

Operational Contract Support Joint Concept



07 October 2013

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JOINT REQUIREMENTS
OVERSIGHT COUNCIL


THE JOINT STAFF
WASHINGTON, D.C. 20318-8000

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MEMORANDUM FOR: SEE DISTRIBUTION

SUBJECT: Joint Concept for Operational Contract Support

1. The Joint Requirements Oversight Council (JROC) reviewed and approves the Joint Concept for Operational Contract Support (JCOCS). The JCOCS is assigned the Joint Staffing Designator of "JROC Interest." Joint Staff J4 is designated as the lead component.
2. Joint Staff J4 shall return to the JROC within six months to brief their plan for implementing the Joint Concept.


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Contents

EXECUTIVE SUMMARY	vii
1. Introduction	1
2. Scope	2
3. Strategic Guidance	4
4. Relation to Other Joint Concepts	5
5. Institutionalizing OCS in the Near Term	6
6. The Future Security Environment	7
7. The Military Need to Fully Develop OCS Capabilities.....	8
8. The Central Idea.....	10
9. The Operational Contract Support Joint Concept Solution.....	11
9.a. Operational Contract Support Mission Integrator (OMI)	14
9.b. Executive Agents/Process Champions.....	18
9.c. Theater Contingency Contracting.....	20
9.d. Networked OCS.....	23
9.e. OCS Personnel (Staff and Organizational Documentation)....	24
9.f. Leadership and Education.....	25
9.g. OCS Training Program and Exercises.....	26
10. Implications of Implementing this Concept	27
10.a. Doctrine	28
10.b. Organization	28
10.c. Training	28
10.d. Materiel.....	29
10.e. Leadership and Education	29
10.f. Personnel.....	30
10.g. Other	30
11. Risks of Adopting this Concept	30
12. Conclusion	33
Appendix A Illustrative Vignette	A-1

Appendix B Limited Objective Experiment (LOE).....B-1
Appendix C Essential Effects and Capabilities C-1
Appendix D AssumptionsD-1
Appendix E Glossary of Terms and Acronyms..... E-1
Appendix F References F-1

Figures

Figure 1. Military Need..... 9
Figure 2. Operational Contract Support Joint Concept Solution ..12
Figure 3. Humanitarian Assistance/Disaster Response Operations Area A-2

Executive Summary

This joint concept will guide Operational Contract Support (OCS) capability development for JF 2020. OCS comprises the planning, synchronization and integration of contracted support, contractor management, and contracting in a geographical combatant commander's theater, and when directed in a joint operations area (JOA). Aligned to the Capstone Concept for Joint Operations (CCJO), the OCS Joint Concept (OCS JC) depicts a Total Force¹ enabling concept that integrates OCS into global military operations. While this concept acknowledges the importance of unity of action with interagency, multinational, and coalition partners, its primary focus is a common vision for OCS within DOD. The overall result will be more responsive, effective, and accountable contracted support to the Joint Force Commander (JFC).

When implemented, this concept fills critical future gaps and resolves key challenges faced by JF 2020 commanders. The OCS JC offers better integration and synchronization of operational and contracting authorities, simplifies and streamlines complex processes, speeds the requirements development process, and undergirds accountable and responsive contracting efforts. Accordingly, JF 2020 commanders will be able to optimize contracted support and subsequently achieve greater unity of effort and increased freedom of action. Given the interdependencies inherent in JF 2020, leadership at all levels and across all joint functions will require better OCS education and training, greater visibility, and better tools to plan, execute, and assess OCS. In essence, a cultural shift and OCS capability improvements are required.

To achieve this shift, leaders must routinely consider the risks, benefits and implications of contracted support when planning, executing and assessing all phases of operations. Commanders will operate in a future security environment characterized by constrained military budgets, reduced uniformed capability and capacity, economic uncertainty, and increased competition for resources. The challenge will be to maintain the capability to execute missions outlined in defense strategic guidance. Such constraints demand innovative ways to operationalize OCS as part of the Total Force. This concept proposes OCS as an essential part of an affordable force mix where contracted support will be rapidly integrated into military operations and will be as accountable and responsive as military forces.

The compelling evidence for a transformed OCS capability is extensive and its implementation is common sense for the 2020 to 2030 security

¹ Total Force includes DOD Active and Reserve military personnel, military retired members, DOD civilian personnel, contractor personnel, and host nation support personnel. DODD 5124.02.

environment. The potential loss of billions of dollars² attributable to waste, fraud and abuse demand it. Prompted by the need for greater accountability, Congress mandated numerous OCS legislative actions. While these laws and over a decade of lessons learned have enabled the Department of Defense (DOD) to implement numerous corrective actions, there is still much more to do to achieve the JF 2020 vision. Actions required to institutionalize OCS across the DOD include:

- Instill a sound OCS knowledge base within leaders to promote a cultural shift on how JF 2020 views, plans and accounts for contracted support.
- Appoint DOD-wide OCS Executive Agents (EAs)³/Process Champions to lead and inform specific aspects of OCS doctrine, organization, training, materiel, leadership and education, personnel and facilities (DOTMLPF) for capability development, coordination of related resources and to advise the Office of the Secretary of Defense (OSD) on related policy.
- Develop a skilled cadre of multi-disciplinary military and civilian personnel with specialized OCS training and experience.
- Update doctrine to integrate OCS across the joint functions.
- Embed OCS in Joint and Service live and virtual training.
- Network the Total Force and its partners with innovative OCS tools, data and processes to optimize capabilities.

Actions required to operationalize OCS in the field include:

- Create an enduring, scalable OCS Mission Integrator (OMI) at Combatant Commands (CCMD) to lead OCS coordination efforts.
- Designate rapidly deployable, trained and ready contracting organizations or capabilities, along with improved authorities and processes to conduct theater contingency contracting.

This OCS JC solution framework will significantly benefit JF 2020 through: reduced military footprint; optimized capabilities with increased cost consciousness; more agile transitions between operational phases; improved operational risk assessments and mitigation measures associated with contractor support; improved requirements management; improved contract management planning; more responsive contracting; and greater accountability in managing contractors and the associated financial processes. OCS is a key enabler for JF 2020, but the changes must start now.

² The Commission on Wartime Contracting estimated as much as \$31-\$60 billion has been lost to contract waste and fraud in recent combat operations, Commission on Wartime Contracting, *Transforming Wartime Contracting—Controlling Cost, Reducing Risk*, August 2011.

³ Executive Agent as defined by DODD 5101.1.

1. Introduction

This joint concept communicates a vision for operational contract support (OCS) and its role in Joint Force 2020 (JF 2020). It capitalizes on current initiatives to institutionalize OCS and outlines innovative capabilities appropriate for the future security environment. The OCS Joint Concept outlines a framework to guide capability development and the operationalization of OCS across the Joint Force that will improve contracted support responsiveness and accountability. The operationalization of OCS will increase the commander's freedom of action and unity of effort with gained efficiencies in economies of force. The future operating environment will be characterized by constrained resources and reduced uniformed military capability and capacity. The ability to rapidly integrate the range of lethal and nonlethal capabilities from all its partners, including contractors, will serve as a significant force multiplier for the joint warfighter.

OCS comprises the planning, synchronization and integration of contracted support, contractor management, and contracting in a joint operations area (JOA).⁴ The OCS Joint Concept is distinct from the familiar contracting processes governed by the Federal Acquisition Regulations (FAR) and the DOD Federal Acquisition Regulation Supplement (DFARS). This distinction is rooted by the necessity for commanders of Joint Forces, Services, combat support agencies (CSA), and other DOD components to properly plan for, manage, integrate, and operationalize contracted support activities into theater campaign plans, Service campaign support plans and current operations. Like mission objectives, OCS is a commander's responsibility. It requires the collective expertise of most primary and special staff sections and subordinate organizations to successfully incorporate contracted support into complex globally integrated operations. Commanders will increase the probability of mission success by thoroughly considering and planning for the use of contracted support capabilities in the same deliberate manner as uniformed force planning.

Throughout United States (U.S.) history contractors have provided increased capacity, capabilities, or skills that were not inherently governmental or were not available for a particular operation within the uniformed force structure. During the last two decades of operations in the Balkans, Iraq, and Afghanistan, the U.S. military's use of contracted support was unprecedented in both scope and scale. Contracted support capabilities ranged from armed private security, distribution, and base camp services to translation and training. The number of contractors in the operational environment often

⁴ Doctrinal definition: operational contract support – the process of planning for and obtaining supplies, services, and construction from commercial sources in support of joint operations along with the associated contractor management functions. JP 1-02; see also JP 4-10.

exceeded the uniformed military force. Indications from observations, insights, and lessons lead us to conclude this trend will continue.⁵ Therefore, the Joint Force must adapt the culture, institutions, organizations, capabilities, processes, and tools to make better use of contracted support for JF 2020.

This concept suggests a full spectrum doctrine, organization, training, materiel, leadership and education, personnel and facilities (DOTMLPF) capability solution enabled by the Joint Logistics Enterprise (JLEnt) to deliver responsive and accountable OCS. Critical to this concept is the implementation of measures to better synchronize separate lines of authority—operational command and contracting authority in order to achieve unity of effort and subsequently optimize OCS capabilities across the Total Force.⁶ The synergy created will increase cost consciousness and institutionalize and operationalize OCS effects as required by JF 2020.

The changes will have significant implications for how the Joint Force trains, fights, plans, collaborates and communicates. The changes will enable all partners of the Total Force to optimize their respective capabilities. These efficiencies will reduce redundancies, improve accountability, and reduce instances of waste, fraud, and abuse. Transforming OCS presents an opportunity for JF 2020 in partnership with support contractors to meet operational requirements within acceptable, manageable, and understood risk levels.

2. Scope

This concept addresses how combatant commands (CCMDs), joint task forces (JTFs), and subordinate commands can better employ future OCS capabilities to achieve desired operational effects in the 2020-2030 timeframe. Since contracted support is integrated into most joint functions, the concept is applicable to commanders and their primary and specialty staffs.⁷ This warfighter enabling concept supports the Capstone Concept for Joint Operations (CCJO) and describes in broad terms how future OCS DOTMLPF capabilities will better facilitate the integration of Total Force partner capabilities into military operations. It is also consistent with the 2012

⁵ Strategic and Operational Planning for Operational Contract Support (OCS) and Workforce Mix, Secretary of Defense (SecDef) Memorandum, Robert Gates, 24 January, 2011.

⁶ Total Force. The organizations, units, and individuals that comprise DOD resources for implementing the National Security Strategy. It includes DOD Active and Reserve military personnel, military retired members, DOD civilian personnel (including foreign national direct and indirect-hire, as well as non-appropriated fund employees), contractor personnel, and host nation support personnel. DODD 5124.02, Under Secretary of Defense for Personnel and Readiness (USD (P&R)), 23 June, 2008.

⁷ Joint functions (also referred to as warfighting functions) are command and control, intelligence, fires, movement and maneuver, protection and sustainment, JP 1, Doctrine for the Armed Forces of the United States, 25 March 2013.

strategic guidance⁸ by proposing innovations in the DOD's planning for and oversight of contracted support to reduce the cost of doing business.

The required OCS capabilities outlined in the concept span the range of military operations from strategic to operational and tactical levels, and through all phases of operations (O-V). Primarily focused on the operations of the Joint Force and its components, this concept acknowledges that the Joint Force may be operating in conjunction with other military, governmental, and/or nongovernmental partners. By keeping the primary focus on OCS unity of effort within DOD, the OCS JC will develop a framework capable of interfacing with future interagency, multinational and nongovernmental organization partners. A common OCS vision and the development of the technical details for implementation within the department are necessary prerequisites before the OCS scope is broadened to include all mission partners. Subsequently, all of the solution elements proposed must have potential applicability to the broader body of partners and should be explored in future evolutions of this concept.

Combatant Commanders (CCDRs) and Joint Force Commanders (JFCs) are responsible for OCS and the efficient synchronization of resources to ensure operational effectiveness. Mindful of the Services' Title 10 responsibilities to organize, equip, and train forces, the JFC depends on Service components and other external organizations to write and fund contracts, and to provide command and control for contracting activities. The implementation of measures that better synchronize the two distinct, long standing separate lines of authority— operational command and contracting, will enable JF 2020 to optimize the OCS capabilities across the Total Force. OCS must evolve and adapt to enable the Joint Force to better plan for and integrate contracted support as an interdependent capability supporting globally integrated operations. This concept will inform complementary efforts to improve broader DOD acquisition and budget processes given the proximity of OCS to its companion business processes of resource and financial management and contingency contracting.

To keep this concept at a strategic level, a Transition Implementation Plan (TIP) outlining specific actions for sponsors to undertake for implementing solutions accompanies this concept. The TIP provides transition implementation sponsors⁹ with a starting point for further solution analysis and for the development of implementation pathways in accordance with joint warfighting capability development processes.

⁸ Sustaining U.S. Global Leadership: Priorities for 21st Century Defense, January 2012.

⁹ Transition implementation sponsor is the organization that has the authorities and responsibilities required for implementation of the developed capability, once validated and approved, into the Joint Force. JP 1, Doctrine for the Armed Forces of the United States.

