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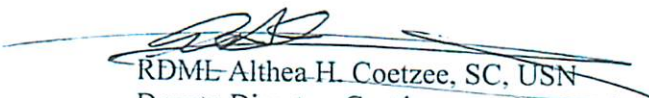
MEMORANDUM FOR COMMANDER, UNITED STATES SPECIAL OPERATIONS
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Subject: Department of Defense Contingency Business Environment Guidebook

As U.S. military engagements in Iraq and Afghanistan have demonstrated, contracting is the Commander's business, now and in the future. Electronic business (e-business) initiatives that emerged from the past decade of military operations provide long-term promise for quickly and efficiently obtaining future goods and services for the Warfighter in an operational area.

To leverage lessons learned, the attached Contingency Business Environment Guidebook codifies enduring e-business tools with an array of capabilities that can be used to support future contingency and humanitarian or peacekeeping operations, and ultimately improve the delivery of goods and services to the Warfighter. This Guidebook applies to all Department of Defense organizations, Field Activities, and acquisition personnel involved in planning, acquiring, managing, and overseeing the delivery of goods and services supporting contingency operations as well as humanitarian or peacekeeping operations. It also applies to pre-contingency planning, integrating, and operationalizing communities. The Guidebook is posted on the Defense Procurement and Acquisition Policy/Contingency Contracting website at http://www.acq.osd.mil/dpap/pacc/cc/docs/CBE_Guidebook.docx.

Please distribute this guide to your contracting officials, program managers, contingency planners, requirements generators, finance officials and others involved in business support to military operations. Should you have any question regarding this document, please contact my action officer, Ms. Heather Failla, at 703-697-1283 or heather.m.failla.civ@mail.mil.


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Attachment:
As stated

DEPARTMENT OF DEFENSE
CONTINGENCY BUSINESS ENVIRONMENT
GUIDEBOOK

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Version 1.0

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Foreword

The Department of Defense (DoD) requires contractor support for a host of logistics and mission support requirements to assist major contingency operations. This was realized during Operations Iraqi Freedom (OIF) and Enduring Freedom (OEF). Dependency on the contractor force to fill critical support needs to support operations increased dramatically during these conflicts. Contingency contracting personnel, and those who support them, will continue to play a vital role in contingency operations by providing rapid acquisition support to the warfighter and commanders on the ground through all phases of an operation. The significant dependency of the Department on contracted support during large scale contingencies like OIF and OEF—coupled with an increasing level of hi-tech equipment, force structure and manning reductions, and high operating tempo—demonstrates that contracted support will augment military forces in most operations. In other words, contracting is the Commander’s business.¹

This reality—highlighted by independent Commissions and the Secretary alike—demonstrates that the Department needs to integrate contracted support into deliberate and crisis action planning as well as operations. A myriad of actions have taken place from the strategic to tactical level to bring about this new reality, to include establishing DoD policy and joint doctrine on a new joint capability area: Operational Contract Support (OCS).²

One way the Department is improving the contracting process in contingency environments is through the implementation of electronic business (e-business) initiatives that strive to deliver an end-to-end electronic acquisition process to quickly and efficiently obtain goods and services for the warfighter in an operational area. The e-business initiative was in part due to several reports that came from wartime contracting in Iraq and Afghanistan. In 2007, the Secretary of the Army established the independent Commission on Army Acquisition and Program Management in Expeditionary Operations, also known as the “Gansler Commission,” as it was chaired by Dr. Jacques Gansler, former Under Secretary of Defense (Acquisition, Technology, and Logistics). The Commission’s Final Report (October 2007) made 40 recommendations, one of which was the recommendation to secure user-friendly e-business tools to help streamline the acquisition process and meet mission needs faster.

On the heels of the Gansler Commission’s report, Congress established the Commission on Wartime Contracting in Iraq and Afghanistan (COWC) under Section 841 of the National Defense Authorization Act for Fiscal Year 2008. The purpose of the COWC was to study federal agency contracting for reconstruction, logistical support of coalition

¹ See the independent reports of the Gansler Commission and the Commission on Wartime Contracting; the Secretary of Defense memorandum “Strategic and Operational Planning for Operational Contract Support and Workforce Mix” (24 January 2011); and COMISAF/CDR USFOR-A memorandum “COMISAF’s Counterinsurgency (COIN) Contracting Guidance” (08 September 2010).

² Defined in DoDI 3020.41, “Operational Contract Support” (20 December 2011), <http://www.dtic.mil/whs/directives/corres/pdf/302041p.pdf>.

forces, and performance of security functions in Iraq and Afghanistan.

In response to the COWC's final recommendations, DoD established a Contingency Business Environment (CBE) Board of Governors (BOG) to provide oversight and management of current and future CBE information management tools and technology. The CBE BOG convened to discuss how the contingency business environment for the acquisition process should be managed and resourced to support future contingency operations. The BOG continues to meet quarterly to identify warfighter e-business support needs and how enduring e-business tools, enhanced CBE tool capabilities, improved systems infrastructure, processes and policy can be leveraged to improve delivery of contracting support for OCS for current and future contingencies.

On August 8, 2014, Director, Defense Procurement and Acquisition Policy (DPAP), established a Strategic Plan for Defense Wide Procurement Capabilities³. This Five-Year plan was developed by OSD AT&L DPAP in collaboration with the DoD Senior Procurement Executives and based on statutory direction set forth in Section 862 of the National Defense Authorization Act for Fiscal Year 2013 that required the Department to:

- (1) Establish uniform data standards, internal control requirements, independent verification and validation requirements, and business process rules for processing procurement requests, contracts, receipts, and invoices...
- (2) Establish and maintain one or more approved electronic contract writing systems that conform with the standards, requirements, and rules established pursuant to Section 862; and
- (3) Require the use of electronic contract writing systems approved in accordance with Section 862 for all contracts entered into by the DoD.

To minimize variation in contracting and simplify the design and development process for the next generation of systems, the Department is developing common services to enable data and business rule validation, provide clause logic, and distribute data between contract writing systems and the associated accounting and logistics systems. Employing this modular plug and play approach simplifies system development and enables agencies to choose the best technical solution to their individual needs and business environments.

³ Enterprise systems specified in the Strategic Plan that support the contingency contracting community can be found at Appendix D.

Introduction

Purpose

The purpose of this CBE Guidebook is twofold: Support the DoD initiative to establish and manage a contingency e-business program supporting the acquisition process, and provide the warfighter and contingency acquisition personnel with the guidance necessary to effectively utilize e-business tools in contingency environments. The Guidebook introduces six electronic tools with an array of capabilities that support various steps of the contingency acquisition process in a contingency environment (i.e., contingency operations and humanitarian or peacekeeping operations). Chapter 1 provides an overview of the environment, including the tools, policy, roles and responsibilities, and process. Chapter 2 provides detailed information on each of the tools, including how to get the tools implemented and operating. The appendices outline how the CBE tools support the contingency acquisition process, provide information on the Common Operating Environment (COE) that currently supports the CBE and ongoing efforts to add capabilities and capacity for the warfighter, identify Defense Wide Procurement Capabilities, and include a list of abbreviations.

Applicability

This Guidebook applies to all DoD organizations, Field Activities, and acquisition personnel involved in planning, acquiring, managing and overseeing the delivery of goods and services supporting contingency operations as well as humanitarian or peacekeeping operations. It also applies to pre-contingency planning, integrating, and operationalizing communities.

The CBE tools in this Guidebook are applicable when supporting the following contingency environments:

1. **Contingency Operations.** In accordance with FAR 2.101 (ref: 10 USC 101(a)(13)), a contingency operation is designated by the Secretary of Defense in which members of the armed forces are or may become involved in military actions, operations, or hostilities against an enemy of the United States or against an opposing military force; or results in the call or order to, or retention on, active duty of members of the uniformed services under Chapter 15 of Title 10 of the United States Code, or any other provision of law during a war or during a national emergency declared by the President or Congress. The acquisition flexibilities prescribed in Federal Acquisition Regulation (FAR) Subpart 18.201 and Defense Federal Acquisition Regulation (DFARS) Subpart 218.201 apply to contingency operations.
2. **Humanitarian or Peacekeeping Operations:** In accordance with FAR Subpart 2.101 and DFARS Subpart 202.201, a humanitarian or peacekeeping operation is a military operation in support of the provision of humanitarian or foreign disaster assistance or in support of a peacekeeping operation under chapter VI or VII of the Charter of the United Nations. The acquisition flexibilities prescribed in FAR Subpart 18.201 and DFARS Subpart 218.270 apply to humanitarian or peacekeeping operations.

CBE Tool Usage

This Guidebook highlights several electronic business tools that have enduring use for future contingency environments. Specifically, this Guidebook outlines six CBE tools—both mandatory and discretionary—to improve delivery of required goods and services in a contingency environment when the size, duration, and complexity of a contingency environment demands the use of an e-business solution to quickly leverage contracted support.

