

**FM 100-21**

# **CONTRACTORS ON THE BATTLEFIELD**

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HEADQUARTERS, DEPARTMENT OF THE ARMY**

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## **Preface**

Contractors have always accompanied our armed forces. However, the growth of operational situations and technology that mandates their use in today's force projection Army is unprecedented. Recent reductions in military structure, coupled with high mission requirements and the unlikely prospect of full mobilization, means that to reach a minimum of required levels of support, the existing force structure may often have to be significantly augmented with contractors. As this trend continues, the future battlefield will require ever increasing numbers of contractor personnel. Accordingly, commanders, staffs, and soldiers must be more familiar with how to use contractors effectively.

Field Manual 100-XX addresses the use of contractors as an added resource for the commander to consider when planning support for an operation. Its purpose is to define the role of contractors, describe their relationship to the warfighting commanders-in-chief and the Army Service Component Commanders, and present their mission of augmenting operations and weapon systems support. This manual is intended for commanders and their staff at all echelons and program managers/program executive officers, and others involved in the planning, management and use of contractors in a theater of operation. Also, it is a guide for Army contracting professionals and contractors in understanding how contractors will be managed and supported by the military forces they assist.

The Prologue in this manual introduces contractor support through a narrative scenario that demonstrates the process of how contractors would realistically be planned for, supported, and used. Although many contractors support our armed forces, most soldiers do not fully understand the differences between a contractor workforce, Department of the Army civilians, and military support units. Accordingly, the manual briefly describes a contract and a contractor, their effect on Army support structure, and the differences between soldier support and contractor support. Additionally, it outlines the governing principles that support the use of contractors and summarizes the pertinent statutory and regulatory guidelines that govern the use and employment of contractors in support of a military force.

This manual describes the considerations and responsibilities involved in planning contractor support. It discusses the various support functions that could be provided by a contractor, and the types of contractors that would provide the support. It also discusses the potential risks involved in using contractor support and the need for a risk assessment that supports the decision process. It addresses the support contractors may require from the military in order to adequately perform their support mission, such as facilities, transportation, life support, and force protection. The manual also addresses contractor deployment and redeployment. Finally, it provides a detailed discussion of managing contractor support in an operational theater; this includes contractor visibility, reception and integration into the support structure, supervision, and contractor work locations.

This manual implements relevant doctrine, incorporates lessons learned from recent operations, and conforms with Army capstone doctrine. It links Field Manuals 100-5, 100-7, 100-8, 100-10, 100-10-1, 100-10-2, 100-16, 100-20, 100-23, 63-11, and other tactical and logistics doctrine manuals with joint and Army capstone manuals.

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Unless this publication states otherwise, masculine nouns or pronouns do not refer exclusively to men.

## **Prologue**

### **Contractors on the Battlefield Scenario**

US Central Command alerted the Third United States Army (designated as the Army Service Component Commander) for another contingency mission as part of a coalition force going into Eastern Africa. Although the operation was primarily peacekeeping in nature, there was a possibility that the situation could develop into open hostilities. This was not new to a command that had seen similar action in Somalia and Angola. Because of their past experience, the Third Army's planning staff had developed plans to handle a wide variety of operations, including this newest one in Africa. However, the commander-in-chief's campaign plan provided for a lean military force to accomplish the mission, requiring his staff to do some creative planning to achieve the right mix of combat and support forces.