3. Strategic Guidance

This concept conforms to and supports higher-level strategic guidance, policies, and applicable statutes governing OCS and contingency contracting. The following key documents provide the foundation for this work:

Sustaining U.S. Global Leadership: Priorities for 21st Century Defense, January 2012, outlines defense strategic guidance to “maintain ready and capable forces even as we reduce overall capability.” This entails reducing the cost of doing business by slowing the rate of increase in manpower costs and finding greater efficiencies in “business practices and other support activities.”

The *Chairman’s Strategic Direction to the Joint Force*, February 2012, provides the Chairman’s vision for the development of JF 2020, and his desire to maintain the best led, trained, and equipped military in the world despite projected fiscal constraints. Success will result from driving a more unified effort by advancing interdependence and integrating new capabilities to restore versatility at an affordable cost.

The *National Military Strategy of the United States of America*, February 2011, highlights the need to review the composition of the Joint Force, particularly whether there is an “appropriate balance between uniformed, civilian, and contract professionals, and active and reserve components.”

The *National Security Strategy*, May 2010, states that “wasteful spending, duplicative programs, and contracts with poor oversight have no place in the United States Government” and emphasized the need to “scrutinize our programs and terminate or restructure those that are outdated, duplicative, ineffective, or wasteful.”

The *DOD Logistics Strategic Plan*, July 2010, describes the DOD logistics enterprise as encompassing global logistics capabilities, including those provided by both domestic and international commercial partners. Furthermore, it lists four goals, of which two are most applicable to this concept: providing logistics support in accordance with warfighters’ requirements and institutionalizing operational contract support.

The *National Defense Authorization Acts of 2007 and 2008* provide the impetus for including OCS and contingency contracting as core competencies of the DOD. These laws required the development of joint policies on requirements definition, contingency program management, and contingency contracting.

4. Relation to Other Joint Concepts

The *Capstone Concept for Joint Operations, Joint Force 2020*, 10 September 2012, envisions JF 2020 conducting globally integrated operations. Joint Force elements would combine quickly with each other and mission partners to integrate capabilities fluidly across domains, echelons, geographic boundaries and organizational affiliations. A critical component to this Capstone Concept is the development of the JLEnt, capable of providing efficient and responsive management of global resources.

The *Joint Operational Access Concept (JOAC)*, 17 January 2012, recognizes that Joint Forces must have the ability to deploy, employ, and sustain forces via a global network of fixed and mobile bases with agile and flexible nonstandard support mechanisms, including the use of commercial providers and facilities. Furthermore, Joint Forces must have the ability to plan, manage, and integrate contractor support in the context of operations to gain operational access.

The *Joint Concept for Logistics (JCL)*, 6 August 2010, the parent concept of the OCS JC, proposes the JLEnt to integrate DOD logistics capabilities with those from the interagency, multinational, nongovernmental, and commercial partners across an adaptive logistics network. The JLEnt will optimize logistics processes and capabilities, and allocate logistics resources according to national security needs in order to achieve goals with partners.

The *Operational Contract Support Concept of Operations (OCS CONOPS)*, 31 March 2010, provided a unification strategy for aligning OCS among joint, interagency, intergovernmental, and multinational partners to ensure the effective and efficient use of contracts and contractors during contingencies. The CONOPS describes, in broad terms, a vision for OCS capabilities circa 2009-2016.

The *Contingency Business Environment (CBE) Concept of Operations, Version 5.0*, 20 December 2010, outlines a strategy to drive interoperability when inserting technology and e-business tools into the contingency environment. The objective is to optimize acquisition processes to support end-to-end contingency business processes while making accurate, current, and complete information available to operational forces, procurement and finance officials, and senior leaders. The proposed CBE suite of tools or a similar capability is critical to achieving the key supporting network capabilities described in this joint concept.

5. Institutionalizing OCS in the Near Term

“...we should acknowledge that OCS is no longer a niche capability—it’s probably part of our core.”

*- General Martin E. Dempsey, USA
Chairman, Joint Chiefs of Staff
OCS Leaders Conference, 6 March 2012*

A decade of combat operations in Afghanistan and Iraq has shown that contracting effects and cash infusion into the joint operations area are as important as the supplies and services contractors provide. At one point in 2010, the total number of contractor employees in Afghanistan and Iraq exceeded 260,000, and for significant periods, the count of contracted employees exceeded the number of uniformed troops in both countries. The level of contracted support exceeded that required in previous wars, and this level is not expected to change in future contingency operations.¹⁰ Through FY 2011, the U.S. had spent over \$200 billion on contracts. As the wars progressed, a series of high-profile investigations revealed that lack of planning for contracted support and ineffective oversight resulted in repeated episodes of fraud and abuse along with significant amounts of waste.¹¹

Born of war, and mandated by Congress, OCS evolved from the Army’s late 1990s contractors on the battlefield doctrine. By 2005 OCS was addressed in a DOD instruction that provided overarching policies and procedures concerning contractor personnel authorized to accompany U.S. Forces (CAAF).¹² In response to the John Warner National Defense Authorization Act of 2007, the Deputy Under Secretary of Defense Logistics and Materiel Readiness, DUSD (L&MR), established the office of Assistant Deputy Under Secretary of Defense for Program Support (ADUSD(PS))¹³ to address issues associated with contract support and contractor management on the battlefield. In conjunction with the Joint Staff, the Department developed new OCS doctrine and implemented significant policy changes. One of these initiatives established the Joint Contingency Acquisition Support Office (JCASO) and assigned JCASO planners to the geographic combatant commands (GCC) to provide OCS and planning capabilities. Other initiatives included: codifying OCS into joint doctrine with the publication of JP 4-10,

¹⁰Strategic and Operational Planning for Operational Contract Support (OCS) and Workforce Mix, Secretary of Defense Memorandum, Robert Gates, January 24, 2011.

¹¹ The Commission on Wartime Contracting estimated as much as \$31-\$60 billion has been lost to contract waste and fraud in Operation Iraqi Freedom (OIF) and Operation Enduring Freedom (OEF), Commission On Wartime Contracting, *Transforming Wartime Contracting—Controlling Cost, Reducing Risks*, August 2011.

¹² DODI 3020.41, Contractor Personnel Authorized to Accompany the U.S. Armed Forces, 3 October 2005. Updated on 20 December 2011 to “Operational Contract Support.”

¹³ ADUSD(PS) now designated as Deputy Assistant Secretary of Defense, DASD(PS).

Operational Contract Support; designating OCS as a tier II Joint Capability Area (JCA) under Logistics; integrating OCS into Combatant Commander's Joint Exercise Program; listing OCS as a chairman's special emphasis area for joint professional military education (JPME); and the development of OCS training courses for both resident and distance learning.

To further institutionalize OCS as a capability across the Joint Force in the near term through 2016, the Department initiated a Capabilities Based Assessment (CBA). The subsequent Initial Capabilities Document (ICD) completed in 2011 prioritized the ten most urgent OCS gaps and offered several materiel and non-materiel recommendations. The DOD is implementing an OCS Action Plan to close these gaps by 2016. In doing so, the DOD will make progress toward realizing the potential of OCS by: investing in a human capital strategy; developing the rules, tools, and processes to integrate OCS into theater plans; and identifying existing contract vehicles and capabilities by region to direct integration of common contract support.

6. The Future Security Environment

The *Capstone Concept for Joint Operations, Joint Force 2020*, characterizes persistent trends of the future security environment. These trends include: the proliferation of weapons of mass destruction, the rise of modern competitor states, violent extremism, regional instability, transnational criminal activity, and competition for resources.

The future security environment will be unpredictable, interconnected, increasingly complex and dangerous, and characterized by an accelerated rate of change. Future joint operations are likely to be expeditionary operations, involve both interagency and multinational partners, and require increased responsiveness consistent with the commander's decision and execution cycles. Contingency operations will involve dynamic and unpredictable situations, where speed, agility, and responsiveness are more valuable than consistency and conformity. Traditional contract oversight and standards have proven insufficient and are unresponsive and not accountable enough for these fast-paced, fluid circumstances.

Constrained DOD resources will reduce the military support force structure and overall capacity of the military services. Despite the constraints of this challenging environment, the U.S. requires strong and agile military capabilities to conduct simultaneous global combat and security engagements as well as relief and limited reconstruction activities. Because preferred forces may not be available, the Joint Force must be able to effectively integrate global expertise and resources from a variety of partners. Creating an affordable and capable mix among Active, Reserve, Guard, Civilian Expeditionary Workforce (CEW), and contractors increases the need for more responsive and accountable contracted support. Properly integrated and managed, OCS can

mitigate the risks intrinsic in a smaller uniformed force structure. OCS capabilities must be an integral part of the JF 2020's pursuit of national security objectives to ensure the most effective and efficient use of the nation's resources and military forces.

7. The Military Need to Fully Develop OCS Capabilities

The ICD proposed materiel and non-materiel initiatives will provide much needed solutions to previously identified problems and pave the way to institutionalize OCS. When implemented, these changes will improve contract support integration and contractor management, permit data sharing of OCS and contracting processes, and increase transparency of financial transactions associated with contracted support. However, these changes are not sufficient to operationalize OCS.

The concept development team¹⁴ identified numerous future OCS gaps and prioritized the following four as most critical to JF 2020's ability to fully operationalize OCS:

- Separate Service, CSA, and contractor business systems and complex processes supporting OCS along with the related financial management data are not integrated across the Joint Force to optimize use of contracted supplies and services.
- Multiple organizations across DOD are working on separate, and sometimes disjointed OCS DOTMLPF, training and lessons learned efforts. Without a lead for Joint OCS capability development, training support, and lessons learned, we will continue to develop OCS capabilities in a haphazard and inefficient manner. Lack of coordination negatively impacts unity of effort.
- Current DOD policy, processes, and systems do not fully support the CCDRs efforts to plan, organize, prioritize and synchronize contracted support for all joint functions across overlapping timeframes of current operations, future operations, and future planning.
- DOD lacks a standardized method for tracking contracted dollars and conducting assessments of the effects of contracted support to ensure OCS is being used to further operational goals while ensuring prudent use of the nation's capital investment.

Coordinating Service-centric business practices with joint operations will result only from full spectrum DOTMLPF innovations enabled by the Joint

¹⁴ The OCS Transformation community of interest (COI) consisted of members from the Joint Staff, combatant commands, Services, combat support agencies, and OSD. The COI identified 42 future capability gaps and prioritized them to serve as the basis for formulating the military need statement.

Logistics Enterprise. Achieving such a transformation requires commanders and their staffs (at all levels) to integrate OCS into their logistics concept of support, intelligence gathering, operational planning, and current operations. Routine contract oversight and standards of the past will not be responsive enough or provide the appropriate capabilities required of the future environment.¹⁵

The DOD must build on the ongoing efforts to mitigate or overcome the weaknesses identified in the Commission on Wartime Contracting reports and other studies, audits and reports.¹⁶ The weaknesses cited in these documents include: poorly defined requirements determination processes; disparate service-specific contracting organizations and processes; complex business practices and regulations only experienced specialists can understand; multiple governing regulations and funding sources, multiple requirement-generating activities, poor oversight procedures, and long approval processes. Adding to the complexity is the fact that by law, joint commanders do not have the authority to conduct contracting. Therefore, to fully realize the capabilities of the Total Force, the Joint Force must have the means to manage the requirements determination process and to integrate OCS and contracting into plans and operations in order to achieve operational objectives. The lack of such critical capabilities often constrains and delays critical actions, which results in uncoordinated contracted support and diminished effectiveness. The central idea of this concept addresses these needs as well as the four critical gaps identified above. Figure 1 states the military need for OCS.

Figure 1. Military Need

Joint Force 2020 needs OCS to be as responsive and reliable as military forces. Near term efforts to institutionalize OCS will not be sufficient to resolve the challenges posed by complex, disparate business practices involving multiple regulations, funding sources, requiring activities, forms of oversight, and approval processes. The challenge is to institutionalize OCS with the goal of rapidly achieving joint operational effects while firmly establishing accountability for contracted resources.

Faced with the challenges of reduced military support capacity, a limited CEW capability, and reduced overseas presence, the DOD must leverage the capabilities of industry partners in an increasingly competitive environment. Future fiscal constraints and economic realities faced by DOD will make these challenges even greater. In order to overcome these challenges, the DOD must examine traditional authorities (i.e. command, contracting, budget, coordinating, Directive Authority for Logistics) and explore innovative

¹⁵ Defense Science Board, *Improvements to Services Contracting* (Washington DC: USD(AT&L), March 2011), vii, 7-10.

¹⁶ See Appendix F, References for reports.

DOTMLPF capabilities to fully operationalize OCS. Essential changes must take place to enable JF 2020 to optimize the range of capabilities from all partners, increase joint interdependencies, integrate new capabilities, and ultimately achieve greater freedom of action.

8. The Central Idea

“Contractors are part of the total military forces.”