Mandatory Usage

When supporting the operations defined above, two tools in this Guidebook are currently mandatory: the 3in1 Tool⁴ and the Acquisition Cross-Servicing Agreements (ACSA) Global Automated Tracking and Reporting System (AGATRS)⁵:

- the 3in1 Tool automates the Standard Form (SF) 44 process for immediate, over-the-counter purchases of services and supplies, and
- the AGATRS Tool automates the ACSA process.

No other electronic tools will be used to fulfill the same capabilities as 3in1 and AGATRS.

Discretionary Usage

The four remaining tools in this Guidebook are discretionary and should be evaluated for use, tailored to the size, duration, and complexity of the contingency. The four tools also available for use are:

- The Contingency Acquisition Support Model (cASM);
- Dollars & Sense (D&S);
- The Joint Contingency Contracting System (JCCS); and
- Theater Business Clearance (TBC).

Efficient Usage

Once the specific tools are selected, local systems and automation tools will not be used to fulfill the same capabilities provided by the selected e-Business tools. This will avoid duplication of effort, efficiently utilize limited resources, and prevent investment in solutions whose utility ends with the contingency.

⁴Department Of Defense Government Charge Card Guidebook For Establishing And Managing Purchase, Travel, And Fuel Card Programs, May 30, 2014, Appendix B, paragraph B.4-2; and Office of the Secretary of Defense, Comptroller memo “DoD 3in1 Tool Contingency Financial Management Standard Operating Procedure”, September 24, 2012.

⁵ Chairman of the Joint Chiefs of Staff Instruction, 2021.01C

Further Detail

These six tools are discussed in more detail in Chapter 1. Chapter 2 provides detailed information on how to get the tools up and running in theater.

Chapter 1

Contingency Business Environment

The Contingency Business Environment (CBE) involves specific tools, policies, roles and responsibilities, and processes necessary to streamline delivery of goods and services to the end user during contingency operations and implement an e-business program to deliver an end-to-end electronic acquisition process to quickly obtain goods and services for the warfighter in an operational area. Although this Guidebook places emphasis on the CBE tools, the importance of the policies, roles, and processes should not be underestimated. The full benefit of the CBE is achieved when all of these areas are synchronized to provide the maximum benefit to the warfighter. This chapter provides a section for each of the CBE supporting areas, and the final section provides a matrix that aligns the process with the tools and policies.

1.A. Tools

The six tools included in this guidebook are listed below, along with a brief description and the key capabilities and benefits of each tool. When implemented and leveraged during contingency operations, the tools in this guidebook provide commanders, requirements personnel, Contracting Officers, contingency program managers, financial managers and others within the acquisition process with unique capabilities that have been developed from years of best practices and field experience. Each tool is operational and available today and, when used, will improve the efficiency, effectiveness, traceability, and accountability during a contingency environment (i.e., contingency operations and humanitarian or peacekeeping operations). Chapter 2 provides detailed information on the tools' capabilities; a quick start guide to get the CBE tools up and running to support a contingency; and where to get support regarding functionality and training. The six tools are below.

1. **3in1:** The 3in1 Tool automates key processes: field order, receipt, and purchases, previously executed manually using the paper SF44. 3in1 delivers an easy-to-use technology to execute immediate off-the-shelf field purchases of supplies and services where use of the Government Purchase Card is appropriate, but not feasible. The 3in1 Tool reduces risk to the field team, improves procurement and cash management in the field, and provides immediate visibility to payments and purchases.
2. **AGATRS:** The Acquisition Cross-Servicing Agreements (ACSA)⁶ Global Automated Tracking and Reporting System (AGATRS) is an automated tool that

⁶ DoDD 2010.9 "Acquisition and Cross Servicing Agreements: dtd 24 NOV 13: Acquisition Agreements are legal instruments entered into under authority of 10 USC Sec 2341 to acquire logistics support, supplies, or services. Cross-Servicing Agreements are legal instruments entered into under the authority of 10 USC 2342

tracks and provides visibility into worldwide ACSAs. This provides visibility into available ACSAs that may satisfy a requirement through support from the host nation or other nation supporting the contingency.

3. **cASM:** The Contingency Acquisition Support Model (cASM) is a web-based tool used to plan, generate, staff for approval, and track acquisition-ready requirements packages. This enables users to get requirements on contract more efficiently. cASM's output produces a complete, approved, and electronically signed requirements package (RP).
4. **D&S:** Dollars & Sense (D&S) is a tool and management process that is used to support the contract closeout process by receiving, organizing, assigning, and tracking contracts to closeout outside the area of operations. This allows personnel involved in the contingency contracting and contractor management process to concentrate on the award and administration of theater contracts, while the contract closeout process is supported by a reach back closeout center.
5. **JCCS⁷:** The Joint Contingency Contracting System (JCCS) is a web-based Information Technology (IT) system used by contingency programs that rapidly deploy for humanitarian, peacetime, and wartime missions. Theater Contracting Commands and Host Nation (HN) vendors access the JCCS web site for accurate and up-to-date contingency business information. JCCS provides such capabilities as HN vendor management for centralized registration, solicitation posting, proposal receipt, and past performance in both English and Arabic languages; tracks banking information for vendors who select EFT as their payment method; contract data capture; supports contract closeout and historical data reference; and offers simplified and advanced reporting features.
6. **TBC:** Theater Business Clearance (TBC) is both a process and a tool. The TBC process ensures appropriate area of responsibility (AOR)-specific terms and conditions are included in solicitations, contracts and post award actions. The TBC tool enables electronic submission of TBC packages, ensuring solicitations and contracts contain appropriate clauses and provisions. TBC supports the theater entry approval process by assisting in providing Joint Force Commanders visibility over all contracts and contractors performing work in their area of responsibility. TBC's reporting feature provides monthly and yearly counts of TBC creations, submissions, approvals, and rejections.

1.B. Policy

Initially, this guide is mandated by DoD policy, with regulatory coverage following. The

which authorizes the reciprocal provision of logistics support, supplies, or services. Also referred to as Mutual Support Agreements.

⁷ This JCCS reference refers to the system, not the Joint Contingency Contracting Services (JCCS) which is the access point for the CBE tools outlined in this Guidebook (<https://www.jccs.gov/>).

DFARS—specifically references within DFARS Parts 218, *Emergency Acquisitions*, and 225, *Foreign Acquisition*—will establish the regulatory linkage for use of this guide for contingency environments (i.e., contingency operations and humanitarian or peacekeeping operations). In addition to the policy references in this Guidebook, there are policies that are specific to the acquisition process and the use of the CBE tools. Table 1-1, which appears at the end of this chapter, aligns individual process steps with CBE tools and policy.

1.C. Roles and Responsibilities

The CBE tools assist the joint force in properly planning for, managing, integrating and operationalizing contract support activities in contingency environments. The tools help optimize the contingency acquisition process and make contract data available to operational forces, acquisition officials, and senior leaders. The roles and responsibilities relative to the contingency business environment are divided below into leadership and functional categories.

Contingency Contracting Leadership Roles and Responsibilities

Combatant Commanders and their contingency contracting, contingency program management, budget and functional requirements leadership are responsible for the effective and efficient delivery of Operational Contract Support by leveraging the contingency e-business tools to support contingency operations.

Combatant Commanders are the primary stakeholders in the deployment of acquisition tools for the contingency environment. They require the acquisition of supplies and services in their AORs to be well planned, streamlined, simplified, efficient and expedited to achieve the mission.

The following list delineates the key responsibilities and duties with respect to the CBE at each level to ensure well planned and executed contracting support. This list is not all-inclusive and each level is expected to identify and implement additional responsibilities as they are identified.

- **Combatant Commanders, Service Component Commanders, and deployed Commanders:** Responsible to evaluate and select the CBE tool(s), tailored to the size and complexity of the contingency, to automate the end-to-end contingency acquisition process to speed goods and supplies to deployed forces to support mission success. This supports the Combatant Commander's inherent Title 10 responsibility to promote efficiency and economy and to prevent gaps in responsibility in the conduct of joint military operations.
- **Head of Contracting (Service/Agency):** Has overall responsibility for managing the contracting activity. The HCA provides overall guidance, acts as the approval authority, provides contractual policies and procedures and is responsible for oversight of contracting within the AOR.

- **Senior Contracting Official (SCO):** Is the lead Service or joint command- designated contingency contracting official who has direct managerial responsibility over theater support contracting. The SCO establishes policies and procedures for developing, reviewing, and managing the contingency contracting process.

Contingency Contracting Functional Roles and Responsibilities

Contingency contracting officers and other related contracting functional personnel will evaluate use of these e-Business tools that would be applicable to improve delivery of goods and services, tailored to the size and complexity of the planned contingency in accordance with current policy and regulations and as stated in the Applicability section above.