The nature of the operation required that the force structure be combat heavy. For the staff, this meant that some of the logistics and other support force structure would be delayed in deploying, and in some cases left behind. Therefore, split-based operations needed to be considered and included in the planning. Support requirements, however, still required a complete theater force opening package to run the aerial port of embarkation and reception, staging and onward movement support operations as well as perform the other support functions necessary to sustain the force. As planning proceeded, it was determined that the US Army Materiel Command's Logistics Civil Augmentation Program umbrella contract was the best option to assist the early entry modules and theater force opening package units to operate the aerial port of embarkation and forward support bases, upgrade facilities for long-term occupation, base camp construction, and performing minor construction missions required. Because of the infrastructure in the region, external support contractors from Egypt could perform several of the supply and transportation functions, and provide most of the communications support. These considerations would eliminate the need to deploy a transportation battalion, most of the water purification assets, and most of a signal battalion. Systems contractors would also be required to provide forward maintenance and technical assistance for many of the Army's latest weapons systems that would accompany the force. Supported units, therefore, needed to ensure that they deployed with a sufficient number of trained contracting officer representatives to monitor contract performance.

Although Third Army had used contractors in all of its past operations, it had never experienced the size and diversity of the contractor presence that was expected for this operation. Planners recognized, because of the scope of the operation and the size of the geographical area involved, that there was a need to have visibility of contractor personnel. Therefore, they recommended that the theater support command manage this important asset. The Third Army commander concurred and designated the theater support command as the lead organization to manage and maintain visibility for all contractors within the theater. He directed that all contracts in support of the operation include command directives covering conduct and discipline of contractor personnel in the theater, and safety and security requirements. He also directed that contractors be integrated into the time-phased force and deployment data; receive predeployment processing at designated CONUS Replacement Centers and in-theater processing centers; and be trained in theater-specific hazards including nuclear, biological and chemical protection. Finally, the Third Army commander directed the staff to plan the life support (including billeting, messing, and medical), facilities, and government furnished equipment and services required by the contractors supporting the operation.

The essential nature of much of the contractor provided support and the hostile threat to their operations required that the commander assess the risks involved in using contractors. After completing a risk assessment, the staff concluded the operational environment posed moderate risk to contractors, but contractor involvement in the operation was critical. To mitigate risk, the commander directed that contractors comply with all command safety and security directives and procedures. Combat forces would protect contractor operations and movements in those areas where the threat of hostilities was likely, recognizing that the advantageous additional capabilities provided by contracted support may be offset by the diversion of combat forces required to protect them. However, he did not authorize the use of weapons by contractor personnel. Because of these security measures, contractors would be permitted to operate in any area that their support was required.

As a result of the decision briefing on the operation, the Third Army commander approved the plans presented by his staff and directed that they be published and distributed immediately. He acknowledged the critical need for contractors to support the operation and requested that commanders at all levels provide an orientation for their soldiers covering contractors and their relationship to the military forces. "After all," he stated, "contractors have been supporting our forces throughout its history and will continue to do so; they have always been valued members of our support team."

## **Chapter 1**

# **Contractors as a Force-Multiplier**

Contractor support is an effective force-multiplier and can be an invaluable tool for supporting the military on the battlefield. Whether it bridges gaps prior to the arrival of military support resources, when host nation support is not available, or augments existing support capabilities, contractor support is an additional option for supporting operations.

## **UNDERSTANDING CONTRACTOR SUPPORT**

Contractors have always supported our armed forces. Numerous examples exist throughout our nation's history, from sutlers supporting George Washington's Army to today's high-tech firms supporting complex weapon systems. While contractors consistently support deployed armed forces, commanders need to fully understand their role in planning for and managing contractors on the battlefield. Contractors will continue to provide support on a worldwide basis, including forward-deployed locations. For contractor support to be fully integrated into the operational environment, responsible Army planners must understand key factors with regard to contractor support. These factors include understanding:

- What is a contract?
- What is a contractor?
- Contractor and military differences.
- Command and control in the military environment.

## **WHAT IS A CONTRACT?**

Military units receive their guidance and instructions from published plans and orders, usually operations plans (OPLANs) and operations orders (OPORDs). These plans and orders describe the mission and the manner in which it will be accomplished. Contractors receive similar guidance in their contracts with the Army. A contract is a legally enforceable agreement between two or more parties for the exchange of goods or services; it is the vehicle through which the military details the requirements that it wants a contractor to accomplish and what will be provided in return.