*- General Martin Dempsey
Chairman, Joint Chiefs of Staff*

The CCJO and Chairman’s Strategic Direction to the Joint Force, February 2012, provide the impetus for the OCS JC. To conduct globally integrated operations, “Joint Force elements, globally postured, combine quickly with each other and mission partners to integrate capabilities fluidly across domains, echelons, geographic boundaries and organizational affiliations. These networks of forces and partners will form, evolve, dissolve and reform in different arrangements in time and space with significantly greater fluidity than today’s Joint Force.” The latter cites, “Our aim should be a versatile, responsive, and decisive Joint Force that is also affordable. This Joint Force must excel at many missions while continuously adapting to changing circumstances. It means building and presenting forces that can be molded to context—not just by adding and subtracting, but by leaders combining capabilities in innovative ways.”

To achieve the Chairman’s direction specific for OCS, this concept envisions that contracted support for military operations will be a fully interdependent capability of JF 2020. Integrating innovative OCS solutions across the joint functions will increase joint capabilities resulting in greater freedom of action. Incorporating OCS into planning and operations will provide military forces with rapid and seamlessly integrated contracted support. OCS will enable commanders and staffs to synchronize contract support within the overlapping timeframes of current operations, future operations, and future planning for continuity throughout all phases of operations. In the future OCS will enable Total Force partners to rapidly integrate into JF 2020 operations, share resources, and to create capabilities that do not exist except when combined. OCS will be adaptable enough to provide responsive, precise support across the complex, rapidly changing, and increasingly transparent future security environment. The interdependencies inherent in JF 2020 will require a cultural shift where joint commanders possess a greater understanding of the effects, responsiveness, management, and accountability associated with contracted support.

In a period of constrained resources and reduced uniformed military capacity, OCS provides a means to access regional and global networks of

commercial partners. Achieving the desired effects from contracted support requires new capabilities and innovative ways of changing the existing or programmed force. Therefore, OCS must be codified throughout the entire capabilities development spectrum. Achieving the vision of operationalized OCS requires innovations in organizations, materiel, training, leadership and education, and personnel management.

9. The Operational Contract Support Joint Concept Solution

“The time is now—while the lessons learned from recent operations are fresh—to institutionalize the changes necessary to influence a cultural shift in how we view, account, and plan for contracted....support in the contingency environment.”

*- Robert Gates, Secretary of Defense
SecDef Memo, 24 January 2011*

To achieve the cultural change across the joint functions requires a holistic, full spectrum DOTMLPF solution to integrate OCS throughout the institutional and operational processes. The solution must outline a DOD-wide framework to instill OCS within the institutional processes of doctrine, training, leadership and education, personnel and materiel development as the necessary foundational capabilities for recognizing contracted support as a routine capability. Operationalization of OCS will be realized in the field when OCS and contracting personnel work seamlessly, in concert with their counterparts on the commander’s staff, to fluidly plan and integrate contracted support with military operations. The goal of operationalizing OCS can only be achieved when contracted support is a fully interdependent capability of JF 2020.

Figure 2 depicts the OCS JC Solution that will create the institutional and operational synergy required to deliver optimized contracted support when and where required by JF 2020. Executive Agents, represented by the top arrow in the figure, will be responsible for leading specific OCS capability development within the DOD. While the OCS EAs are not responsible for OCS operations in the field or for policy development, they will remain operationally informed to incorporate lessons learned and best practices across institutional processes. The curved infinity symbol surrounding the arrows signifies fully integrated DOTMLPF OCS capabilities and reinforces the idea that contracted support is a force multiplier.

Figure 2. Operational Contract Support Joint Concept Solution



The middle and bottom arrows depict the operational organizations that deliver OCS capabilities. The OCS Mission Integrator (OMI) is part of the operational Joint Force commander’s staff and is responsible for OCS planning, overseeing contract integration and contractor management, implementing the requirements determination process, and coordinating contracting efforts with contracting organizations. The OMI does not conduct contracting, but is the critical integrator between the distinct and separate authorities of command and contracting. The Theater Contingency Contracting arrow represents the multitude of contracting authorities (originating from the Services and combat support agencies), responsible for the conduct, coordination, and synchronization of contracting in and out of the area of operations. Both operational organizations inform and identify institutional process requirements that are critical for the continuous improvement of OCS. A brief description of the separate solution capabilities follows:

- DOD-wide **OCS Executive Agents**¹⁷ to lead DOTMLPF capability development across DOD and to coordinate EA related resource requirements.
- Skilled cadre of **multi-disciplinary military and civilian personnel** with specialized OCS training and experience.
- An enduring, scalable **OCS Mission Integrator** originating from and utilized at the CCMD's discretion by subordinate JFC or selected Service components to lead all OCS horizontal collaboration across the primary and special staff, and coordinate vertically with components and supporting agencies.
- Instill a sound OCS foundational knowledge base within **leaders** through **professional military education** to facilitate a cultural shift on how the DOD views, plans and accounts for contracted support.
- Integrate OCS across joint functions into **doctrine** and in Service and joint live, virtual, and constructive **training**.
- **Networked** Total Force partners with innovative OCS tools, data and processes to optimize capabilities and exploit existing and emerging technology to reduce manpower requirements and workload.
- Rapidly deployable, trained and ready contracting organizations or capabilities, along with improved authorities and processes to better coordinate and control **theater contingency contracting** in the JOA.

The combined effect of these capabilities, which span the institutional and operational processes, will instill leadership with the understanding that OCS is an interdependent capability of JF 2020. The OCS solution will increase the responsiveness and accountability of contracted support. Greater responsiveness will be achieved by educating and training the Joint Force on OCS processes and capabilities, providing specialized contingency contracting information during planning and operations, ensuring the direct participation of contracting experts in planning and decision making, and enabling faster acquisition processes. Accountability will be improved by increased commander and staff involvement, greater situational awareness of contractors' capabilities, numbers and locations, increased ability to monitor and manage contractor performance, new tools to reconcile expenditures with deliverables,

¹⁷ For the purpose of this concept, the DOD lead for OCS capability development is referred to as an Executive Agent (EA) per DODD 5101.01, DOD Executive Agent, 3 September 2002, change 1, 9 May 2003. This DODD defines EAs as heads of a DOD component to whom the Secretary of Defense or the Deputy Secretary of Defense has assigned specific responsibilities, functions, and authorities to provide defined levels of support for operational missions, or administrative or other designated activities that involve two or more of the DOD components. Alternate titles for lead may be designated as a process champion, joint proponent, process manager or some other similar term rather than an EA.

and comprehensive assessments of whether the intended operational effects of the contract support efforts meet the commanders' objectives.

An expanded description of each key solution capability of the OCS JC solution framework follows. The order of solutions begins with the organizational capabilities most critical for the realization of the interdependencies described in the central idea.

9.a. Operational Contract Support Mission Integrator (OMI)

“Integrating contracting into intelligence, plans and operations can serve as a force multiplier in obtaining our campaign objectives.”

*- General John R. Allen, USMC
Commander, ISAF*

The OMI operationalizes OCS for JF 2020 warfighters by coordinating OCS requirements determination, planning contract integration, overseeing contractor management, and performing operational assessments regarding the effectiveness of contracted support. Located at the CCMDs, JTFs or selected components, the OMI will be the nexus for integrating OCS across joint functions and into contracting efforts to optimize Total Force capabilities. The OMI will be an enduring, scalable cell, or center, capable of providing the CCMD, subordinate JFC or selected Service components a single lead for all major OCS efforts spanning current operations, future operations, and future planning. Responsible for executing its mission across all J-codes, the OMI will lead OCS collaborative efforts with primary and special staffs, subordinate commands, supporting defense agencies, and the contracting organizations. The OMI will be organized into sections for plans, operations, and analysis staffed by multi-disciplinary military and civilian specialists trained in OCS, planning, operations, logistics, and acquisition functions. The OMI will have the ability to expand to a center for larger more complex operations and will be augmented with liaisons from contracting offices and other specialty fields as required. The OMI will not write contracts or supplant existing capabilities on the commander's staff or subordinate organizations. As a staff element, the OMI conducts OCS coordination within the authorities delegated to it by the CDR. The OMI's actions to synchronize OCS activities within the commander's battle rhythm and decision cycles will result in improved unity of effort, improved responsiveness, and increased accountability of contracted support throughout the Joint Force. The OMI may deploy a core element to facilitate the theater contracting organization in performing OCS synchronization and/or establishing a JTF level OCS OMI-like cell.

Unity of Effort

The OMI will provide specialized OCS expertise throughout the planning, requirements management, decision making, and execution processes to

achieve OCS unity of effort across the joint functions and the supporting contracting effort. The OMI articulates OCS equities with stakeholders by participating in operational planning teams (OPT), boards, centers, working groups and contract coordination related boards to ensure commercially contracted capabilities, constraints, and risks are considered across all phases of operations. In consultation with contracting officials, the OMI makes recommendations for organizing theater contingency contracting. Developing and overseeing consistent command requirements management policies, procedures, and best practices is critical to the OCS effort. Publishing clear OCS command guidance before the onset of operations will reduce friction during contingencies and provide unambiguous direction to both subordinates and contracting organizations entering or supporting the JOA. Establishing consistent reporting requirements and maintaining theater oversight of contractors and contract performance, visibility of contractor provided equipment and government support to contractors, will ensure the accountability of OCS related activities operating within or supporting the JOA.

It is essential that OCS become an integral part of the joint operation planning process (JOPP) to ensure the staff considers the combined capabilities of contractor partners in the force mix from the outset vice merely additive or to fill shortfalls. Collaborating with the planning and operations working groups, the OMI provides the requisite expertise to address contracted support as outlined in the Guidance for the Employment of the Force (GEF) and Joint Strategic Capabilities Plan (JSCP). The OMI will develop the OCS framework to support operations by providing input into base plans and the preparation of Annex W (Operational Contract Support) for theater campaign plans and OPLANs or CONPLANs at the CCMD, subordinate JFC and Service component levels. The OMI will collaborate across the primary and specialty staffs to ensure OCS requirements are incorporated into other staff annexes where applicable. Examples include: the J1 will oversee contractor personnel accountability; the J3 must address private security company operations conducting force protection; the J8/Financial Managers assesses the means for local vendor payments and impacts of incremental funding; and the Staff Judge Advocate addresses the legal sufficiency of contracts, the legal status of contractors and potential impacts of the Status of Forces Agreements.

During planning and operations, the OMI, in conjunction with the contracting organization will continually assess OCS capabilities as a potential source to fill requirements and to make recommendations to use contracted support, including civil augmentation program (CAP) contracts and other external support contracts, so that military forces can be employed more effectively. For operations, or phases requiring a high proportion of contracted support, the OMI will participate in or may lead working groups to better synchronize actions of the many stakeholders. OCS planning will also include coordinating with embassy staffs, other U.S. Government agencies, and

multinational partners to gain visibility over each other's requirements, capabilities and seek opportunities for efficiencies where feasible.

Responsiveness

Improved responsiveness starts with the OMI conducting a thorough phase 0 estimate of the OCS operational environment and continually updating it as operations progress through phases until mission completion. Greater situational awareness of ongoing OCS activities and engagement with industry service providers, coupled with aggregating market intelligence from contracting offices, will enable the OMI to rapidly transition from theater support activities to contingency operations. Forging habitual relationships across the staff, with subordinate units, supporting commands, and acquisition officials will further speed the procurement of the right supplies and services where and when needed. Standardized command policies and procedures will guide requiring activities in navigating disparate Service and theater requirements determination processes, complex acquisition regulations and practices. These actions will improve the quality of requirements packages to enable contracting officials to make timely, responsive solicitations.

As planning progresses to operations, the OMI promulgates OCS priorities of effort and support consistent with the plan(s) and monitors for any OCS commander's critical information requirements (CCIR). For operations or particular phases of operations highly dependent on contracted support, the OMI ensures OCS is fully integrated throughout the joint functions. The OMI will develop the OCS synchronization matrix to ensure adjustments in requirements, contractor management, locations, and quantities are assessed through all phases of operations and coordinated in a timely proactive manner with units and contracting officials. Concerns from the contracting activities that may impact operations, such as threats and limitations imposed by the operational environment and lack of contract oversight personnel¹⁸, will be conveyed to the OMI for resolution by the staff or commander.

The OMI will participate in contract related coordination boards to ensure that overall logistics support, requirements, contracting and OCS are properly coordinated across the JOA. As the principal OCS advisor to the JFC, the OMI provides expertise on the standup and execution of the commander's logistics procurement support board (CLPSB) and provides OCS expertise to the Joint Contracting Support Board (JCSB) led by appropriate contracting officials. As the non-voting Joint Requirements Review Board (JRRB) secretariat, the OMI can recommend thresholds and is the focal point for contract requirement packages, ensuring processes, including virtual forums, are in place for timely reviews of time sensitive, critical, high-dollar, and high-risk requirements. Based on the OMI's analysis of the campaign objectives,

¹⁸ Contract oversight personnel include contracting officer representatives (COR), quality assurance (QA), administrative contracting officers (ACO), and property administrators (PA).

knowledge of future plans, and inputs from other staff members examining the requirement packages, the OMI provides an assessment to the JRRB recommending which requirements are better suited for organic military, host nation, or coalition sources, and recommends priorities for those requirements best suited for contracted support. Regardless of organic or nonorganic source of support, commanders are still responsible for assigned missions. The OMI analyzes requirements, and consolidates as necessary, to ensure they synchronize with operational objectives, conform to priorities of effort, and the force is prepared to provide sufficient contract oversight.