- **Chief of Contracting Office (COCO):** Plans, directs, and supervises purchases and contracting for assigned customers at deployed locations.
- **Contingency Contracting Officer (CCO):** Acquires supplies and services to meet warfighter needs. CCOs ensure contract files are legally executed, documented, and maintained while providing contractor oversight/performance.
- **Contracting Officer's Representative (COR), including quality assurance personnel (QAs) and inspectors:** Nominated by their functional or command leadership and approved by the responsible contracting officer. CORs act as representatives of the Contracting Officers to manage, monitor, or administer the technical aspects of one or more contracts.
- **Field Ordering Officer (FOO):** Provides Commanders with the ability to procure authorized micro-purchases of urgently needed supplies from local sources while forward deployed.
- **Finance/Budget/Resource Management Personnel/Paying Agents (PA):** Responsible for public funds; appropriation and expense, cost, working capital, and real property accounting, including reporting and analyzing costs of programs and operations; formulating, executing, and analyzing financial programs; and examining and verifying all financial and management operations while supporting CCOs.

1.D. Process

The Department's Business Enterprise Architecture (BEA) is composed of numerous end-to-end (E2E) processes, including Procure-to-Pay (P2P).⁸ The P2P E2E process encompasses the business steps necessary to obtain goods and services through contracting. The e-business

⁸ The DoD has developed and maintains a Business Enterprise Architecture (BEA) that contains documentation around six domains: strategy, business (process), application, data, infrastructure and security. Under the Business domain in DoD's BEA, the Procure-To-Pay (P2P) process, version 10, is also referred to as P2P 10.0. The P2P process is managed by the P2P Process Advocates' Working Group (P2PPAWG).

tools introduced above support the P2P process and help to streamline and execute contingency contracting actions while ensuring data accuracy, transparency, and auditability.

Below are the eight major process steps in the P2P⁹ process and a brief explanation.

1. **Receive and Accept Purchase Requests (PRs):** Relates to the initiation and management of requests for the purchase of goods and/or services.
2. **Develop Procurement Strategy:** Is initiated as a review of sourcing alternatives for the goods and/or services requested to determine the products and services from vendor sources that will best meet the requirement.
3. **Award Procurement Instrument:** Results from the execution of an approved acquisition/sourcing plan and results in the execution contractual documentation and legal obligation of funds.
4. **Administer Procurement Instrument:** Is composed of monitoring the contract, agreement, or order to ensure that a supplier is meeting requirements from award to physical completion, including change request management and vendor performance evaluation.
5. **Perform Receipt, Acceptance and Return:** Involves confirming that goods and/or services were delivered as ordered, any errors were resolved, and formal acceptance was rendered by the government.
6. **Manage Procurement Instrument Entitlement:** Includes approval of the request for payment from the commercial vendor for goods or services rendered. This step also includes requests for payment based on contract terms and conditions such as financing payments. Upon approved completion, the monthly statement is authorized for payment.
7. **Manage Disbursements:** Supports all activities necessary to execute the payment process for transactions that have been authorized for payment.
8. **Perform Instrument Closeout:** Includes those processes that execute contract closeout procedures from physical completion confirmation to archiving contracts in accordance with statutory regulations. This final step also includes the requirements for records retention.

⁹ The P2P definitions can be found at: http://dcmo.defense.gov/products-and-services/business-enterprise-architecture/10.0/classic/reports/bealist_e2reviews_246810.htm

1.E. Alignment of P2P Process, CBE Tools, and Policy

The CBE improves the efficiency of the P2P process in a deployed environment by automating each of the eight process steps as described in Section 1.D above. The information in Table 1.1 aligns the P2P process with the capabilities of the six CBE tools covered in this Guidebook and links the P2P process steps to the applicable DFARS policy.

Table 1-1: P2P Process, CBE Tools and Applicable DFARS Policy*

P2P Process*	CBE Tool Usage	Applicable DFARS Policy
Receive and Accept PRs	<p>AGATRS: Used as need is identified to determine whether ACSAs can be leveraged to meet the requirement in lieu of the traditional acquisition process. If so, ACSA can be executed using AGATRS.</p> <p>cASM: Used to generate requirements and build the acquisition package (statement of work, quality assurance surveillance plan, funds certification, core nomination letter, and other application documents to support the contracting action).</p> <p>3in1: Adds PRs to system for 3in1, or Disbursing Agent may issue cash advance for 3in1 tool.</p>	<p>DFARS 207 – Acquisition Planning</p> <p>DFARS 211 – Describing Agency Needs</p> <p>DFARS 218 – Emergency Acquisition</p> <p>DFARS 225 – Foreign Acquisition</p>
Develop Procurement Strategy	<p>cASM: Used to combine like requirements and identify previous contracts or needs and how they were satisfied.</p> <p>JCCS: Used to identify sources of local capability to fulfill needs, provides past performance information, assists with market research, can request information from industry, and determine approved contractors in the AOR.</p> <p>TBC: Used to ensure compliance with theater requirements when developing/considering acquisition strategy.</p>	<p>DFARS 205 – Publicizing Contract Actions</p> <p>DFARS 207 – Acquisition Planning</p> <p>DFARS 209 – Contractor Qualifications</p> <p>DFARS 210 – Market Research</p> <p>DFARS 211 – Describing Agency Needs</p> <p>DFARS 218 – Emergency Acquisition</p> <p>DFARS 225 – Foreign Acquisition</p>
Award Procurement Instrument	<p>JCCS: Used to prepare pre-solicitation notices, and receive and review proposals.</p> <p>3in1: Used to execute micro-purchases and simplified acquisitions (purchase order, invoice, voucher) and record funding obligations.</p>	<p>DFARS 205 – Publicizing Contract Actions</p> <p>DFARS 212 – Acquisition of Commercial Items</p> <p>DFARS 213 – Simplified Acquisition Procedures</p> <p>DFARS 215 – Contracting By Negotiation</p> <p>DFARS 218 – Emergency Acquisition</p> <p>DFARS 225 – Foreign Acquisition</p> <p>DFARS 231 – Contract Cost Principles and Procedures</p>
Administer Procurement Instrument	<p>cASM: Used to modify existing acquisition documents if the contract changes.</p> <p>3in1: Used to administer purchase order until receipt and acceptance (or return) of goods.</p> <p>JCCS: Used to engage industry during contract changes.</p> <p>TBC: Used to ensure compliance with theater requirements when administering changes.</p>	<p>DFARS 204 – Administrative Matters</p> <p>DFARS 205 – Publicizing Contract Actions</p> <p>DFARS 218 – Emergency Acquisition</p> <p>DFARS 225 – Foreign Acquisition</p> <p>DFARS 242 – Contract Administration and Audit Services</p> <p>DFARS 243 – Contract Modifications</p>
Perform Receipt,	<p>3in1: Used to perform receipt and acceptance of goods for micro-purchases and</p>	<p>DFARS 218 – Emergency Acquisition</p> <p>DFARS 225 – Foreign Acquisition</p>

P2P Process*	CBE Tool Usage	Applicable DFARS Policy
Acceptance and Return	simplified acquisitions.	DFARS 246 – Quality Assurance
Manage Procurement Instrument Entitlement ¹		
Manage Disbursements	3in1: Used to distribute payments for micro-purchases and simplified acquisitions.	DFARS 218 – Emergency Acquisition DFARS 225 – Foreign Acquisition DFARS 232 – Contract Financing
Perform Instrument Closeout	3in1: Used to record delivery and close-out instructions for micro-purchases and simplified acquisitions. D&S: Used to support the contract close-out process, to include archiving and storage.	DFARS 204 – Administrative Matters DFARS 218 – Emergency Acquisition DFARS 225 – Foreign Acquisition DFARS 249 – Termination of Contracts

* Procure-to-Pay 10.0 E2E

1) Management of Procurement Instrument Entitlement portion of the P2P process focuses on the payment process after approval and is out of scope to this CBE Guidebook.

2) DFARS references provide multiple examples of policy linkages with the P2P, but are not inclusive of all DFARS reference relevant to the P2P processes.

Chapter 2

Contingency Business Environment Tools

The CBE tools help simplify the acquisition process and get requirements fulfilled quickly and efficiently in contingency operations. This chapter introduces the CBE tools in more detail, including a description of each tool, its capabilities, benefits of using the tool, quick-start steps to get the respective tool up and running, and information on access, training, user guides and technical support. After reviewing the Guidebook and exploring the capability and functionality of the tools, commanders and their leadership from the contingency contracting, requirements development, and financial management community should determine the mix of tools they will need to support contingency operations and humanitarian or peacekeeping operations. The contingency acquisition leadership team should review and approve the suite of tools planned for use in contingencies and then reference the Quick-start Steps for each tool to secure the systems and training support necessary to get up and running.

Each of the CBE tools discussed can be accessed through the Joint Contingency Contracting Service (JCCS) through their website (<https://www.jccs.gov>).

