# LOGCAP: Providing Vital Services to Soldiers

*By Lieutenant Colonel Nicholas J. Kolar, Jr.*

Contracting for supplies and services by the U.S. military during times of crisis is not new. The practice has a long history dating back to the American Revolutionary War. The military's use of civilian contractors in theaters of war has steadily expanded during all subsequent conflicts. Operations in support of the Vietnam War particularly highlighted the need for civilian contractor capabilities to augment combat support and combat service support forces. However, it wasn't until nearly a decade after Vietnam that the concept for preplanning for civilian contractor support in a wartime theater began to take shape. In 1985, the Army formalized the concept as the Logistics Civil Augmentation Program (LOGCAP) under the proponency of the Deputy Chief of Staff for Logistics (DCSLOG).

## History

Initially, Army major commands (MACOMs) individually identified and contracted for their supply and service requirements. In 1988, the U.S. Army Corps of Engineers (USACE) became directly involved when Third U.S. Army (the Army component of the U.S. Central Command) requested assistance in contracting for a management plan to construct and maintain two petroleum pipelines in Southwest Asia to support contingency operations. The Corps was also preparing similar contracts for dredging and obstacle removal, stevedoring, transportation, and mortuary services.

These early independent activities provided the genesis of the current program. In 1992, LOGCAP was restructured to incorporate a single, worldwide services contract to preplan for theater facilities and logistics support services during war and contingency operations. Because of previous LOGCAP expertise, the DCSLOG designated the USACE Transatlantic Division (now the Transatlantic Programs Center) as contract administrator.

In August 1992, a one-year contract with four one-year renewal options was competitively awarded to a major worldwide civilian contractor, the Houston-based Brown & Root Services Corporation. The contract value at award was $3.9 million. At that time, it was not envisioned that LOGCAP would ultimately become such an integral part of our force projection strategy. No one (including the contractor) would have guessed that the contract would soar to its current level of more than $750 million.

The guiding principle of LOGCAP is to preplan for the use of global corporate resources as an alternative in support of contingency operations and to augment combat support and combat service support force structures when identified shortfalls exist. LOGCAP's fundamental goals are to—

- Plan during peacetime for the effective integration of contractor support during times of crisis.

- Leverage existing global and regional corporate resources as facility and logistics support multipliers.
- Provide a quick-reaction capability to contingency or crisis requirements.
- Provide an alternative capability to meet facility and logistics services requirements.

The contractor plans support in five broad categories:

- Facilities
- Supplies
- Services
- Maintenance
- Transportation

This seemingly simple scope of work for planning—to provide basic life-support and logistics services to our soldiers—has proven to be complex in execution. At the heart of the complexity are two critical elements: where the services are to be performed (often in harsh, desolate environments with little usable infrastructure) and the speed at which the services must be provided (normally concurrent with the first wave of troop deployment).

During the last five years, LOGCAP has supported six contingency operations, referred to as events, and no two were the same. From the contract's first contingency activation in December 1992 for Operation Restore Hope in Somalia through its current effort to provide a full range of engineering and logistics services in support of Operation Joint Endeavor in the Balkans, the contractor and the Corps have successfully met the Army's needs despite numerous difficulties.

## The Contract

The expectation of uncertainty was the driving factor in selecting the type of contract used for LOGCAP. Each contingency operation is created from a different set of conditions. Because it is impossible to write a firm, detailed scope of work that will support the full spectrum of potential military involvement, the Corps settled on a contracting mechanism that allows maximum flexibility for accomplishing any Army mission.

A cost-reimbursement contract is used, with a base and award fee structure that determines the amount of profit the contractor should receive. This type of contract is commonly called *Cost-Plus Award Fee*. Under the LOGCAP contract, a scope of work and an estimated cost of performing the work are negotiated for each event. The contractor is reimbursed for all costs that are reasonable, allowable, and allocable under the contract terms. The contractor is assured of a one percent base fee in both planning and event execution. The award fee plan centers around three focus areas: performance; cost control; and coordination, flexibility, and responsiveness. The contractor can earn an award fee up to five percent of the contract amount for planning and up to nine percent for event


Photo by Tommie Vest

**Modular units were provided as housing in the roughest terrains in Bosnia, as shown here at Camp Linda.**

execution, depending on the accomplishments in each focus area. The percentage of award fee is based on the estimated cost for both planning and the event. The contractor does not earn an additional fee if the actual cost of performance exceeds the estimated cost.

## Concept of Operations

An initial planning requirement was for Brown & Root to develop a worldwide plan and 13 country-specific plans that were designated and prioritized by the supported MACOMs. The contractor also was required to develop and maintain a worldwide database of available supplies and services. A follow-on requirement reflected the Army's difficulty in predicting the location of contingencies; it broadened the planning from 13 specific countries to 13 regions. All planning efforts are coordinated with the Corps and the appropriate MACOM. Under the operational concept, the contractor has a country or regional plan prepared when it is activated to support a contingency event. Brown & Root is required to respond quickly, relying on their corporate worldwide presence and pre-established contacts to provide immediate services.