Accountability

Future OCS accountability must provide visibility of contractors, locations and capabilities; verification that both contractors and the Joint Force are meeting their respective obligations IAW contract(s); fiduciary responsibilities associated with contracted support are fulfilled, auditable and transparent; and most importantly, that the CDR can assess whether contracted support is supporting or hindering the joint functions in achieving mission success.

While the CCDR is ultimately accountable for OCS, responsibility for OCS execution is shared among subordinate commands, staff elements, requiring activities, supported units, contracting officials and contractors. Fulfilling these responsibilities for OCS within command or functional areas and reporting them appropriately via the network enables the OMI to synthesize disparate data, reports, and indicators to form a holistic view of OCS. Codifying OCS information requirements, identifying sources, establishing metrics, developing collection plans, as well as establishing JOA-specific reporting procedures are critical to monitor accountability indicators and to perform timely OCS operational assessments.

Working as a supporting element to the CDR's assessment team, the OMI will be responsible for the development of the OCS assessment. An OCS assessment will inform whether the effects of contracted support and the responsiveness of contracting efforts contribute to achieving operational objectives while advocating stewardship of resources. Correlating linkages between select time-sensitive, critical, high-dollar, and high-risk contracts to joint functions and operational objectives will enable the OMI to assess how contracted support contributes toward mission success. To obtain the operational perspective, the OMI will monitor CCIRs, review reports and other indicators from the staff and the subordinate units to depict an operational view of OCS. Based on data received from contracting and other related functional areas, i.e., comptroller, inspector general and legal, the OMI will get a more detailed perspective on the performance of the overall contracting effort in support of the operation. Merging these two distinct views of both command and contracting authorities provides the holistic assessment necessary to inform the CDR-. The OMI OCS assessment needs to show contracted support trends, opportunities to leverage OCS, and to address issues and risks

concerning contract oversight, contractor management and any unintended consequences. Failure to adequately perform oversight and management could contribute to: waste, fraud and abuse, human trafficking, black market activities, and funding subversive activities. Depending on the impact to any specific joint function or mission line of effort, the OMI will work with the contracting officials and other appropriate staff members to conduct root cause analysis to formulate corrective actions and to develop mitigation strategies.

9.b. Executive Agents/Process Champions

OCS Executive Agents (EAs)/Process Champions will be designated DOD components responsible for the institutionalization of OCS within the department by leading specific OCS capability development across the DOTMLPF spectrum. The OCS EAs are not responsible for conducting OCS operations in the field or developing policy. An EA will manage the OCS lessons learned process to ensure the latest lessons and best practices from the field are recorded to ensure consistency of capability requirements and content across the institutional processes. In a period of cost consciousness, constrained resources, and reduced military capacity, establishing an EA to develop and codify common standards, promulgate best practices and synchronize activities within the DOD is paramount. An EA will lead efforts to ensure OCS is developed as a critical enabling capability by coordinating with the Office of the Under Secretary of Defense for Acquisition, Technology, and Logistics (OUSD (AT&L)) for policy oversight, and with the Joint Staff J4 for doctrine, joint capability validation, joint exercises, joint training, and joint education support.

Working collaboratively across the Services, CCMDs, and CSAs, the EAs will identify capability requirements from the field and collect observations, insights, and lessons from training, exercises and operations. The EAs will identify criteria and recommend measures for the CCMDs and Services to uniformly report their OCS readiness. The EAs will ensure a web-based OCS knowledge management site is available for sharing information and lead operational analysis toward improving existing OCS capabilities, as well as develop future concepts. The EAs will establish and maintain the OCS joint lessons learned process to collect, catalog and validate observations, insights and lessons from training, exercises and operations. The Services, CCMDs, and CSAs will work collaboratively with the EAs to ensure observations and lessons learned are entered into the process. Additionally, in conjunction with the components, the OCS EAs will lead strategic engagement with service industry providers to promote greater understanding between Total Force partners and benefit from their experience and lessons learned.

The OCS EAs are charged with ensuring OCS becomes a fully institutionalized joint capability from the tactical through strategic levels of operations. Starting with doctrine, the designated EA will ensure OCS is

consistently promulgated across joint and Service doctrine and in accordance with the latest policies. An EA will spearhead developing OCS standards, training, and associated courses for personnel. To ensure OCS staff members have the tools and processes to perform critical OCS functions at the speed of operations, an EA will have to lead the materiel requirements determination process for developing the appropriate network enabled automation and information technologies. An EA will be responsible for the development of a holistic OCS learning framework and for the vision, strategy, and requirements which includes education, training, exercises, lessons learned, and readiness. An EA will identify OCS education requirements, tasks and learning objectives spanning the five JPME education levels¹⁹ for the Services to develop training content. An EA will ensure OCS related Universal Joint Tasks (UJTs) are maintained through the Universal Joint Task List (UJTL) development process. Additionally, an EA will maintain an OCS Master Scenario Event List (MSEL) to assist the Services and CCMDs with OCS themed injects utilized for a more expansive training experience.

In coordination with the Principal Staff Assistant (PSA)²⁰ designated by OUSD (AT&L) and the Joint Staff J4, EAs will advise on the reorganization of the present OCS governance structure such that OCS capability development is aligned under the appropriate EA. OCS policy and Secretariat-level integration responsibilities for OCS portfolio management will remain with the DASD (PS). Developing the DOTMLPF capabilities will require programming resources in funds and personnel. The PSA, EAs and the Services must work together to determine the total requirements to best serve the Joint Force and to develop a sustainable capital strategy to fund the capabilities required to institutionalize OCS. The PSA and Services will be the primary champions to seek adequate funding and impact budgets through the Planning, Programming, Budgeting, and Execution (PPBE) process. The PSA will develop the analysis to support resource requirements. The EAs will monitor how EA related resources are used and report on progress achieving DOTMLPF capabilities.

The Joint Staff will continue to lead the joint requirements validation process; administratively oversee the CCMDs; develop joint doctrine (including codified joint tactics, techniques, and procedures and best practices); issue OCS joint planning guidance, processes, and procedures; approve universal joint tasks; monitor joint OCS readiness; and establish policy for joint education, training and exercises.

Interoperability and interdependence will be hallmarks of the Joint Force. Rapidly integrating Total Force industry partners into global military

¹⁹ Five JPME education levels: pre-commissioning, primary, intermediate, senior and general/flag officer.

²⁰ OSD Principal Staff Assistants (PSA) oversees activities of DOD Executive Agents in their functional areas of responsibility, DODD 5101.1.

operations requires improved engagement between DOD and industry. At the national level OCS EAs, in conjunction with the Services, will lead engagement efforts to promote better understanding of capabilities and requirements. Just as the military must understand the capabilities and risks associated with employing contracted support, industry partners need clearly defined requirements and improved awareness of threats to mitigate risks in order to properly price and organize support. These engagements afford opportunities for both JF 2020 and contractors to increase their levels of confidence for meeting operational requirements within risk levels that are mutually understood and manageable.

9.c. Theater Contingency Contracting

“We have not thought holistically or coherently about our use of contractors, particularly when it comes to combat environments or combat training.”

*- Secretary of Defense Robert Gates
Senate Committee on Armed Services Testimony*

Innovations must be made to speed the organization of contracting forces in theater and to improve processes for the synchronization of theater, external and system support contracts supporting the JOA. At the outset of a contingency, JF 2020 theater contracting forces must be able to: rapidly organize the contracting organizational structure; gain visibility of external and systems contracts to coordinate their effects and enforce compliance with theater policies and goals²¹; and overcome limited theater infrastructure and other obstacles. Addressing these challenges will speed responsiveness to the Joint Force, reduce competition between supporting contracting organizations, improve contract oversight, and increase accountability for the resources expended on contingency contracts. The goal must be to optimize the entire contracting effort to ensure it conforms to the theater campaign plan and performs as cost effectively as feasible. Additionally, effective contracting can contribute to economy of force, reduce the military footprint, and effect positively civil-military aspects of the campaign.

This concept recognizes the doctrinal options for organizing theater support contracting, and suggests innovations to improve the rapidity of establishing the structure and increasing the effectiveness for executing all contracting activity in the JOA²². At the outset of operations, if required, the

²¹ In support of OEF, 70-80% of the dollar value of contracts was attributable to external support and systems support contracts, Federal Procurement Data System - Next Generation, DPAP.

²² The three theater contingency contracting organization options: Service component support to own forces, Lead Service for Contracting (LSC), or a Joint Theater Support Contracting Command (JTSCC), JP 4-10.

designated contracting organization(s) must become fully mission capable within days of arriving into the operational area. The theater contracting organization must be modular in design to support dispersed forces, and capable of supporting and being interdependent with the Services, the interagency, and multinational partners in expeditionary operations. In the case of establishing the Lead Service for Contracting (LSC) or Joint Theater Support Contracting Command (JTSCC), a joint manning document (JMD) will be required in advance of the operation to rapidly source personnel from other Services and agencies to fill joint billets.

Contracting organizations must include trained and ready acquisition professionals with pre-approved contracting authorities. As the Department learned from recent operations, it must recruit, develop and retain adequate numbers of acquisition professionals, military and civilian, to support both institutional missions as well as deployed military operations. To better support fast-paced, dispersed operations, contingency contracting officers must be experts in: utilizing available emergency acquisition procedures; using micro-purchase and simplified procedures; applying both their business acumen and knowledge of the FAR and DFARS to determine the best acquisition arrangements; and expanding the use of unit field ordering officers. They need to be empowered and supported by their chain of command to prudently apply their expertise to meet the operational requirements. This includes delegating procurement authorities to the lowest level practicable to support expeditious acquisitions in the field.

Planning for the conduct of contracting functions in the operational area starts with the organization developing contract support plans for the Annex W. The designated senior contracting official (SCO) will establish the JCSB to control decisions on the efficient use of theater support and external support contracts. Other significant contracting planning requirements include: establishing lines of communication with the CCDR or JFC OMI and other Service component contracting activities; creating a vendor database for commodities or services available in the local markets; maintaining a list of contracts in place and available external contracts; and conducting commercial capability assessments and routinely conducting market research for critical supplies and services in specified countries/geographic regions within the AOR.

Once in the operational area, the theater contracting organization will collaborate with the JFC or component OMI, and other supporting contracting officials—both in and out of the theater—to ensure contracting efforts are synchronized to support the operation. Benefitting from the network's tools and the OMI's OCS planning, contractor management and requirements determination processes, contracting officials will be better postured to more rapidly solicit vendors. The contracting organization will issue the acquisition instructions to standardize theater contracting actions across the JOA,

organize contracting assets to best support the Joint Force, and lead the JCSB to coordinate and synchronize contracting within the operational area. Quickly establishing an effective contracting organization structure provides a centralized source of contracting information that supports better decision making. Centralized and visible information will also decrease the likelihood of competition among the Services and CSAs from competing for limited local vendor-based goods and services, which could inflate costs unnecessarily. Instead of an ad hoc and fragmented contracting effort, the theater SCO will be better informed to direct and coordinate all contracting within the JOA which will result in contracting unity of effort. Additionally, greater accountability can be achieved by the reduction or elimination of redundant contracts, and through cost avoidance by the aggregation of requirements for economies of scale.

Innovations to existing or emerging authorities and processes must be implemented to synchronize contracting efforts originating from outside the operational area and to overcome infrastructure impediments. These improved measures will recognize that operations commence in Phase 0 (shape) and therefore will include pre-coordination of theater business clearance (TBC) for external and systems contracts, contract administration delegation (CAD) authorities over external contracts, and leveraging the network to access reach back support from outside the theater.

Simplified pre-approved TBC procedures will enhance visibility of system support and external support contracts and provides a means for CCDRs and JFCs/JTFs to coordinate and integrate contract requirements within the JOA. TBC is empowered by USD (AT&L) authority and implemented through CCDR's policies. These policies in turn are operationalized in the JOA through procedures and processes codified by the designated DOD contracting organization that apply to external support and system support contract requirements. Ultimately, the goal is to ensure the terms and conditions of these contracts comply with the CCDR's requirements and other guidance. The network and analytical tools provide a means for synchronizing, integrating and de-conflicting the myriad challenges posed by disparate requiring activities, funding sources and contracting activities in and out of the JOA.

Expanding CAD authorities to the theater contracting organizations for high-dollar, high-risk or theater-wide contracts, such as the CAP contracts, can optimize the contract execution effort across the JOA. Having the primary contracting officers delegate these contracts to the theater contracting organization for administration increases visibility, can reduce duplication, and increases opportunities for achieving economies of scale and clear command and control.