2.A. 3in1 Tool

Description

The 3in1 tool is a technology-based solution to record and transfer data when conducting on-the-spot, over-the-counter, field purchases of supplies and non-personal services (cash-and-carry-type purchases), which traditionally have been conducted using a Standard Form 44, Purchase Order – Invoice – Voucher.¹⁰ The 3in1 Tool consists of three components:

- 1.) The 3in1 tool utilizes a small, lightweight, handheld device that captures and records purchase, payment and receiving information, including the user's receipt of goods and vendor's acknowledgement of payment. This device helps warfighters to better control cash on the battlefield and automate the SF-44 process for ordering, receiving and paying for goods and services in the field.¹¹
- 2.) The 3in1 Workstation application is a hard client application that transmits data to the prime database/server in a fully connected mode; stores a replica of the prime database for offline operations; and caches data from the device for later synchronization with the prime database/server.

¹⁰ Requirements for use of the SF 44 appear in FAR Part 13.

¹¹ In one year, 2,664 FOOs placed more than 36,600 orders in the field, amounting to more than \$82.5 million. Contracting personnel have expressed a need to bring the manual SF44 process, which originated in the 1960s, into the 21st century.

3.) The 3in1 prime database is used to manage devices and role-based system access; stores, reports, and analyzes purchase and payment data; and transmits payment/ information to other financial systems and order/voucher and receipt images for official document storage to Electronic Data Access (EDA).

Users of 3in1 include CCOs, FOOs, PAs, and finance personnel.

Capabilities and Benefits

Several entities, including the Commission on Wartime Contracting, Inspector General for Iraq and Afghanistan, and the former Joint Contracting Command Iraq/Afghanistan, have identified needs for theater-wide visibility on SF44 purchases, better control over cash on the battlefield, and an automated solution to the outdated manual field ordering process. The 3in1 tool is the solution to that need, offering improvements such as the following:

- On-the-spot purchase of goods and services to support warfighter needs
- Immediate visibility of transactions and payments
- Improved data and purchase control
- Automation of account reconciliation process—avoids travel from remote Forward Operating Bases (FOBs) to manually reconcile FOO accounts face-to-face improving safety and reducing man-hours
- Elimination of illegible paperwork, need to decipher handwriting, and lost receipts
- Reduced need for storing, shipping, and reproducing documents
- Elimination of redundant data entry
- Ability to analyze expenditures and purchase activities
- Improved cash management and tracking
- Audit trail of all transactions in an AOR
- Reduction in unmatched disbursements from SF 44 purchases
- Elimination of payment duplication risk
- Reduction in work time for procurement, accounting, and reconciliation
- Ability to track expenditure ledger by disbursement or line of accounting
- Ability to easily track available funding and orders
- Transmittal of electronic SF44 and receipt to EDA for document retention
- Direct transfer of payment data to financial systems
- Ability to pre-fill orders and select from populated “shopping lists,” cutting time spent entering data at the marketplace, thereby reducing exposure in high-threat areas.

Quick-Start Steps

To get the 3in1 tool up and running, follow the steps below:

Step	Description	Details
1	Contact the JCCS Program Management Office (PMO) at jccs.support@dla.mil and establish a 3in1 PMO team contact	The JCCS PMO conducts a conference call with the leadership of each potential new deployment. In addition to answering questions, the 3in1 PMO team will provide client leadership with an overview of the requirements for deploying the 3in1 Tool. Initial discussion includes planning potential schedule for deployment. Establish a point of contact (POC) for the 3in1 PMO team to contact regarding steps below.
2	Provide the 3in1 PMO Team with overall business process and AOR structure information	The 3in1 PMO team interviews representatives from contracting/finance offices to gather essential knowledge about the overall business process used in the AOR, and documents it. The 3in1 PMO team creates the AOR/Office/Unit Structure in the 3in1 Tool and is customized for each user site.
3	Obtain Authority to Operate (ATO)	An ATO represents formal certification by a Designated Approving Authority (DAA) that an IT system fully complies with the certification and accreditation process. An ATO is required to install the 3in1 Tool software on a client network. A new ATO is sometimes required for each contingency deployment. Contact the JCCS PMO at jccs.support@dla.mil to obtain a copy of the ATO to submit to your network operational department. The 3in1 Tool currently has an ATO on the following networks: <ul style="list-style-type: none"> • Defense Logistics Agency (DLA) • Combined/Joint Operations Area - Afghanistan (CJOA-A) • Horn of Africa (HoA) • US Air Force • Defense Information Systems Agency (DISA) • US Army • New Jersey Army National Guard (NJARNG)
4	Finalize deployment plan	The deployment plan includes shipping handheld device kits to the deployment site, reserving training rooms and securing laptops for training, selecting personnel for training, scheduling travel and training by a 3in1 subject-matter expert (SME) at the deployment site, and establishing a post-training rollout schedule.
5	Obtain hardware (handheld device kits) from the JCCS PMO	A handheld device and peripherals are required to record orders using the 3in1 Tool. Work with the 3in1 team to determine the number of device kits needed and provide shipment instructions to deployment location. The JCCS PMO will provide all needed handheld device hardware kits.
6	Install the 3in1 Tool workstation software on each user's laptop	A 3in1 PMO team member will travel to the deployment site to assist with installing and configuring pre-requisite system software and 3in1 Tool workstation software on each user's laptop. The workstation software is required to transmit data to the prime database/server in a fully connected mode, store a replica of the prime database for offline operations, and cache data from the device for later synchronization with the prime database/server.
7	Register and approve new users	Each user needs a login ID and password and assigned role(s). Access to features is role-based. Users may be assigned to these roles: Contracting Officer, FOO, PA, Disbursing Agent, Resource Manager, Property Book Officer, Reviewer, or Administrator. Each user is responsible for registering him- or herself using the workstation software. Before users can begin to use the system,

Step	Description	Details
		their registration must be approved by the AOR administrator.
8	Obtain training on 3in1 Tool	3in1 Tool training is conducted using various methods: A 3in1 PMO team member can conduct onsite classroom training or remote training via Defense Connect Online (DCO). In addition, training manuals and training videos are available via the JCCS website, where users can complete self-paced distance learning.

Note on ATO: The 3in1 Tool presently has an individual ATO. However, 3in1 is being architected into a web-based application that will eliminate the need to acquire a new ATO for every contingency deployment.

Access/Training/User Guides/Contact Information

- User guides and video-based training references are available at the 3in1 Tool web site: <https://www.jccs.gov/olvrcac/3in1/>
- Direct all questions regarding potential deployments or technical support to the JCCS PMO: jccs.support@dla.mil.

2.B. Acquisition and Cross-Servicing Agreements Global Automated Tracking and Reporting System (AGATRS)

Description

AGATRS is the DoD system of record¹² for the Office of the Secretary of Defense (OSD), Joint Staff, combatant commands, and Services to manage ACSA transactions for logistics support, supply, and services (LSSS). This system also serves as the worldwide library for ACSAs and their associated Implementing Agreements (IAs). AGATRS is an unclassified, web-based system that provides a worldwide, cradle-to-grave, automated means of building, tracking, and managing ACSA transactions, associated IAs, and subsequent orders for LSSS throughout their life cycles. ACSA transactions that are used in support of a contingency environment (i.e., contingency operations and humanitarian or peacekeeping operations) are required to be documented and tracked in AGATRS as stated in Chairman of the Joint Chiefs of Staff Instruction 2120.01C.

Capabilities and Benefits

AGATRS was developed to fulfill a requirement of the Joint Staff J4 and Combatant Commands to provide real-time visibility into the credits and debits of ACSAs. AGATRS capabilities include the following:

¹²CJCSI 2021.01C: “AGATRS is the DoD system of record for the Office of the Secretary of Defense, Joint Staff, CCMDs, and Services to manage ACSA transactions for LSSS. This system also serves as the worldwide library for ACSAs and their worldwide cradle-to-grave automated means of building, tracking, and managing ACSA transactions; associated IAs; and subsequent orders for LSSS throughout their life cycle. AGATRS provides deploying forces, component Commands, Combatant Commanders, Joint Staff, and OSD Staff visibility of existing ACSAs that can be leveraged to obtain critical LSSS to effectively and efficiently sustain U.S. and coalition forces during contingencies and operations. AGATRS will be used to full document all transfers of LSSS under ACSA authorities.”

- Offers records of all current ACSA agreements organized by combatant command
- Tracks credits and debits of individual ACSAs
- Enables logistics users to enter orders and finance officials to approve orders within the AGATRS module
- Provides a reporting function that can generate reports for auditing and visibility purposes.

Quick-Start Steps

To get the AGATRS tool up and running, follow the steps below.

Step	Description	Details
1	Contact the AGATRS PMO for access to the training environment	The AGATRS PMO conducts a conference call with the leadership of new organizations interested in using AGATRS. In addition to answering questions and establishing POCs, the PMO team will provide an executive overview of the tool. The PMO will also discuss training options and provide access to AGATRS training environment and reference materials. Contact: jccs.support@dla.mil
2	Get started using the training environment	New users should practice creating and processing orders using the AGATRS training environment, with guidance from experienced users onsite or the AGATRS PMO, through scheduled training or questions that arise from using the application.
3	Determine roles for new users on the production ("live") site	Access to features is role-based. Available roles are: Logistician, Financial, and Sponsor (Administrator).
4	Register users at https://www.jccs.gov	The ACSA program manager (PM) and Component sponsors should contact the AGATRS PMO at jccs.support@dla.mil , to obtain instructions for completing the AGATRS registration process on the production ("live") site, using the Registration Guide provided by the AGATRS PMO.