Under the generic contingency scenario used in the initial contract, Brown & Root is required to set up sea and aerial ports of debarkation for deployed personnel. Soldiers are transported to a rear-area support base before being further deployed to forward-area base camps. In this scenario, the contractor is required to begin receiving 1,300 soldiers per day with less than three weeks of notification and is responsible for providing a full range of facilities and life-support services. This scenario calls for support to 20,000 troops, with possible increases to 50,000. The contractor is also required to maintain the capability of supporting two events concurrently.

A salient contract condition is that contractor personnel are provided security by the deployed U.S. forces. While this appears to be a simple provision, it has proven difficult to execute, especially at the beginning and end of events. Therefore, the operational commander now has an additional security requirement to consider in his planning. Since services are required up to the last soldier's departure, close coordination between units and the contractor is required.

Security also parallels a provision that directs the contractor to assume that all work to be accomplished during an event will take place in a hostile environment. This assumption has often become a reality:

- In Somalia, banditry and warlord hostilities were pervasive. Despite the contractor's best efforts, a contractor employee was injured by small-arms fire.
- In Haiti, impoverished conditions created their own dangers. Something as simple as transporting trash to the dump became dangerous when hoards of poor Haitians tried to climb on or stop the trucks to seize the "treasures" on board.
- In Bosnia, the proliferation of mines and a tenuous peace have created a unique set of force protection and security concerns. It is a credit to the security provided by the U.S. commanders and the contractor's excellent security judgment that no contractor personnel have died due to hostile activity.

Events over the past five years have confirmed that contingency planning can never be an exact science. The generic operational concept in the original contract was generally used, but rarely did all the pieces fit precisely. Because of this, contractual and contractor flexibility are critical to the program's success, as the following examples show:

- The program was envisioned to support the Army but is available to other service components (the Navy and Air Force). It is also used by the United Nations to support multinational peacekeeping forces.
- No country plan was developed for Operation Restore Hope in Somalia. This operation required an expedited planning and deployment process.
- In some contingencies, such as those in Zaire (Operation Support Hope) and Southwest Asia (Operation Vigilant Warrior), LOGCAP provided only minimal levels of logistics support to the military operations. In other cases, such as Bosnia, LOGCAP was a primary logistics service supplier.
- Some events were supported concurrently (Operations Uphold Democracy in Haiti and Vigilant Warrior). During this same time period, the contractor also was called on to retrograde military equipment left in Somalia for U.N. use under Operation Restore Hope.
- During Operation Deny Flight in Italy, LOGCAP provided only facilities support.

LOGCAP was sometimes used (as in Haiti and Somalia) to supplement logistics support provided to U.S. forces deployed under United Nations peacekeeping missions following the conclusion of U.S. operations. Under these conditions, the U.N. contract provisions were below the quality-of-life standards for our deployed forces. For example, the U.N. food services contract only provides a basic ration of meat, vegetables, and rice or other starch per person on the deployed team. Individual country support organizations must budget for cooking the rations and additional items (such as dairy products, desserts, and special meal provisions).

What did these differences in execution mean to the Transatlantic Programs Center as contract administrator? The keys to success were flexibility and good staff coordination. Our contracting officers and primary staff were familiar with the contract terms and often were the first to educate the customer about the appropriate use of the contract. Each event required extensive coordination with the Army DCSLOG staff, the MACOM staffs, host-nation officials, the Corps team in theater, and the Defense Contract Management District/International (DCMDI).

A memorandum of understanding between DCMDI and the Transatlantic Programs Center provides field contract administrative services for other than facility construction support during the execution of LOGCAP events. In this

capacity, DCMDI provides administrative contracting officers, cost and price analysts, quality assurance representatives, and industrial property management specialists to ensure proper oversight of the contractor and protect the government's interests. During operations where no logistics services were involved (Operation Deny Flight), support from DCMDI was not necessary.

In addition to project management and contract administration coordination, managing LOGCAP requires significant legal review and financial management services.

## Operation Joint Endeavor

Supporting operations in the Balkans for Operation Joint Endeavor would have required a much more robust combat support and combat service support military organization had it not been for the use of LOGCAP. From the very start of this operation, LOGCAP has provided most of the critical logistics and engineering services, with costs exceeding $460 million for the first year's effort. Use of LOGCAP allowed the deployed combat units to focus on critical operational missions and the deployed engineering units to focus on horizontal construction.

On 26 November 1995, Brown & Root was activated to provide an intermediate staging base at Kaposvar and Taszar, Hungary. There was no opportunity for a reconnaissance or advance facilities placement or services. On 1 December, the contractor entered the theater concurrent with the military units. Although mobilized in Kaposvar, the contractor was unable to begin operations and award subcontracts until 5 December, when negotiations between the U.S. Army and the Hungarian government were concluded. The initial work focused on renovating old communist barracks to bring them to minimum standards for use by U.S. soldiers. Then, working with the soldiers, the contractor's staff braved the same harsh weather and site conditions to provide warm tents, hot food, and adequate sanitary facilities during the start-up of operations throughout the theater.