The expeditionary contracting organization's ability to overcome infrastructure and operational environment limitations will be enhanced by

networked e-business tools to conduct virtual contracting and reach back contracting support. The network enables “on the ground” contracting organization access to resources and for sharing contracting information within the region and beyond. Service and agency reach back support reduces the in-theater contracting footprint and the stress on low density, high demand contracting personnel. Pre-planned reach back capability will be enabled by networking Service contract information systems to maintain connectivity beyond the operational area to ensure timely, responsive visibility of information. Service and CSA contracting reach-back assets must be trained and prepared in advance to rapidly shift to contingency support functions. The support relationship with the reach back element and the forward-deployed contracting organization must be clearly defined and the procedures outlined to ensure priorities of support are focused on the contingency mission. Contract closeout is a prime example where reach back should be considered.

9.d. Networked OCS

Networked OCS will be a critical enabler to integrate commercial support from the Total Force into globally integrated operations. Connecting widely dispersed units, staffs, and functional managers with the OMI and theater contingency contracting organizations will enhance operational access by providing responsive OCS support from the global network of commercial partners. This concept envisions seamless interaction on a network, using a real-time global information system to host authoritative and accurate OCS data to provide a shared perspective. These networked capabilities will provide partners executing the OCS mission with the suite of automated tools and end-to-end processes that leverage single data entry to procure the right goods and services where and when needed.

Common OCS essential data elements must be identified, OCS tools developed or adapted from current or emerging systems or commercial solutions, and the appropriate systems architecture mapped to link with Joint Force operational and business systems. To operationalize OCS and provide overall situational awareness of Total Force capabilities in the JOA, the relevant OCS information must be made visible in a common operational picture (COP) and be exportable to a knowledge management system supporting knowledge based decision making. Leveraging the DOD’s emerging information technology (IT) network(s) to host emerging or new OCS, contracting and e-business tools, systems and processes will reduce costly and duplicative system development and testing. The network will fuse OCS, contingency contracting and associated financial management data allowing users to plan, conduct, manage, integrate and assess OCS in support of operations in a timely and fiscally responsible manner.

Networking OCS integration, contractor management and contingency contracting activities (to include reach back support) with users and other

functional disciplines will increase JF 2020 global agility. Shared access to authoritative data coupled with functional area specific tools and processes will standardize end-to-end contingency business processes. Exploitation of existing and emerging technology will enable a rich exchange of information that will reduce manpower requirements and workload, facilitate OCS operational assessments, increase accountability of contractor personnel and equipment, and document OCS readiness reporting. These capabilities will vastly improve OCS responsiveness in support of broader future sustainment operations.

Since Total Force partners have a broad range of varied capabilities, goals, and motivations for sharing information, OCS must be flexible enough to respond to network cross-domain restrictions, and resilient enough to function during periods of systems degradation. In some instances, particularly with non-DOD partners, social media networking may have to suffice to achieve awareness, harmonize, and de-conflict operations.

9.e. OCS Personnel (Staff and Organizational Documentation)

The present arrangement of two OCS planners at the each CCMD does not constitute the required enduring OMI capability necessary for JF 2020. Despite significant progress in many individual OCS efforts, deficiencies in qualified personnel to conduct OCS must be addressed to fully realize contracted support as a critical enabling capability. Full operationalization of OCS will require a formal identification, and training of strategic theater operational level OCS skills for selected CCMD, Service component and other staff members in various DOD organizations. Properly resourced OCS planning and execution training courses must be made available on demand for designated CCMD, Service component command and selected organizations throughout DOD. These courses will provide practitioners the depth and breadth of OCS knowledge required by JF 2020 to enable the JFCs, their subordinate commands, and their respective staffs to properly plan and integrate OCS actions into joint operations. Successful completion of courses will result in the award of an OCS skill identifier that demonstrates proficiency in OCS through increasing levels of complexity.

These specially trained multi-disciplinary OCS-focused staff members will be certified through new Joint and Service OCS staff training courses which will also be formally documented in CCMDs, Service component headquarters, and selected organizations across DOD. This OCS staff documentation can and should include a combination of full time and additional duty positions coded in both logistics and selected non-logistics positions. This documentation should also include a mixture of military and CEW civilians. The OCS PSA, with advice from the appropriate EA, will work

with the Services and CCMDs to determine the exact positions to be documented with these new skill identifier(s).

While the current fiscal environment favors skill identifiers, a review of the OCS human capital strategy must be undertaken to assess the skill requirements and to explore the feasibility of a designated specialty field for both military and CEW personnel. The application of OCS occurs from the tactical through the strategic levels of operations and could require progressive levels of training and certification commensurate with positions of increasing responsibility. The review will include potential use of existing training and education options from the Services and the Defense Acquisition University.

9.f. Leadership and Education

Career-level OCS education is required throughout the JPME spectrum to develop leaders who are capable of operating and creatively applying contracted support capabilities to achieve effects in unpredictable complex environments. It must become standard practice for leaders to think about the integrated capabilities across all elements of the Total Force. Understanding the benefits, risks and implications of integrating contractors into military operations will foster critical analysis and innovative thinking on how private industry partner capabilities can augment or supplant military capabilities. With the exception of performing inherently governmental functions and conducting offensive operations, the use of contracted support is nearly boundless. It is paramount that leaders who plan and execute missions involving some level of contracted support receive formal OCS instruction in their Service and joint military education, not just logisticians and acquisition personnel. Increased appreciation of the importance of OCS will compel leaders to integrate contracted support into staff training, exercises and, most importantly, operations.

Much of the ground work has been accomplished for laying the foundation for the integration of OCS content into JPME. The OCS Curriculum Development Guide²³ expands on the Chairman's special area of emphasis for OCS by offering OCS learning objectives that are tailored to the JPME framework. Further impetus for the implementation of the guide is the recent statutory language passed by Congress, which added OCS as mandatory JPME subject matter.²⁴

²³ The Operational Contract Support Development Guide, December 2012, was developed by the Joint Staff, Deputy Assistant Secretary of Defense for Program Support (ODASD/PS), and the Center for Joint and Strategic Logistics (CJSL) to assist faculty and integrate consistent OCS learning into JPME courses.

²⁴ Section 845, National Defense Authorization Act (NDAA) of 2013, prescribes OCS to be incorporated into joint professional military education to promote a theoretical and practical in-depth understanding of joint matters and, specifically, of the subject matter covered.

Increased engagement opportunities between military and private industry partners will further promote leader development. The communication of each other's capabilities and requirements will promote a shared understanding that can lead to improved interoperability. Leaders need to be encouraged and resourced to participate in professional forums, seminars, and continuing education opportunities to become more familiar with Total Force partners. Training with Industry programs provide an excellent opportunity to expose OCS and non-OCS specialists to innovative industrial management practices, techniques and procedures, which can benefit JF 2020 and strengthen its interdependence with private industry partners.

9.g. OCS Training Program and Exercises

Operationalization of OCS is rooted in trained leaders, staffs and supported units from all functional areas that plan and execute missions involving some level of contracted support. The JFC is dependent on the collective proficiencies and competences of the stakeholders charged with integrating, synchronizing and procuring contracted support for JF 2020. These functions will be greatly enhanced by the efforts of an OMI to integrate OCS into training.

The incorporation of OCS subject matter into live, virtual, and constructive training and exercises across the joint functions will increase their sophistication and more accurately replicate the operational complexities inherent to OCS. Effective and efficient management of OCS will only be achieved by routinely exercising OCS horizontally across staff sections and vertically through levels of command during Service and joint level training events. Documentation of OCS performance into joint training systems of record following training and exercise events provides the means for the commander to maintain the OMI's proficiency and evaluate the staff's OCS preparedness consistent with approved mission essential tasks. Future OCS training could also be accomplished via Mobile Training Team (MTT) support. The OMI will advise the commander on OCS readiness levels by assessing the criteria outlined (to be developed) in the DOD standardized readiness reporting procedures.²⁵

OCS must be fully integrated into the joint systems of record for training and readiness assessments. The UJTL provides the authoritative repository of UJTs in a common language that enables planning, training and assessing readiness for joint military operations involving contracted support. Joint commanders and directors conduct their mission analysis to select tasks from

²⁵ Section 845, NDAA 2013 modified Title 10, section 117, Readiness reporting system: establishment; reporting to congress, requires the SecDef to "(8) Measure, on an annual basis, the capability of operational contract support to support current and anticipated wartime missions of the armed forces."

the database to develop their mission essential task lists (METL). While the UJTs describe in joint terms what tasks are to be accomplished, commanders tailor their METL by applying standards and conditions relevant to their specific mission or circumstance.

To assist the CCMDs and Services with the integration of OCS into training and exercises, the OCS EA will lead efforts to ensure the OCS UJTs reflect the most current and potential capabilities. The EA will assess non-OCS functional tasks to integrate OCS language where applicable as a means to increase OCS awareness to non-OCS individuals and organizations. In addition to providing OCS input to the web-based UJT database (UJTL Task Development Tool) in the DOD system of record, the EA will ensure a repository of OCS related scenarios and master scenario events lists is created that can be incorporated into Service and joint exercises. These scenarios will cover the range of military operations, depict events requiring cross functional coordination and be rapidly adaptable by regional or geographical orientation. To ensure scenarios reflect the latest trends and are relevant, the EA will incorporate the latest observations to showcase current best practices.

At the CCMD and Service levels the OMI will reinforce OCS cross functional staff training horizontally with the primary and special staff. The OMI will assist commanders to develop and execute a focused OCS staff training and exercise plan. Properly executed and resourced, enhanced OCS staff training will increase proficiency and rapidity of producing detailed plans and improving the staff's knowledge of their respective responsibilities associated with requirements determination, contractor management and contract oversight. To stimulate a realistic dialogue between operators and supporters, the organizations responsible for requirements development, contractor management, contracting, contract oversight and vendor payments must be integrated into joint training and exercises. Such dialogue will enhance their understanding of respective capabilities, authorities, and limitations. One example of exercising a limitation could be to inject incremental funding limitations into an exercise. This 'real world' limitation will cause participants to assess the impacts on operations and contracting and develop mitigation alternatives. Maintaining trained and qualified contract oversight personnel is a critical Service and CSA responsibility and a precursor for any contract. Trained and qualified contract oversight personnel contribute to well-executed contracts, help preclude instances of waste, fraud and abuse, and contribute to successful mission accomplishment.

10. Implications of Implementing this Concept

Developing the capabilities to operationalize OCS for JF 2020 leads to a number of implications across the DOTMLPF spectrum. Detailed discussions describing some of these implications follow.

10.a. Doctrine

JP 4-10, *Operational Contract Support*, and other appropriate joint and Service doctrine, must be revised to reflect the OCS JC framework DOTMLPF capabilities when they are implemented. The term “Total Force” has numerous inconsistent connotations within DOD authoritative documents. The term must be defined in a source document and codified throughout doctrine. The OCS attribute of accountability as defined in the ICD is distribution/supply centric and needs to be refined to focus more on OCS. Furthermore, emerging and evolving doctrine will require constant monitoring to ensure OCS language is properly integrated for consistency and accuracy. While CCDR’s discretion will determine OMI placement, this concept does not envision that OCS will be decoupled from the existing Logistics Joint Capability Area.

10.b. Organization

In an era of constrained resources, it will be challenging to establish OMIs, designate the DOD OCS EAs, and create the Services’ contracting organizations. However, it is worth the investment in the long term. JF 2020 will be postured to leverage the worldwide capabilities of the Total Force through a combination of affixing OCS responsibility at the joint and component levels, developing DOD-wide DOTMLPF capabilities, and having trained, interdependent contracting organizations prepared for rapid deployment. Providing personnel, tools and organizational resources throughout the Joint Force increases the commander’s capabilities and freedom of action.

To provide the establishing command with maximum flexibility to, this concept does not prescribe the organizational location or composition of the scalable OMI. Each command must analyze their requirements (based on routine theater support, and mission sets for OPLANs and CONPLANs) to organize their OMI to perform the essential capabilities outlined in Appendix C. Depending on the scope, phase, and scale of operations, the OMI could conceivably reside within the operations, resource or logistics staffs, or as a stand-alone special staff reporting to the chief of staff or deputy commander.

10.c. Training

The level of sophistication for OCS staff training and exercises must replicate the myriad complexities associated with coordinating across functional lanes, through multiple levels of command, through phase of operations transitions and in different regions. There must be formal Service and joint OCS training courses developed and resourced. OCS must be fully integrated into Service and joint exercises at all levels to increase proficiency and competency across the primary and special staff. The synergistic efforts of the OCS EAs at the DOD-level, and the OMI at the CCMD and Service component levels coupled with live, virtual and constructive training capabilities will result in a more

expansive training experience. A repository of web-based OCS UJTs, exercise scenarios, and best practices must be maintained and continuously updated to provide timely, relevant training resources.

10.d. Materiel

OCS must leverage existing DOD IT systems and networks to realize the full potential of Total Force capabilities. Critical to the success of this concept is an end-to-end review of systems and processes used to support OCS and how they link with operations, contingency operations and other related business processes such as contracting and financial management. Integration of OCS data and information with other disparate operational and business domains will support timely decision making and accountability of contracted support. OCS tools and relevant data requirements must be developed within common data architecture at appropriate levels of security. OCS data must be available to the OCS COP on a near real-time basis and portable to the commander's knowledge management system to enable timely OCS related actions. The OCS EAs will be the key change agents for identifying and validating the OCS IT and tool requirements from across the OCS community to campaign for resources with the Services and OSD. Investment in OCS initiatives now could lead to significant cost avoidance in the future for both small and large scale operations.