Note on ATO: The JCCS COE has an ATO for the General Support System (GSS) that covers AGATRS.

Access/Training/User Guides/ Contact Information

- AGATRS is web-accessible through the JCCS services environment (<https://www.jccs.gov>) but requires user registration and approval by the AGATRS system administrator. Access to features is role-based.
- The AGATRS PMO conducts instructor-led training on an ad-hoc basis, in person or using the DCO. The PMO can provide access to the AGATRS executive overview, training materials, and user registration instructions.

- Direct all questions regarding AGATRS training or technical support to the AGATRS PMO at: jccs.support@dla.mil.

2.C. Contingency Acquisition Support Model (cASM)

Description

The cASM tool is a web-based application designed to assist individuals responsible for fulfilling warfighter requirements during contingencies. The cASM application is used to plan, generate, staff for approval, track, and report requirements packages (RPs) by electronically capturing services, commodities, and/or construction requirements into a standardized procurement RP. This tool produces a complete, approved, electronic RP for execution by a CCO. It incorporates three functional areas—planning, requirements generation, and reporting:

1. Planning: cASM translates contingency plans for future operations into actionable contract RPs.
2. Requirements generation: cASM provides templates for the documents to develop an RP.
3. Reporting: cASM provides the capability to facilitate historic and current reporting, tracking, and accountability of the requirements generation process.

Capabilities and Benefits

Contracting personnel need to receive clearly written and comprehensive requirements documents with sufficient level of detail to guarantee the right goods and services are obtained. This ensures that what is contracted for meets the Commander's needs. A lack of quality PRs was identified extensively during contingencies in Iraq and Afghanistan as a problem by inspectors general and Government Accountability Office studies, not only as a contributor to waste and abuse, but also as a cause of extreme degradation of the speed and accuracy of contracting for warfighter needs. As a solution to these issues, cASM offers:

- Improved speed and quality of acquisitions.
- Timely and accurate information to leadership.
- Improved accountability.
- Execution of Contract Statement of Requirements (CSOR)
- Elimination of slow, paper-based processing, thereby mitigating exposure of manual delivery of requirements in combat zones as well as the integrity and accuracy of data.

Quick-Start Steps

To get the cASM tool up and running, follow the steps below.

Step	Description	Details
1	Check user computers for minimum system requirements	Ensure user computers meet minimum system requirements as stated in the cASM Requirements User Guide. Contact JCCS services for access to the User Guide and for additional support at: jccs.support@dla.mil .
2	Complete DD Form 2875 PART I, requesting a new account	In addition to completing DD Form 2875 PART I, new users must complete, sign, and send an AF Form 4394 (for new accounts only). Submit to the user's supervisor.
3	Supervisor completes DD Form 2875 PART II	The user's supervisor completes DD Form 2875 PART II, signs it, and sends it to the unit security officer.
4	Security officer completes PART III	The unit security officer completes DD Form 2875 PART III, signs it, and returns the forms to the user.
5	User submits completed and signed forms to the unit's cASM "Super User"	A local Super User provides Tier 1 support and is responsible for creating and managing user accounts. If there is no cASM "Super User" designated on site, contact the help desk at jccs.support@dla.mil
	Super User completes DD Form 2875 PART IV and creates the user account	The Super User completes DD Form 2875 PART IV and creates the user account. The cASM system emails logon instructions to the new user.
7	Completed forms stored in database	The Super User emails the completed forms (2875 and 4394) to TQS, which is the contractor that maintains the database of approved user 2875 and 4394 forms.

Note on ATO: cASM is operational and has an ATO effective through 12 JUL 16. It will also be included in the JCCS three-year ATO renewal.

Access/Training/User Guides/ Contact Information

- New users must request an account to access cASM from the local Super User or jccs.support@dla.mil. They will receive a login ID and password. They should log in and register their Common Access Cards (CACs), as CAC logins are required to approve a requirement in cASM.
- cASM training materials, including user guides, are available by request via the JCCS Services help desk at jccs.support@dla.mil.
- Three tiers of cASM user support are provided:
 - 1) A local Super User creates and manages user accounts. If a Super User has not been established, contact the JCCS Services help desk at jccs.support@dla.mil.
 - 2) The regional SME is the contact between the Technical Support Center (TSC) and cASM users. Regional SMEs are responsible for training Super Users.
 - 3) The Technical Support Center (TSC) provides additional support as needed.

2.D. Dollars & Sense (D&S)

Description

The D&S database supports and helps streamline the contract closeout process using reach-back support. The steps below provide a high-level view into the closeout process:

1. Contracts are completed in theater.
2. Completed contracts are shipped to a closeout location in Continental United States (CONUS).
3. Boxes of contracts are received, assigned tracking information, and entered into D&S.
4. Contracts are reviewed and assigned “open” or “closed” status.
5. Closed contracts are archived in the warehouse and D&S is updated.
6. Open contracts are assigned to technicians for research.
7. A contract specialist receives open contracts and updates D&S based on findings.
8. A contracting officer receives completed contracts.
9. A contracting officer closes and signs the contract documents in accordance with the FAR/DFARS procedures.
10. A contract specialist updates D&S and sends the closed contract to archiving.

Capabilities and Benefits

The reach-back capability for contract closeout improves efficiency by providing a stable, repeatable process performed by functional experts as core duties. The consistency in the process expedites closeout and produces more predictable results and thorough contract files upon completion of close-out. For example, U.S. Central Command (CENTCOM) selected Army Contracting Command (ACC) in Rock Island (RI), Illinois as its closeout support center. Other COCOMs may elect to establish their own closeout agent using the process and D&S database, which has proven effective in support of CENTCOM contract closeout needs. Capabilities of the closeout process and the supporting D&S database include:

- Removes the closeout process from the theater, allowing deployed acquisition experts to focus on award and contract administration.
- Reduces contract closeout manning foot print in theater.
- Centralizes contract closeout support processing, thus saving man-hours, improving standardization and placing fewer deployed personnel at risk by not performing the task in theater.
- Ensures contracts are properly closed, de-obligating any excess funds.
- Tracks contracts throughout the closeout process.
- Capable of recording the location of where the contract is being physically stored.

Quick-Start Steps

To get the D&S tool up and running, follow the steps below:

Step	Description	Details
1	Review Dollars and Sense Standard Operating Procedures (SOP) Guide	The new user should read the "Guide to Efficient and Thorough Closeout" SOP issued by the ACC-RI Closeout Office, to learn closeout support requirements, process workflow, and roles and responsibilities.
2	Follow the box arrival and inventory procedures listed in RI User's Guide and Closeout SOP	Records management staff ensures box arrival and inventory procedures follow steps defined in the Rock Island User's Guide. Contact JCCS support to obtain this guide if it is unavailable via RI: jccs.support@dla.mil . Also reference the Closeout SOP issued by the ACC-RI Closeout Office.
3	Provide new user with D&S desktop icon	RI IT personnel install the D&S icon on the new user's desktop. Users access D&S by double-clicking this icon.
4	Obtain D&S login password	The new user obtains a D&S login password from the manager.
5	Complete D&S training	New users are trained by RI personnel, many of whom were trained by the JCCS PMO when D&S was deployed. Managers provide new users with the D&S User's Guide to use as a reference after training.

Note on ATO: The JCCS Services COE has an ATO for GSS that covers D&S.

Access/Training/User Guides/ Contact Information

- User access to the D&S database is limited to authorized personnel at RI.
- New users are trained by either RI or JCCS Services personnel. JCCS PMO provides reach-back capability and can provide supplemental training.
- The D&S PMO helped develop the D&S User's Guide to use as a reference after training. Contact jccs.support@dla.mil for training information, user guides, and technical support.

2.E. Joint Contingency Contracting System (JCCS)

Description

The JCCS is a suite of Information Technology (IT) tools presented for use as the DoD single point-of-entry for procurement opportunities in contingency environments. The JCCS tool is a multifunctional, bilingual (English and Arabic), and web-based contingency business tool that provides a portal for centralized host-nation vendor registration, solicitation and proposal posting/receipt, and contract data repository for reporting to government leaders. The JCCS tool also acts as a market research tool, allowing CCOs to search for vetted/approved vendors, review local vendor past performance ratings, and identify open solicitations for similar requirements.