After establishing the intermediate staging base, the contractor was tasked to support the 1st Armored Division's Task Force Eagle by setting up and operating camps in Croatia and Bosnia. The original deployment plan envisioned one camp in Croatia and 12 camps in Bosnia. During execution, the number of camps in Bosnia grew to 24 main camps and several smaller locations, because the rough terrain did not accommodate large camps. These life-support areas were set up in abandoned factories and war-damaged buildings; on parking lots, farmlands, and fields; and in U.N. camps taken over by the United States. All sites required significant upgrades.

In order to complete all the Bosnia camps by March 1996, Brown & Root was integrated with other Army engineer units, Navy Seabees, and Air Force Red Horse engineers on a fast-tracked scenario. Specifically, Brown & Root's tasks were to—

- Set up 12 camps.
- Provide flooring materials for the Army, Navy, and Air Force engineer units charged with setting up all other camps.
- Upgrade all camps to meet the Army's sustaining base standards by replacing soft-side, canvas tents with hardback tents or modular buildings (in areas with the harshest conditions).
- Provide all basic life-support services, such as food services, laundry, water delivery, garbage collection, and shower and sanitary facilities.
- Provide other logistics services, such as transportation and cargo handling, vehicle maintenance and washing, port operations, road repair and maintenance, and storage yards.

The work was executed under the supervision of a Corps team led by the Transatlantic Programs Center, Europe, headquartered in Wiesbaden, Germany. The center established a cell to support the forward element of the U.S. Army Europe's Deputy Chief of Staff for Engineering. Besides LOGCAP support, the Corps cell provided engineering and environmental services and real estate assistance to lease areas used for base camps and to support other military operations. Additionally, the center helped coordinate the activities of other USACE elements supporting operations in the Balkans.

The force deployed for Task Force Eagle was the largest combat force deployed outside a war zone since World War II. To facilitate the development and sustainment of the array of bases required in Bosnia, a new organization named the Base Camp Coordination Agency (BCCA) was created. This organization is still operating and is a nondoctrinal hybrid Directorate of Public Works and USACE resident office organization. The speed at which the BCCA was formed and its composition truly reflect the engineers' motto— "One Corps, One Regiment, One Fight." *(An article describing the BCAA will be published in the April issue of* Engineer.*)*

In December 1996, the peacekeeping mission transferred from the 1st Armored Division to the 1st Infantry Division, and the name of the operation changed to Joint Guard. The Corps presence ensured a seamless transfer of responsibility and training of new leaders on camp operations. While initially intended to last only a year (until 26 November 1996), LOGCAP-type services are now expected to continue for an additional 18 months.

At the peak of Operation Joint Endeavor, the Corps had 60 military and civilian personnel operating in the Balkans; Brown & Root had approximately 6,000 workers, most of whom were hired locally.

As the Corps and the Army staffs have worked together on LOGCAP operations, they have identified the following program strengths:

- Provides responsive contractor support during early deployment.

Photo by Robert Graves

**Temporary facilities were built in Haiti to support Operation Uphold Democracy. These buildings typically housed dining areas, showers, latrines, and recreational areas such as libraries.**

- Exploits civilian resources, supplies, and transportation, and does not compete with strategic lift.
- Improves peacetime planning for contingency operations.
- Ensures contract and government team continuity because of greater exposure during planning, military exercises, and contingency operations.
- Frees military manpower for use in combat and other critical tasks.
- Satisfies early entry, sustainment, and redeployment requirements. The program's flexibility allows for the rapid addition or deletion of logistics requirements.
- Costs less than if the military had performed the tasks without LOGCAP assistance, according to a report prepared by the Logistics Management Institute.

## Lessons Learned

Each LOGCAP event has produced a unique set of lessons learned. But each event had the same synchronization challenges: defining the contract's scope of work (in conjunction with the user) and funding the work.

The following lessons can be applied toward making LOGCAP more effective in meeting the needs of our forces during contingency scenarios:

- Train the leaders who will use LOGCAP services. They must clearly understand what services can be provided and the mechanisms for getting them, including the cost.
- The contractor is a member of the deploying force and should be treated accordingly. His senior managers must deploy early. He must attend the commander's meetings with the government's contracting officer.
- The government must better identify government-furnished equipment and materials that will be available for the contractor's use.
- Incremental funding of an operation where costs and duration are known poses administrative problems that could be avoided for the contracting entity.
- Quality-of-life standards are changing. For a lengthy peacekeeping deployment, such as Operation Joint Endeavor, commanders want their soldiers to have an acceptable living standard that includes good food, a warm place to sleep, and some forms of recreation.

## Looking Ahead

As LOGCAP evolved over the past five years, logistics services dominated the military's needs under the contract. In April 1996, the Army designated that the logistics umbrella contract should be under a logistics command, the U.S. Army Materiel Command (USAMC). USAMC assumed program management responsibilities on 1 October 1996, although the Corps retains responsibility for the existing contract through August 1997 and for close-out activities of the current contract. The two organizations developed a memorandum of agreement for the transition period to ensure that essential LOGCAP services are provided during planning and contingency operations. USAMC awarded a new contract on 30 January 1997.

After five years of managing this contract on behalf of the Department of the Army, the Corps of Engineers is proud to have participated in this important program. It has provided critical services to our deployed service members.

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