10.e. Leadership and Education

Development of a sound OCS knowledge base within leaders is essential to achieve a cultural shift in how contracted support is employed by JF 2020. To achieve this goal, the model and vision for OCS as outlined in the OCS Education and Training Model, Vision and Strategy must be implemented.²⁶ OCS must be included in CJCSI 1800.01D, Officer Professional Military Education Policy (OPMEP) to ensure OCS is integrated into the core JPME curriculum. Implementation of the OCS Core Curriculum Development Guide is a key step towards institutionalizing contracted support as an integral part of the Total Force.

To achieve this goal, the OCS case must be presented and approved by the Military Education Coordination Council (MECC). Integrating OCS into the core JPME and select Service PME curriculum will prepare JF 2020 commanders and staffs to effectively perform their key OCS functions during contingencies.

²⁶ Operational Contract Support Education and Training Study, The Joint Staff, September 2012.

10.f. Personnel

The time to develop the required OCS specialty skill identifier is now. OCS as an emergent capability requires staff members at Service and joint commands to mature OCS to its full potential as an institutional capability. The present arrangement of two OCS planners at each CCMD does not constitute the required enduring OMI capability necessary for JF 2020. OCS staff members working in concert with requiring activities and contracting professionals are essential to harness the capabilities of the Total Force. Appropriately coding select CCMD and Service component staff positions with OCS skill identifiers and manning them with qualified personnel will provide the JFC the ability to more effectively harness contracted capabilities on a global scale, often faster and less expensively than similar capabilities provided by military forces.

It is critical to the success of this concept that the Joint Force has sufficient numbers of trained OCS and acquisition professionals to effectively generate sound requirements packages, negotiate and execute contracts, and conduct quality contract oversight in an expeditionary environment. JF 2020 will need an increased number of military and civilian contracting professionals to provide contingency contracting capabilities to widely dispersed forces conducting globally integrated operations. Additionally, this concept creates operational assignments in the OMIs for acquisition personnel (without warrants) to inculcate their skills into plans and operations. The Defense Acquisition Workforce Defense Fund (DAWDF) provides temporary funding authority for recruiting, hiring, training, and retaining acquisition specialists and must remain a priority effort despite the pressures of financial constraints and downsizing the force.

10.g. Other

OCS is highly dependent upon contract and budget processes. Implementation of the concept's solutions will require a reexamination of the JCAs, particularly Corporate Management and Support. As a multi-disciplinary capability that impacts almost all other capability areas, OCS must become increasingly aligned with operations, logistics, acquisition, contracting, accounting, and financial management areas to promote better responsiveness and accountability of contracted support. Implementation of the concept will also require classification and position alignment across the JCAs to successfully institutionalize contractors as part of the Total Force.

11. Risks of Adopting this Concept

While adoption of this framework to institutionalize OCS has a number of potential risks, there are various opportunities to mitigate them. These risks mitigation strategies are:

Overly centralized control. In accordance with USC Title 10, the Services and agencies are responsible and resourced to support their respective forces assigned or attached to CCMDs and JFCs. Contracting and funding authorities flow through the Services to their subordinate units to enable them to conduct decentralized operations in support of the JFC. This concept is consistent with decentralized execution, but adds a significant capability for centralized planning and integration of contracting at the Joint Force and select component levels to make more efficient use of resources. An emphasis on transparency, collaboration and development of habitual relations and processes with the components will mitigate the sense that the OMI (at joint levels) is intruding into Service functional areas.

Cultural bias impedes the acceptance of contractors as full-fledged members of the Total Force. Overcoming the resistance to include contractors as part of the Total Force will require a culture shift throughout the military. Increased opportunities for military leaders and contractors to engage with each other promotes greater understanding of the requirements, capabilities, and limitations of each and will ultimately lead to greater confidence in contracted support. The inclusion of responsible and effective contractors as part of the Total Force must be codified and consistently documented throughout both force management policy and operational doctrine.

Reachback capabilities not properly focused on mission support. This concept leverages reachback contracting capabilities outside the JOA to conduct and support contracting efforts to the deployed Joint Force. Tasks like market research, theater business clearance reviews, contracting for complex requirements, and contract closeout may be more efficiently conducted outside the JOA, so that the limited number of contracting officials in the JOA can focus on contracting functions that require a physical presence in theater. However, contracting officials outside the JOA may not share the sense of urgency or understand the context of operations in the forward area. Clearly designating support relationships, prioritizing tasks, and exercising habitual processes and relationships to align with JOA priorities, coupled with educating DOD contracting personnel on OCS considerations, requirements, and priorities, will improve reachback support.

Network vulnerability. This concept is reliant on network capabilities of the Total Force. Standardized industry protective protocols across domains may be insufficient for military security needs. System interfaces to protect military networks will have to be incorporated into requirements, architectures and contract language for vendors. Establishing common cyber security protocols and certification procedures between military and industry will increase interoperability and mitigate risks. Additional protective measures include building in redundancies, archiving data, and establishing back-up or manual processes.

Recently announced, cyber warfare is a fifth domain (land, sea, air, space, and cyber) in which DOD will conduct operations. Cyber operations concept development will ultimately inform and effect this joint concept.

Incur more military risk by eliminating redundancies of logistics and support force structure. Increased dependence and reliance on contracted support without careful analysis and assessment of the risks across the full spectrum of scenarios could result in the Services divesting logistics and other support force structure from the Active, Guard, Reserve and CEW force mix. Mitigation measures include examining capability requirements from CONPLANS/OPLANS to assess the availability of multiple sourcing options to ensure an adequate response commensurate with the need. Periodic reassessments and validation of the risks must be conducted as commercial capabilities react to market conditions and are prone to rapid change. This includes outreach to the commercial sector to garner the benefit of their experience and lessons learned.

Decreased Force Protection and Survivability. The greater number and types of partners with which the Joint Force interacts creates increased susceptibility to adversary penetration of organizations or information systems or attacks on forces, facilities, and networks. There is also a potential unwillingness to share proprietary information among industry partners. Increased engagement with industry partners, improved requirements determinations, vetting of vendors, tracking performance, and multiple award contracts along with solid organization conflict of interest plans are means to mitigate these risks.

Failure to Institutionalize OCS. Implementing this concept requires DOD to maintain the momentum to institutionalize OCS and to include contingency contracting in core competencies. Operationalizing OCS for JF 2020 requires OCS planning, management, and integration to mature across both the non-acquisition and acquisition communities. Eliminating gaps identified in the OCS ICD is necessary to adequately lay the foundation for addressing the future requirements of JF 2020. Sufficient resources must be applied across the DOTMLPF spectrum to train personnel, educate leaders, and develop the rules, tools, and processes to perform contract support integration, manage contractors and conduct contingency contracting.

Multi-disciplinary nature of OCS and resource constraints limits OCS specialization as an acquisition sub-specialty. This concept envisions multi-disciplinary OCS specialists from other functional areas in addition to acquisition. This is the only way to ensure the OCS workforce is operationally focused and possesses the requisite education and experience in planning, logistics and acquisition. The DOD has been resourced by Congress through the DAWDF to provide funds for recruiting, training, and retaining acquisition personnel. While some of the OCS specialists will come from the acquisition community to provide the contingency contracting expertise (without warrants

to conduct contracting) to the OMI, this concept does not advocate making most OCS staff members a formal part of the acquisition workforce. To ensure the emphasis is upon the “O-for operational” in OCS, the Services may have to train and resource personnel from other functional areas to ensure the OCS workforce is operationally focused.

12. Conclusion

The recent unprecedented level of contracted support required in two simultaneous wars, and its anticipated use for JF 2020, demands that OCS be managed and planned for as a critical Joint Force enabling capability. OCS requires new and innovative ways of doing business to achieve the culture shift necessary to support globally integrated operations in 2020. In a period of resource constraints and reduced military capacity, the need for the joint warfighter to rapidly integrate and optimize the capabilities of the Total Force has never been greater. Implementation of the solution elements outlined in this concept will enable contracted support to rapidly integrate into military operations and be as accountable and responsive as military forces.

As stated in the CCJO, “many of the most important advancements will come through innovations in training, education, personnel management, and leadership development.” Actions the Joint Force needs to implement now through the institutional processes include:

- Conform to new legislative guidance designating OCS as mandatory subject matter into JPME.
- Implement the OCS learning framework to develop creative, agile leaders who are capable of integrating contracted support into military operations.
- Initiate an OCS human capital strategy to identify the skills and training to develop a multi-disciplinary cadre of OCS specialists.
- Assess OCS scenarios across the joint functions and integrate them into CCMD and Service exercises.
- Identify OCS training objectives to measure and document them as a basis to indicate OCS readiness.
- Develop the acquisition workforce, organizations and processes to execute contingency contracts at the speed of expeditionary operations.
- Conduct detailed planning to determine OCS requirements for CONPLANS.

Incorporation of OCS into the JF 2020 vision means that OCS contract support integration, contracting support, and contractor management will be integrated fluidly across domains, echelons, geographic boundaries, and

organizational affiliations. This concept for OCS broadens our view of how we must integrate contracted support as an interdependent capability of JF 2020. Operationalization of OCS requires the establishment of the OMI, OCS EAs and theater contingency contracting organizational elements as well as other essential capabilities identified in this concept. For JF2020 success, OCS must be performed with greater speed, agility, and effectiveness than is possible today.

Appendix A

Illustrative Vignette

Overview

This vignette describes how the OCS JC central idea would be implemented in a hypothetical scenario circa 2025. It demonstrates how OCS would be executed by a CCMD and JTF OMI cell to support crisis action planning, inform operational decisions, and integrate contractor management through transitions to conclusion of operations.

Introduction

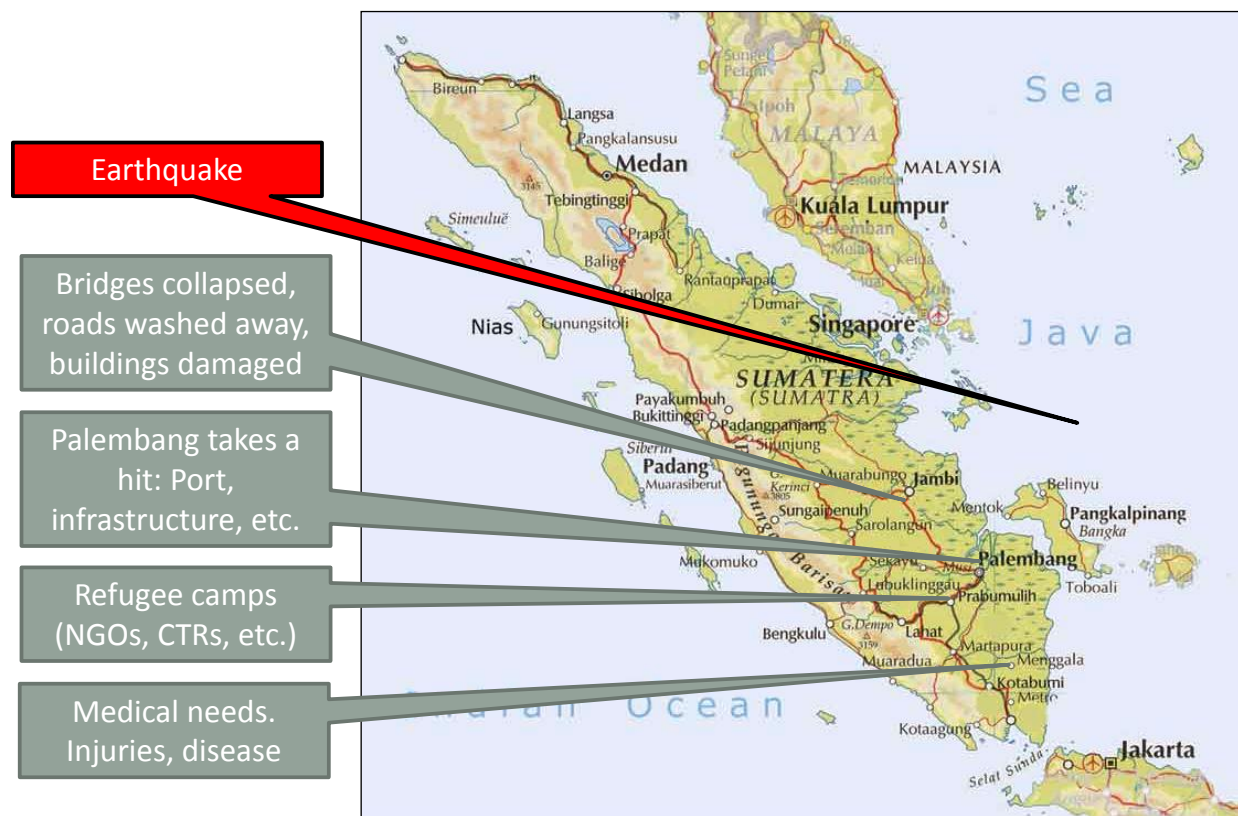
By 2020, EA responsibilities are assigned to DOD components and OCS DOTMLPF capabilities are defined, resourced, and implemented throughout the Joint Force. OMI cells manned by multi-disciplinary OCS specialists are authorized within each CCMD and select Service component headquarters to provide an enduring capability to support deliberate and crisis action planning, execution, and assessments for contracted support. Theater contingency contracting capability is improved with joint network capability, improved component requirements determination skills and processes, and integration of component contracting support enablers into CCMD OCS planning and operational decision making. DPAP pre-approved acquisition authorities are in place to rapidly empower the designated theater contingency contracting organization. Pre-determined acquisition instructions are prepared by components for use when designated as LSC, or JTSCC when activated. Pre-planned TBC/CAD parameters and processes are in place to gain visibility and the desired level of control over the flow and execution of contracted support in the JOA through systems support and external support contracts. Scalable pre-approved global force management requests for forces are in place for immediate use to expand OMI cells to centers at the CCMD or Service component, provide additional manning for a Service component to serve as the LSC, or initial staffing for a JTSCC when required. Other OCS DOTMLPF capability improvements such as integrating OCS into training and exercises, instilling a sound OCS knowledge base within senior leaders through PME, and creating a cadre of specially trained OCS experts facilitated the required cultural shift for recognizing OCS as an operational capability throughout JF 2020. Information technology networks enable greater visibility over requirements determination, contract award, corresponding financial management oversight, and assessment processes and the flow of contracted support into the JOA from outside contracting activities.