Capabilities and Benefits

The JCCS tool was developed to fill the need for a designated host-nation vendor registry and government portal for CCOs to communicate contingency contracting opportunities and notices to vetted and approved local vendors within an AOR. The tool offers the following primary capabilities:

- Host-nation vendor management for centralized registration, vetting, validation, and approval
- Tracking of banking information for vendors who select electronic funds transfer (EFT) as their payment method
- GPE for notices to industry, market research, and solicitation and proposal posting and receipt
- Vendor past-performance repository
- Contract data capture and historical data reference
- Advanced search capabilities for ad-hoc reports (e.g., ability to target specific regions within an AOR)
- Dashboard for command message posting for situational awareness
- Increased Commander visibility over local vendors and contracting actions within an AOR

Quick-Start Steps

To get the JCCS tool up and running, follow the steps below:

Step	Description	Details
1	Register as a new user through the JCCS web site.	All users must register through the JCCS web site: https://www.jccs.gov . Be prepared to select a role: Contract Officer/Specialist, Small Business Development Center (SBDC), Regional Contracting Command (RCC) Chief, Translator, Vendor Reviewer or Other. Access to JCCS tool features is role-based. The approving authority processes registrations and notifies users by email when they can log in to

Step	Description	Details
		JCCS Services. Users can then log in and register CACs for future logins.
2	Identify and implement appropriate method of training	Various training methods exist for new users. A majority of personnel self-train after receiving logon credentials, by directly using the application. Online training materials are available. The JCCS SME outside CONUS (OCONUS) can provide in-person training/demo. The CONUS help desk provides assistance on an ad-hoc basis. Contact jccs.support@dla.mil .
3	Inform vendors they can self-register using JCCS web site	Notify the industry base in the AOR that JCCS.gov is the Government's GPE. Vendors can self-register, if interested in business opportunities, by selecting the "Vendor" registration option at https://www.jccs.gov and uploading a set of required vendor documents. The OCONUS JCCS SME or CONUS help desk can assist vendors. Vendors must be vetted and approved by the U.S. government before they can access JCCS vendor functionality.

Note on ATO: The JCCS COE has an ATO for GSS that covers the JCCS tool.

Access/Training/User Guides/Contact Information

- Access to JCCS tool requires user registration and approval. Government users can log in using a password or their CACs. Vendors also must register and upload a set of registration documents, which are listed in one of the online JCCS tool training modules. Vendors must be vetted and approved by the U.S. Government before they can access JCCS tool or be listed in the vendor directory. Reviewers will perform the vetting and approval process within JCCS tool.
- Various training methods exist for new users. A majority of the personnel self-train after receiving logon credentials, by directly using the application. Online training materials are also available. The OCONUS JCCS services SME can provide in-person training/demonstration. The CONUS help desk provides assistance on an ad-hoc basis. Contact jccs.support@dla.mil.
- User guides, training, and information on vendor registration and JCCS access can be found at https://www.jccs.gov/olvr/bta_olvr_reg_guide_faqs.aspx.
- OCONUS and CONUS help-desk support is available via jccs.support@dla.mil. CONUS phone support is available at DSN (1): 312-372-3596 or DSN (2): 312-372-3593.

2.F. Theater Business Clearance (TBC)

Description

The TBC tool automatically assigns a TBC number to DoD-formatted contracts and provides a simplified mechanism to ensure solicitations and contracts contain the unique and mandatory theater related contract-clauses and provisions.

Capabilities and Benefits

The TBC tool offers the ability to validate that mandatory theater contract clause requirements are included in solicitations and contracts. This assists in ensuring Joint Force commanders and contracting leadership have visibility over external support and system support contracts in their AORs. TBC enables proper coordination of contract actions at the pre-award, award, and post-award phases. The approved TBC packages contain the provisions necessary to meet mission objectives. The primary TBC capabilities are as follows:

- Ability for CCOs to obtain theater business clearance for contracts that are greater than \$100,000 (base and all options) or that require contractors to deploy personnel to a contingency environment.
- Inclusion of mandatory FAR, DFARS, and COCOM-generated special clauses (which act as battlefield orders for commanders) required in solicitations and contracts entering the TBC process.
- Validation of mandatory data and routing of the package to the TBC Manager for approval.
- Increased visibility of contracted support in theater.
- Automates TBC approval that is required for initiation of contractor Letters of Authorization (LOAs).

Quick-Start Steps

To get the TBC tool up and running, follow the steps below:

Step	Description	Details
1	Register as a new user through the JCCS web site.	TBC is a module within JCCS. All users must register through the JCCS web site: https://www.jccs.gov . Be prepared to select a role: Contract Officer, TBC Manager, or TBC Agent. Access to TBC features is role-based. The approving authority processes registrations and notifies users by email when they can log in to JCCS and access TBC. Users can then log in and register CACs for future logins.
2	Complete training	The TBC PMO conducts training using a webinar format. An online user guide is also available. Contact jccs.support@dla.mil .

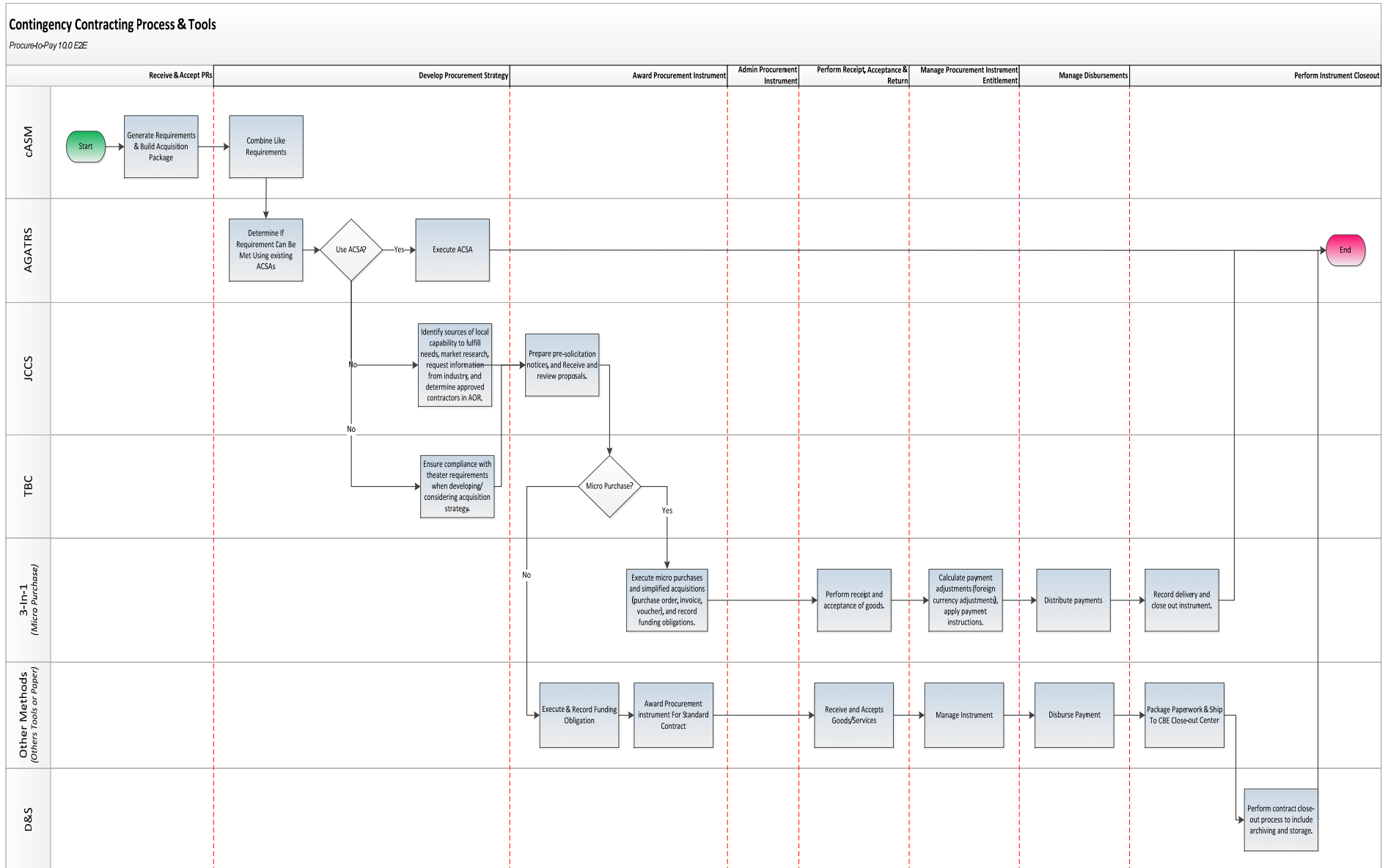
Note on ATO: The JCCS COE has an ATO that covers TBC.

Access/Training/User Guides/Contact Information

- TBC is a module within JCCS, so all users must first register with, and log into, the JCCS web site: <https://www.jccs.gov>. After receiving approval notification, users can log into TBC using a password or their CACs.
- The TBC PMO conducts training using a webinar format. An online user guide is also available. Contact jccs.support@dla.mil.
- For training or technical support, contact: jccs.support@dla.mil.

Appendix A: Procure-to-Pay Process Flow and CBE Tools

Figure A- 1: Displays the P2P process flow, identifying the process steps arrayed across the top, and the CBE tools along the left border. The figure flow shows how the CBE tools can be used in the execution of the process flow.



