency deployment.***

APPENDIX A:
LOGCAP Points of Contact

HQDA DCSLOG
DALO-PLO
(703) 695-5987; Fax (703) 693-7069
DSN: 225-5987

HQ, US Army Corps of Engineers
Readiness Branch (CECW-OE-P)
(202) 272-0453; Fax (202) 504-4405
DSN: 285-0453

Transatlantic Division (CETAD)
Project Manger, LOGCAP
(703) 665-4012; Fax: (703) 665-4053
DSN: 265-4012/4018

Transatlantic Division
Contracting Officer, (CETAD-CT-S)
(703) 665-3672; Fax: (703) 665-4053
DSN: 265-3672; STU III: (703) 6654075

Europe District (CETAE)
Readiness and Operations Branch
DSN-E 320-6529

Pacific Ocean Division (CEPOH-EM)
Emergency Management
(808) 438-1673; Fax (808) 845-8575

Far East District (CEPOF-EM)
Emergency Management
DSN 721-7469; COM 82-20-270-7469

Japan Engineer District (CEPOJ-EM)
Emergency Management
DSN 263-5044

South Atlantic Division (CESAD)
Emergency Operations Branch
(404) 331-5251; Fax: (404) 331-2814
DSN: 572-5251

Mobile District (CESAM)
Emergency Management
(205) 690-2495; Fax: (205) 690-2488
DSN: 547-2495

HQ, USARPAC
DCSLOG: (808) 438-9878

HQ, USAREUR
DCSENG: DSN (314) 370-8116/8011
DCSLOG: DSN (314) 370-7224

HQ, USARSO
DCSENG: 507-87-3813

HQ, Eighth US Army
J4: DSN(315) 723-4725/381 8/6272
ENG: DSN (315) 723-6385/4361

HQ, FORSCOM
Fax: (404) 669-5685
DCSENG: (404) 669-6233
DSN: 367-6716/367-6233

Third Army (TUSA)
G4: (404) 752-4919/2705
ENG: (404) 752-3493/4053
DSN: 572-4919/572-3493

LOGCAP SUPPORT OFFICES:

For USARPAC: Pacific Ocean Division (CEPOD) at Fort Shafter, HI.

For USARJ: Japan Engineer District (CEPOJ), at Camp Zama, Japan.

For Eighth US Army: Far East District (CEPOF) at Seoul Korea.

For USARSO: Mobile District (CESAM) at Mobile, AL.

For Third US Army Transatlantic Division (CETAD) at Winchester, VA.

For USAREUR: Europe District (CETAE) at Frankfurt, Germany.

For FORSCOM: HQ USACE, at Washington, DC.

APPENDIX B
ACRONYMS/TERMS & DEFINITIONS

Acronym/Term	Definition
ACO	Administrative Contracting Officer
APOD	Aerial Port of Debarkation
ARCENT	Army, Central Command
CENTCOM	Central Command
CINC	Commander-in-Chief
COR	Contracting Officer's Representative
CPX	Command Post Exercise
CS/CSS	Combat Support/Combat Service Support
DCMC-I	Defense Contract Management Command, International
DCSENG	Deputy Chief of Staff, Engineer
DCSLOG	Deputy Chief of Staff, Logistics
EP	Engineer Pamphlet
EUCOM	European Command
EUSA	Eighth U.S. Army
EVENT	A contingency resulting in the deployment of US forces
FAR	Federal Acquisition Regulation
FDO	Fee Determining Official
FORSCOM	Forces Command
HNS	Host Nation Support
KO	Contracting Officer
LOGCAP	Logistics Civil Augmentation Program
MACOM	Major Army Command
MSC	Major Subordinate Command
OCONUS	Outside the Continental United States
OOTW	Operations Other Than War
PACOM	Pacific Command
ROM	Rough Order of Magnitude
SOW	Statement of Work
SOUTHCOM	Southern Command
SPOD	Sea Port of Debarkation
TUSA	Third U.S. Army
USACE	U.S. Army Corps of Engineers
USACOM	U.S. Atlantic Command
USAREUR	U.S. Army, Europe
USARPAC	U.S. Army, Pacific
USARSO	U.S. Army, South
USFK	U.S. Forces, Korea

APPENDIX C
SOW INFORMATION

Statement of Work (SOW)

A "Statement of Work" is necessary to define requirements to the contractor (contractors do not develop requirements). LOGCAP is designed to accomplish mission-type requirements, not individual task orders. SOWs should reflect the mission focus of LOGCAP. SOWs enable the contractor to develop a cost estimate for approval and to plan and accomplish work in the most economical and efficient manner. A general requirement is that the contractor meet Army theater of operations standards for all services and support. SOWs are normally prepared by either the supported MACOM's engineer or logistics staffs and should contain as much information about the requirement (including any constraints) as is known at the time. SOWs should not be so detailed that they take on the form of a contract specification. The scope of work should be concise and should include a duration of performance, quantification of the requirement, and identification of any special considerations. For example, to have LOGCAP provide and operate showers in a field location during an exercise, the statement of work might read as follows:

> GENERAL. Request the LOGCAP contractor provide and operate lighted and screened temporary showers/shaving facilities in support of a 500 man battalion task force at Camp Shelby for Field Training Exercise Night Raider to be conducted over a three month period beginning 14 January 1994. Showers should be capable of being moved by the contractor and set up at two different sites during the exercise. Exact locations can be provided by CPT Vem Smith at 555-1234. Contractor is to provide water storage and a pressurized system to the showers and shaving facilities. Showers and basins at 10 soldiers per shower head and basin. Coordinate placement with CW3 Bill Sullivan, PMO for site selection.

The advantages of developing a comprehensive statement of work in the earty stages of contingency planning are numerous. Early involvement by the LOGCAP contractor in the planning process is recommended. Early involvement allows the contractor to develop more accurate cost estimates, avoids costs associated with contractor mobilization for unnecessary work and gives the contractor more time to bring only the most reliable subcontractors onboard. Without a comprehensive, up-front statement of work, additional costs are likely to be incurred because of the unknowns involved. Better, more proactive planning and performance will be realized with a good initial statement of work.