Scenario

In mid-2025, a severe earthquake occurred offshore near Sumatra causing significant damage to infrastructure on the island. (See Figure 3 for operational area map). The United States Government (USG) subsequently issued a

disaster declaration through the Department of State (DOS). The Office of Disaster Assistance (OFDA) subsequently deployed a response team to the region to ascertain what assistance the USG could offer. Further, the Government of Indonesia (GOI) requested a United Nations (UN) resolution allowing USG and international military forces to assist the GOI in humanitarian assistance/disaster response (HA/DR). The UN resolution was overwhelmingly passed. The first OFDA response team report supported the GOI initial report concerning devastation in the Sumatra region. DOS then requested DOD assistance to initially support emergency airlift requirements and provide engineering assessment teams to determine further GOI aid needs. Following the UN resolution vote, the National Security Council (NSC) further coordinated with DOD facilitating use of U.S. Pacific Command (USPACOM) forces to assume the lead role in the UN HA/DR operation.

Figure 3. Humanitarian Assistance/Disaster Response Operations Area



Mission Analysis/Planning/Orders Preparation

A Joint Staff planning order (PLANORD) was issued to USPACOM alerting the J5 staff and component planners. A USPACOM J5 joint planning group (JPG) was formed to begin the planning effort. Component Commanders were made

aware of the PLANORD and began parallel planning as USPACOM's planning efforts progressed.

CDR Thomas, lead OMI planner, OMI Division, USPACOM, received direction to report to the USPACOM J5 JPG to lead OCS planning support. While CDR Thomas worked with JPG representatives, other OMI planners provided component contracting capability information and other related information to update the OCS staff estimate. The OMI staff began reviewing the JOA OCS mission analysis as the J5 JPG began the planning process. OCS information displayed in the COP was reviewed and refined as the JOA and area of interest were determined by the JPG.

The initial commander's estimate and mission statement were further refined by the JPG and restated. The JPG J3 representatives then developed three courses of action (COAs). CDR Thomas simultaneously developed recommendations for contractor management and the theater contingency contracting organization supporting the COAs. The three operational COAs included the following:

- COA 1, Pacific Air Force (PACAF) JTF, with Minimal military footprint, Service contract support to own forces.
- COA 2, PACAF-led JTF. USAF LSC designation initially, with follow on JTSCC mission utilizing Air Force Installation Contracting Agency (AFICA) personnel augmented with a JMD.
- COA 3, U.S. Army Pacific (USARPAC) led JTF. Army LSC designation initially, with follow on mission as JTSCC utilizing Army Expeditionary Contracting Command (ECC) personnel augmented with a JMD.

The COAs were then reviewed, war gamed, and analyzed with OCS implications for each COA briefed by CDR Thomas. During COA development and mission analysis the OMI determined that the size and complexity of the operation required designating a LSC at the onset of operations to integrate contracting efforts within the JOA.

As the CCMD COA decision brief was prepared, CDR Thomas and his fellow OCS planners began drafting the OPORD Annex W, drafting OCS input to the base order and assisting fellow staff sections to assess contracted support for their respective functional areas. The OMI Director contacted the OSD AT&L (DPAP) with an operational update concerning rapid processing of pre-approved requests authorizing implementation of theater business clearance and contract administration delegation (TBC/CAD). A JFC fragmentary order (FRAGORD) on contractor visibility and the CCDR's OCS webpage reiterated the DODI 3020.41 requirement for use of SPOT for all CAAF in the JOA. Additionally, pre-registration was cited as a requirement in the

Foreign Clearance Guide. Initial coordination was conducted with the USPACOM J4, J8, PACOM LOGCAP Liaison Office, and SCOs concerning possible use of civil augmentation programs (CAP), potential costs, and increased simplified acquisition authorities.

Initial Theater Contingency Contracting Decision—Lead Service for Contracting

During the CCMD COA decision brief, the USPACOM Commander chose COA 2, establishing the requirement for a PACAF organized JTF, with PACAF also supporting the JTF with a USAF contracting organization performing the lead Service contracting coordination functions. The CCDR's decision was coordinated with JCS. The PACAF Commander then began planning for the formation of an Air Expeditionary Wing (AEW) to act as the JTF Headquarters with an assigned Expeditionary Contracting Squadron as the AEW contract execution activity. The AFICA designated the JTF SCO and augmented the HQ to perform LSC responsibilities in support of the JTF.

USPACOM co-chaired J3/4 commander's logistics procurement support board (CLPSB) convened to discuss the CCMD COA decision. Components provided initial comments that added detail to the draft Annex W. Common user logistics (CUL) discussion followed with component input concerning potential CAP use. The USPACOM OMI Director requested that components rapidly prepare requirements so that an early determination concerning CAP use could be made for CUL support. Direction was given to the components that any use of CAP contracts required notification and approval by USPACOM due to the limited infrastructure, potential costs and force protection concerns.

In addition to USPACOM component coordination, the OMI continued OCS integration with the CCMD's primary and specialty staffs to advise them in developing their respective annexes that have OCS implications and to assess for their potential contracting needs for all phases of the operation. Examples include requirements coordination with the J2 concerning intelligence related contracting including translator and ISR contract support, with the J3 concerning force protection contracting, and with the J6 concerning communications support contracting.

Further, the USPACOM OMI coordinated with the USPACOM Deployment and Distribution Operations Center (DDOC) for any U.S. Transportation Command (USTRANSCOM) related contracting issues that needed to be further defined or understood, the J4 Medical Division for any medical unique or supply class VIII contracting advice required, the J4 Logistics Operations Division for any input to their OPORD Logistics Annex, and the J4 Engineer Division for assistance or feedback concerning tasking of Naval Facilities Engineering Command (NAVFAC), U.S. Army Corps of Engineer (USACE), or Air Force minor or military construction (MILCON) related construction activity

that required contracting support. Additionally, the OMI consulted with Defense Contract Management Agency (DCMA) for contract administration.

Following an overnight staffing suspense, the draft OPORD Annex W was finalized by CDR Thomas with input from the PACOM OMI cell, USPACOM staff, and components. A second CLPSB was conducted to review the draft Annex W and resolve component inputs. The final Annex W was staffed to component Commanders with the overall USPACOM draft OPORD.

The USPACOM OMI staff also coordinated ongoing operational planning with the appropriate DOD OCS EA staff to request OCS Mobile Training Team (MTT) support. The purpose of the MTT support was to assist Service component OCS planning and COR training. In addition, an OCS EA observer team was deployed to begin collection of observations, insights and evaluation of lessons learned. Those lessons learned would eventually be used following the conclusion of the operation for analysis and to benchmark best practices to share with all the Services and agencies.

Execution

The Joint Staff quickly issued an execute order (EXORD) to USPACOM. The CCMD J3 subsequently issued a PLANORD to component Commanders. The PLANORD required component preparation of plans by the PACAF Commander for establishing the JTF and LSC for contracting utilizing the Expeditionary Contracting Squadron. The PACAF Commander produced COAs and CONOPS for establishing the JTF, followed by the JTF JFC making his COA decision with the CDR present.

The USPACOM J3 then issued an OPORD to components establishing the PACAF led JTF (and LSC mission) as a subordinate USPACOM command to conduct operations. The Director, OMI then deployed a small team including the OMI lead planner, CDR Thomas, to the JTF HQ location to assist with deployment and to serve as the JTF-level OMI responsible for OCS planning and execution.

Networked CBE tools and the OCS COP allowed the JTF SCO to quickly gain visibility of Service component and other contingency contracts and funding status involving contracting support in the JOA. The JTF OMI coordinated a virtual joint requirements review board (JRRB) to vet critical, time sensitive, high-risk and high-dollar requirements and established the procedures for the board to prioritize and vote on the requirements. The JTF SCO also established a JCSB to address contracting issues as they occurred within the JOA. Unresolved issues were forwarded to the OMI via the network for decision by the CCMD CLPSB. Reachback support within Service channels supported Service unique requirements. The JTF OMI operation section coordinated their activities IAW the commander's battle rhythm and utilized the COP to develop their OCS update brief for the JTF Commander.

As the operation began, the JTF OMI staff continuously provided oversight of OCS activities in the JOA to assure the JTF and staff that OCS remained responsive and accountable. The JTF OMI cell monitored contracted support trends in the JOA including contingency contracting responsiveness provided on the ground, and provided information to the commander's assessment team. These efforts ensured that any issue pertaining to contracted support perceived as a risk to overall mission accomplishment was followed up with a recommended risk mitigation strategy. The operation continued with daily USPACOM OCS updates including input from component and JTF OMI staffs. Branch plans were also developed by the JTF LSC IAW the JTF and GCC OMI to transition to a JTSCC if the size and complexity of the operation increased necessitating that transition to better support the operation. The USPACOM OMI also maintained a thorough lessons learned database for future USPACOM and EA use.

Updated Scenario

In early 2026 following the establishment of the PACAF JTF, OFDA and USPACOM engineering inspections continued to report newly discovered earthquake damage. This change in the initial damage reporting required a new assessment of JTF capability to accomplish the USPACOM HA/DR mission. Consequently, the USPACOM CDR reviewed options concerning the commitment of additional ground forces to what had been primarily an air and sea centric HA/DR operation.

As the mission escalated, the ongoing OMI assessment led to a review of the JTF LSC's ability to continue without augmentation from other Services. Concern was that increased complexity involving support of new ground force requirements would cause degraded LSC responsiveness. An additional concern was to maintain adequate levels of accountability for contracted support by reconciling contracting expenditures with financial management data. The OMI's assessment was shared with the JFC's Assessment Team, recommending establishment of a JTSCC as a risk mitigation strategy in support of the increased USPACOM mission. Any degradation to contracting responsiveness or the ability to maintain strict accountability of the accompanying financial management data with the JOA was unacceptable. USPACOM's review of the OMI's recommendation for changing the theater contracting organization led to the scheduling of a CLPSB meeting.

The USPACOM chaired CLPSB was quickly held with components and the JTF to discuss the increased ground support mission. Potential use of a JTSCC to support the JTF utilizing the USAF AFICA deployable JTSCC HQ package and subsequent execution of a pre-established Joint Manning Document (JMD) was discussed in detail. The OMI Director briefed the OMI risk mitigation strategy. The components, SCOs and the JTF concurred with the risk assessment and need for the JTSCC. Following the CLPSB, coordination and recommendations were made to the CCMD and JTF

Commanders. A USPACOM FRAGORD was then issued ordering deployment of the additional ground and air forces into the JOA and directing the transition of the JTF LSC to a JTSCC.

Transition from LSC to JTSCC Mission

Based on the USPACOM FRAGORD, the JTF LSC SCO coordinated with the Assistant Secretary of the Air Force (Acquisition) (SAF/AQ) and the AFICA Commander on standup of the JTSCC. SAF/AQ in turn coordinated with OUSD AT&L (DPAP), alerting them to the potential USPACOM mission change to an Air Force-led JTSCC from the current lead service for contracting organization.

Further SAF (AQC) coordination was also underway with the Air Staff concerning potential deployment of AFICA and other JMD identified personnel into the USPACOM JOA. Upon issuance of the deployment order, the AFICA Unit Deployment Manager (UDM), in conjunction with the Wright Patterson AFB Installation Deployment Officer (IDO), monitored the deployment of the AFICA JTSCC core HQs package to Camp Smith, HI. This package also contained manning from the other Services. Deployment and establishment of the JTSCC proceeded without issues due to pre-planning including battle-rostered positions and previously developed standard operating procedures. Staffing and procedures had in fact been recently exercised in an annual JTSCC exercise that alternates between Army and USAF leads each year.