Appendix B: Common Operating Environment

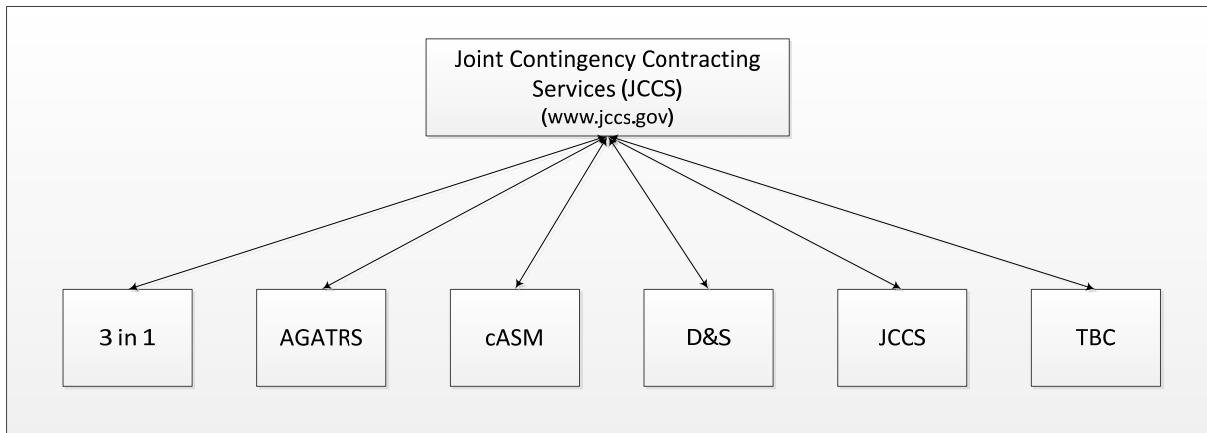
Warfighters in a contingency environment need easy-to-use tools that simplify the acquisition process and get requirements fulfilled quickly and efficiently. The CBE suite can create a Common Operating Environment (COE) and serve as the electronic backbone where the end-to-end electronic contingency contracting process relies on a common set of tools, using common data standards, with a robust and flexible communications architecture and standardized reusable systems infrastructure to fully satisfy operational needs.

The COE will enable interoperability among business systems and joint users to provide supporting data to a common operating picture in contingency environments. Future tools will be added to the current CBE to continue to improve the COE, which, through implementation of common data standards, communications architecture, and useful, accurate, and timely data, that can provide useful data to a common operating picture for commanders, senior leaders, and decision makers and help achieve mission objectives.

Common Set of Tools

The CBE tools can be accessed through the Joint Contingency Contracting Services (JCCS) website (www.jccs.gov). This is not to be mistaken for the Joint Contingency Contracting (JCCS) Tool, which is one of the six CBE tools included in this Guidebook. Figure B-1 displays the concept of accessing the CBE tools through the JCC Services single point of entry.

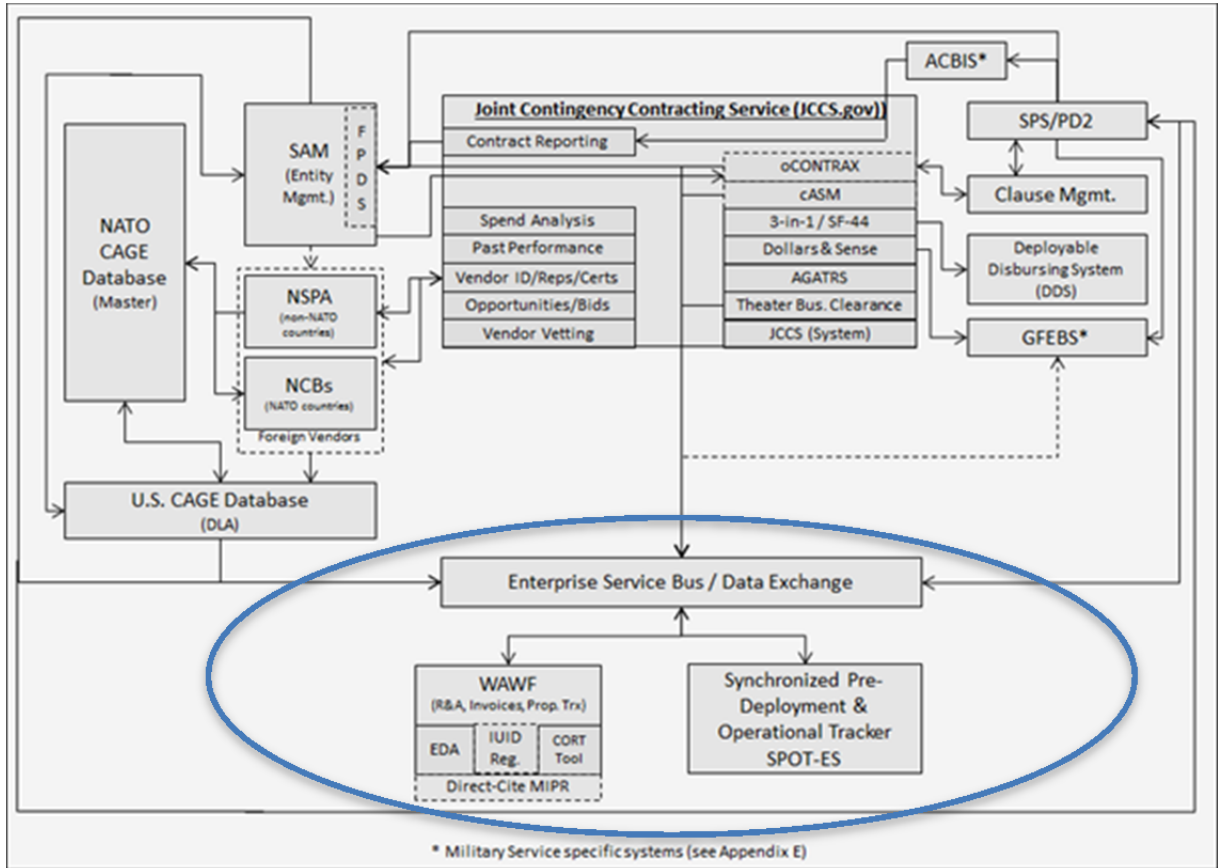
Figure B-1. CBE Tools with Single Point of Entry via JCCS Services Portal



The long-term goal for the CBE tools is to provide an integrated tool set that can offer “plug-and-play” adaptability which is capable of integrating with other contingency and dual-use systems (i.e., those used in both contingency and non-contingency environments such as WAWF) through the use, and application of, an enterprise service bus, data standards, and common data exchanges. This comprehensive solution will result in a higher degree of interoperability among systems which may consume or exchange procurement information

across the P2P end-to-end. Figure B-2 displays the vision for Joint Contingency Contracting Service within the context of the broader system.

Figure B-2. CBE Tools Integration with Service Bus/Data Exchange



Data Standards

The procurement of supplies and services needed in a contingency environment is best accomplished with e-business tools that share standard data. Each CBE tool is built based on specific procurement data standards and rules defined in the FAR/DFARS, such as the SF-44 data schema, the Purchase Request Data Standard (PRDS), the Procurement Data Standard (PDS), or the uniform procurement instrument identification numbering rules. By leveraging prescribed data formats and business rules from these existing standards, data can be interchangeably read by systems supporting the end-to-end business processes and be made available to all system users.

Communications

In the current environment, the CBE relies on internet protocol (IP) satellite modems beyond the tactical applications and deploying them across the backbone to extend Command and Control C2 services. DoD intends to migrate to a business communications architecture that is more robust, flexible, and supportive of contingency missions, and establish enterprise

standards—DoD and Service policies that are integrated by common data standards, where functionality is facilitated at the application layer. OCS Planners will use tools such as cASM, which is fully Purchase Request Data Standard (PRDS) compliant, to implement network operations across the DoD Information Network, also commonly referred to as the Global Information Grid. Leveraging common data standards this way enables use of the network from end to end.

Authority to Operate

Critical to the rapid fielding of new CBE Tools is a streamlined Authority To Operate (ATO)/Certificate of Net-worthiness (CON) reciprocal approval process that permits use of the tools across DoD as soon as the initial Service or DoD ATO is approved. This will avoid a lengthy serial approval process that historically has delayed fielding by over a year. The JCCS system currently has six active ATOs including the JCCS Tool ATO effective until October 20, 2014. Approval of the three-year renewal is planned for September 15, 2014. The JCCS PMO has applied for a six-month interim ATO while it prepares the package for JCXS (the upcoming new name for the JCCS program) for three years.

A summary of ATOs for the current CBE toolset is as follows:

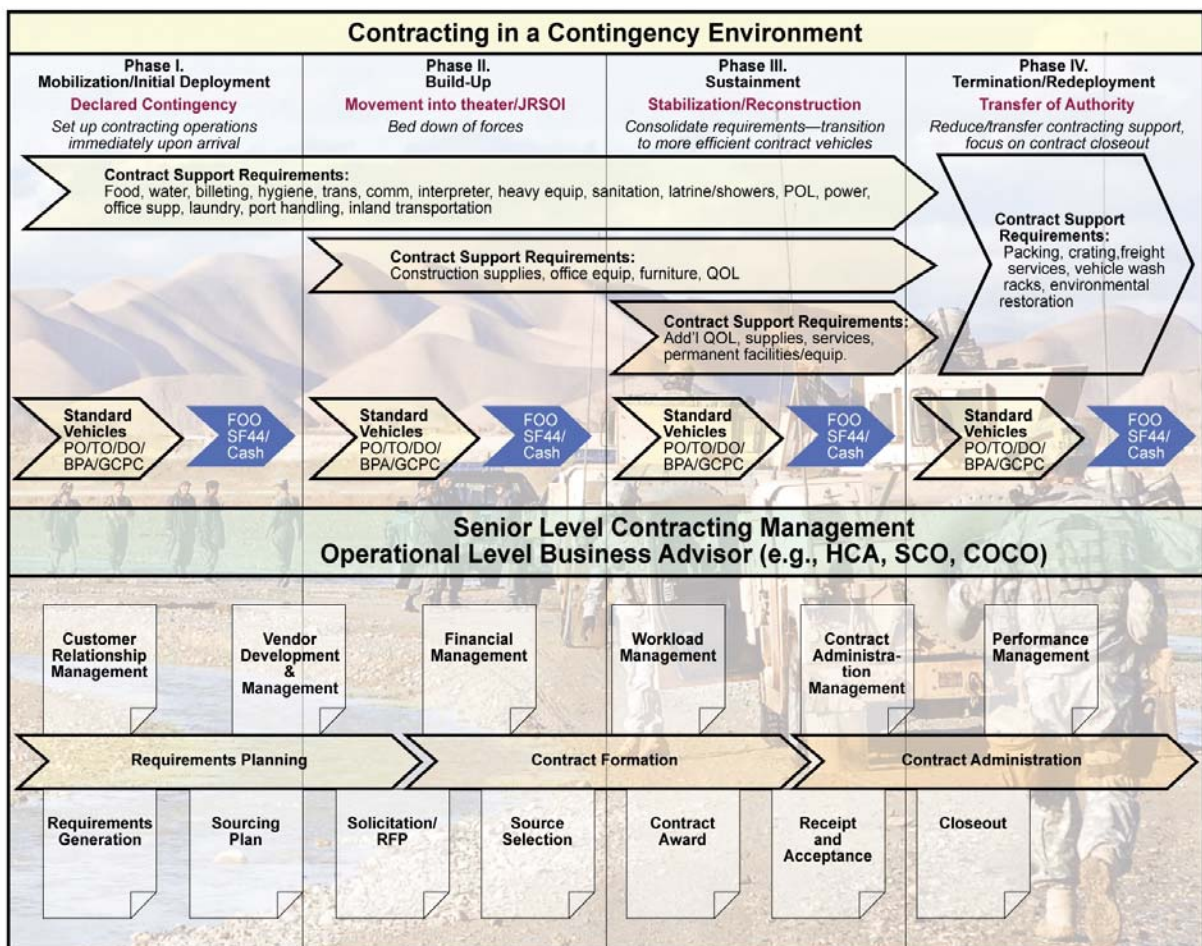
- A JCCS ATO for the General Support System (GSS) that covers AGATRS, D&S, JCCS, and TBC.
- cASM ATO effective through 12 JUL 16. cASM will subsequently be included in the JCCS three-year ATO.
- The 3in1 Tool has an individual ATO. However, 3in1 is being architected into a web-based application that will eliminate the need to acquire a new ATO for every contingency deployment.
- All future tools introduced into the JCCS COE will inherit the security controls under the JCCS General Services ATO.

Appendix C: Contracting in a Contingency Environment

The size, duration, and complexity of a contingency environment impacts whether to use an e-business solution to quickly deliver goods and services. As shown in the figure below, as the military phases advance, so does the need for tools to improve delivery of contracted support in a contingency environment.

The top portion of Figure C-1 displays the four phases of a contingency operation and the types of contracting support that is generally associated with each phase of the operation. The bottom portion of Figure C-1 displays the functions and stages of the end-to-end process for the procurement of supplies and services in a contingency environment to deliver effective and efficient contracting support.

Figure C-1. Contracting In A Contingency Environment



Appendix D: Enterprise Systems and Services Supporting Contingency Contracting

The Strategic Plan for Defense Wide Procurement Capabilities describes the following tools in the contingency business environment:

The Joint Contingency Contracting System (JCCS) Integrated Environment

1. JCCS (DLA):
 - a. 3-in1 Cash Management Tool – for cash and carry type purchases (SF-44)
 - b. Acquisition & Cross Servicing Agreements (ACSA) Global Automated Tracking System (AGATRS)
 - c. Commander’s Emergency Response Program (CERP)
 - d. Contract Reporting (FPDS-like)
 - e. Dollars & Sense (D&S, supporting contract close-out process)
 - f. Joint Common Operating Picture (JCOP, previously ACOP)
 - g. Operational Contrax (oContrax) Pilot (contingency contracting)
 - h. Opportunity Posting (FedBizOpps-like)
 - i. Theater Business Clearance (TBC)
 - j. Vendor Vetting
2. Enhanced Module:
 - a. Government Furnished Life Support Validation (GFLSV, supporting TBC)
3. Deputy Chief Management Officer (DCMO)
 - a. Operational Contract Support (OCS) Common Operating Picture (COP)
 - b. Theater Requirements, Contracting, and Execution Reconciliation (TRCER) program
 - c. Theater Requirements Generation Tool (TRGT)
4. DPAP:
 - a. After Action Report (AAR) – hot wash / peer-review of tasks or mission
5. U.S. Air Force:
 - a. Contingency Acquisition Support Module (cASM)

Appendix E: Acronyms

ACBIS: Army Contracting Business Intelligence System (Army & Navy specific BI)

ACC-RI: Army Contracting Command – Rock Island

ACSA: Acquisition and Cross-Servicing Agreement

AGATRS: ACSA Global Automated Tracking and Reporting System

AOR: Area of Responsibility

BEA: Business Enterprise Architecture

BOG: Board of Governors

CAC: Common Access Card

CAGE: Commercial and Government Entity Code

cASM: Contingency Acquisition Support Model

CBE: Contingency Business Environment

CCO: Contingency Contracting Officer

CENTCOM: U.S. Central Command

CJOA-A: Combined/Joint Operations Area – Afghanistan

C-JTSCC: Central Command – Joint Theater Support Contracting Command

COCO: Chief of Contracting Office

COE: Common Operating Environment

CONUS: Continental United States

COR: Contracting Officer's Representative

CORT Tool: Contracting Officer's Representative Tracking Tool

COWC: Commission on Wartime Contracting in Iraq and Afghanistan

CSOR: Contract Statement of Requirements

D&S: Dollars and Sense

DAA: Designated Approving Authority

DCO: Defense Connect Online

DDS: Deployable Disbursing System

DFARS: Defense Federal Acquisition Regulation Supplement

DISA: Defense Information Systems Agency

DLA: Defense Logistics Agency

DoD: Department of Defense

E2E: End to End

EDA: Electronic Document Access

EFT: Electronic Funds Transfer

FAR: Federal Acquisition Regulation

FOO: Field Ordering Officer

FPDS: Federal Procurement Data System

GFEB: Global Fund Enterprise Business System (Army – Financial System)

GPE: Government Point of Entry

HCA: Head of Contracting Activity

HoA: Horn of Africa

IA: International Agreement

IP: Internet Protocol

JCCS: Joint Contingency Contracting Services or Joint Contingency Contracting System

LSSS: Logistics Support, Supply, and Services

MIPR: Military Interdepartmental Purchase Request

NATO: North Atlantic Treaty Organization

NCB: National Codification Bureaus

NJARNG: New Jersey Army National Guard

NSPA: NATO Support Agency (formerly referred to as NAMSA)

OCONUS: Outside the Continental United States

OCS: Operational Contract Support

OEF: Operation Enduring Freedom

OIF: Operation Iraqi Freedom

OSD: Office of the Secretary of Defense

P2P: Procure-to-Pay

P2PPAWG: Procure-to-Pay Process Advocates' Working Group

PA: Paying Agent

PDS: Procurement Data Standard

PMO: Program Management Office

POC: Point of Contact

PR: Purchase Request

PRDS: Purchase Request Data Standard

QA: Quality Assurance

RCC: Regional Contracting Command

RI: Rock Island

RP: Requirements Package

SCO: Senior Contracting Official

SAM: System for Award Management

SF: Standard Form

SME: Subject-Matter Expert

SOP: Standard Operating Procedures

SPOT-ES: Synchronized Pre-deployment and Operational Tracker-Enterprise Suite

SPS/PD2: Standard Procurement System/Procurement Desktop-Defense

TBC: Theater Business Clearance

TSC: Technical Support Center

WAWF: Wide-Area Workflow