The AFICA Commander coordinated with OUSD (AT&L) DPAP and USPACOM staff prior to the USPACOM J3 issuing a FRAGORD providing direction to all DOD contracting activities within the JOA. The FRAGORD concerned JTSCC support to the JTF including instructions to supporting contracting support activities. The FRAGORD also directed TBC registration (including pre-conflict) for contracts already awarded with performance within the JOA, CAD for any component use of DCMA contract administration, mandatory SPOT registration including pre-conflict contracting activity and future contracting through the end of the mission, and direction to use the pre-approved and newly issued AFICA JTSCC acquisition instruction for all contracting activity within the JOA. Concurrent with this FRAGORD, OUSD (AT&L) DPAP issued guidance requiring DOD components comply with contract coordination requirements set forth by AFICA for the JOA and USPACOM posted guidance for the use of contractors and requiring activities on its unclassified OCS webpage.

Following successful transition of authorities from the JTF LSC, the JTSCC then began conducting operations with TBC registration underway, CAD procedures established, SPOT Letters of Authorization issuance to all contractors authorized to accompany the force, and utilization of the network to provide real-time updating of OCS information to the COP. The JTSCC used the JTF JCSB to resolve contracting issues within the JOA and passed

unresolved issues to the USPACOM CLPSB for resolution. The JTF J3 and J4, supported by the JTF OMI cell, co-chaired the JTF JRRB to approve and prioritize requirements packages selected for contracting.

Conclusion of Operations

The JTSCC continued to refine and improve its support to operations in the JOA by leveraging reachback support to CONUS-based AFICA contracting activities. At the conclusion of operations, the JTSCC reduced its contracting scope commensurate with the JTF's draw-down of forces. To close out contracts, a small JTSCC cell working in conjunction with reachback support, remained with the PACAF HQ to complete contracting actions following the conclusion of operations in Sumatra.

Throughout the mission, the OMI's horizontal and vertical collaborative efforts ensured OCS continued to be an integral part of mission planning and execution, ultimately contributing to mission success. The OMI continued to advise the JTF CDR's assessment team on the responsiveness of contracted support, contracting trends, any unintended consequences, and overall effectiveness of contracted support to the JTF. Through these efforts, greater OCS responsiveness was achieved, cost consciousness and increased accountability characterized the operation, and OCS capabilities of the Total Force were optimized in support of the JTF. When needed, risk mitigation measures reduced contracting issues. The USPACOM Commander lauded the benefits of OCS for contributing to economy of force, reducing the military footprint, and providing positive impacts to civil-military aspects of the campaign. Minimal formal audits were required as the network and accountability processes put into place provided increased transparency and traceability of funds for contracting throughout the operation.

The GCC staff, JTF OMI, supporting contingency contracting organizations and the deployed forces provided observations, insights, and lessons learned (OILs) throughout the operation. The GCC and JTF OMI, units, staff along with supporting contingency contracting organizations all provided observations, insights and lessons learned (OILs) throughout the operation. At the conclusion of operations, the OMI conducted a lessons learned conference at USPACOM HQ that included representatives of the appropriate DOD OCS EA, OSD and other members of the OCS community. Lessons were discussed and documented such that the OCS EA could use for future DOTMLPF capability development, training and bench-marking of best practices.

Appendix B

Limited Objective Experiment (LOE)

The JS J7, Joint Capabilities Analysis Division (JCAD) and staff members from USPACOM conducted rigorous experimentation and analysis on the Operational Contract Support Joint Concept in support of JS J4.²⁷ Throughout this seven month process the JCAD OCS project team employed a combination of research, process mapping and analysis techniques, culminating in a limited objective experiment (LOE) to evaluate and validate solution elements of the concept.

Concept of Experimentation Overview

The OCS Baseline Assessment Review (BAR) provided the ‘as is’ foundation for OCS. This document set the stage for exploration and experimentation to develop solutions to the military need. The ideas presented in the “Proposed Solutions” section of the BAR document formed the initial basis for the Operational Contract Support Joint Concept (OCS JC). JCAD used an experimentation campaign approach comprised of four interrelated activities:

1. Constructive Simulation (CONSIM)
2. Experiment Table Top (ETT)
3. Limited Objective Experiment (LOE)
4. Evaluation Event

These four activities provided a comprehensive evaluation of the OCS JC and provided useful feedback to the concept developers for refining the concept and for transition planning.

Constructive Simulation

The CONSIM activity was composed of process mapping and modeling activities based on doctrinal processes outlined in JP 5-0 for planning and JP 4-10 for OCS. The goal of process mapping was to develop a rigorous description of the critical elements of the solution.

Development process maps within the process mapping activity involved the use of current doctrine and business-process analysis techniques. This effort visually depicted process activities and information product exchanges that represent the interaction of the different elements of the concept with existing doctrinal processes. Through collaboration with the JS J4’s OCS Joint Concept developers, JS J7 analysts modified these initial process diagrams to incorporate major elements of the OCS JC, to include the OMI, TCC and networked OCS processes.

²⁷ For more information on the Experimentation Process and results, see Joint Staff J7 Operational Contract Support Experimentation Final Report, 5 April 2013.

This detail was required to focus the remaining experimentation campaign events and make analytic statements about the responsiveness of contracted supplies and services when elements of the OCS JC were implemented.

Scenario

The scenario was based on a HA/DR mission in conjunction with limited combat operations. The scenario involved a large island in the USPACOM Area of Responsibility (AOR), set in 2025. A major earthquake triggered the HA/DR aspect of the mission, while the rise of insurrectionist forces, seeking to take advantage of civil unrest, led to combat operations.

Experiment Table Top

The goals of the ETT activity were to reduce risks associated with the LOE through event rehearsal using representative participants and to ensure the outputs created could be used to effectively evaluate the OCS JC. JS J7 documented refinements to the LOE design as a result of the participants' feedback on a sample of LOE moves.

Limited Objective Experiment

The LOE activity was the culminating effort for the overall experimentation effort. Participants represented members from USPACOM primary staff including planners and operators, Service component contracting officers and OCS subject matter experts (SMEs). Collectively they examined the responsiveness and accountability of contracted supplies and services when the OCS JC was applied within the context of the scenario. Each participant had over 20 years' experience in their functional areas. Participants applied the OCS solution within a series of six moves by modifying key OCS planning and execution related artifacts and providing feedback on the OCS concept within a series of surveys. Additionally, analysts collected observations in order to isolate the various components of the OCS concept and document inter and intra cell dynamics

The LOE focused on operational planning, requirements generation, operational assessment and the overall impact of the OCS JC to the rapidity of contracted support. Specifically it examined the responsiveness and accountability of contracted supplies and services when the OCS JC was implemented within the context of a fictional HA/DR and limited combat operations scenario on the island of Sumatra within USPACOM's AOR.

Conclusion

JCAD validated the need for solution elements presented in the J4 OCS JC. As a result of this experiment and its rigorous analysis, JCAD endorsed the need

and recommends establishment of an OCS EA to provide an organizational lead that can foster capability development, initiate collaboration and integration of efforts across the OCS community, ensure that proper training is conducted, and to help in acquiring resources. Furthermore, the need was also established for a JFC staff element to ensure the integration of OCS into mission planning, deployment, execution and command decisions across CCMDs, interagency organizations, and multinational partners. Assessment indicated that OCS at the GCC and JTF levels must be better integrated in mission planning, deployment, execution and command decisions. To provide this capability, JCAD recommends that the DOD establish an organizational element acting as an OCS integrator at the GCC and JTF levels. Results and artifacts from the experiment were provided to the concept development team to be used for documenting joint DOTMLPF changes requests and transition implementation.

Appendix C

Essential Effects and Capabilities

The following effects and capabilities are essential for implementing this concept. They provide a baseline for follow-on concept development, analysis, and experimentation. Capabilities are arrayed as outlined in the central idea along the DOTMLPF capability spectrum. Many of these capabilities cross joint functions and numerous joint capability areas, and illustrate integration with interagency and commercial partners.

OCS 1.0—OCS Mission Integrator Effect: OCS Mission Integrator is an enduring, scalable capability at Combatant Command and select Service components responsible for operationalizing OCS throughout the area of responsibility. Coordinates OCS activities with the staff, Service components, combat support agencies, interagency partners, nongovernmental organizations, and service industry representatives.

OMI Organizational Capabilities:

OCS 1.0-001. Able to lead OCS planning and execution to integrate contracting and contractor management into joint operations.

OCS 1.0-002. Able to develop and manage OCS command policies and procedures to validate and prioritize requirements determination for contracted support.

OCS 1.0-003. Able to serve as the JRRB secretariat and participate in other contract related boards.

OCS 1.0-004. Able to advise command and staff on OCS benefits, risks and mitigating strategies for employment of contracted support.

OCS 1.0-005. Able to conduct OCS operational assessments to measure effectiveness of contracted support in fulfilling campaign objectives.

OCS 1.0-006. Able to project OCS information to the common operational picture and to inform the command's knowledge management system.

OCS 1.0-007. Able to deploy an OMI core element forward into the operations area to support contingency operations when required.

OCS 1.0-008. Able to integrate OCS into CCMD and Service component training.

OCS 1.0-009. Able to collect OCS related observations, insights and lessons learned and enter into JLLIS.

OCS 1.0-010. Able to facilitate command engagement with service industry providers.

OCS 2.0—OCS Executive Agent/Process Champion Effect: The DOD-wide OCS EAs lead DOTMLPF capabilities development to institutionalize OCS across the Joint Force.

OCS Executive Agent Capabilities:

OCS 2.0-001. Able to lead OCS DOTMLPF capability development and coordinate EA related resources.

OCS 2.0-002. Able to develop strategy and Joint OCS related staff training and exercise support to institutionalize OCS capabilities.

OCS 2.0-003. Able to identify criteria and standardized DOD readiness reporting procedures for OCS consistent with DRRS and requirements outlined in NDAA 2013.

OCS 2.0-004. Able to implement formal joint OCS Lessons Learned program to include a web-based OCS knowledge management site for sharing observations, insights and lessons as well as doctrine, policy and training products.

OCS 2.0-005. Able to interface with the designated OSD primary staff assistant, the Joint Staff, and members of the OCS governance structure (Services, agencies, CCMDs) to ensure synergistic efforts to include progress of implementing DOTMLPF capabilities.

OCS 2.0-006. Able to facilitate engagement with industry service providers and the Joint Force to increase interaction and understanding.

OCS 3.0—Theater Contingency Contracting Effect: Rapidly deployable and scalable component Command contracting organizations ready to coordinate, control and optimize theater contingency contracting efforts upon receipt of CCMD requests or OUSD(AT&L) directed contracting, CAD and/or TBC authorities.

Theater Contingency Contracting Capabilities:

OCS 3.0-001. Able to plan contingency contracting activities through all phases of operations.

OCS 3.0-002. Able to rapidly deploy and organize contracting capabilities in theater to provide responsive and effective theater contingency contracting to supported Joint Forces.

OCS 3.0-003. Able to coordinate with the supported force's OMI to synchronize and integrate OCS activities with all contracting activities.

OCS 3.0-004. Able to employ TBC and CAD procedures to gain visibility of external and systems support contracts and enforce compliance with theater policies and procedures.

OCS 3.0-005. Able to participate in contract related boards and lead the JCSB to optimize contracted support while interjecting cost consciousness.

OCS 3.0-006. Able to rapidly coordinate reachback contracting support.

OCS 3.0-007. Able to conduct accountability reconciliations with financial managers to compare contract cost estimates with actual expenditures.

OCS 3.0-008. Able to measure and assess overall theater contracted support performance effectiveness across the area of operations.

OCS 4.0—Networked OCS Effect: Seamless global networked OCS data, tools, and processes enhancing information exchange among partners.

Networked Capabilities:

OCS 4.0-001. Able to make near real-time OCS data, phase 0 estimates of the operational environment, contracting information, and related financial management data available for planning and mission support in a common operating picture.

OCS 4.0-002. Able to seamlessly conduct contingency contracting from requirements determination, through vendor payment, and contract closeout with networked business tools.

OCS 4.0-003. Able to share information across communication domains to account for varying partners' capabilities and limitations.

OCS 5.0—Personnel Effect: Identification and documentation of trained, multi-disciplinary OCS specialty skill set for planning, assessing and execution of OCS.

Personnel Capabilities:

OCS 5.0-001. Able to provide qualified OCS specialists identified to fill required joint and Service positions.

OCS 5.0-002. Able to provide an OCS specialty road map for civilian expeditionary workforce and military personnel to perform OCS duties.

OCS 5.0-003. Able to lead development of standardized OCS training and exercises.

OCS 6.0—Leadership and Education Effect: OCS recognized as a routine capability and leaders understand OCS benefits, risks, and implications of employing contracted support in the operational area.

Leadership and education Capabilities:

OCS 6.0-001. Leaders able to provide guidance for the use of contracted support to the staff and subordinate commands.

OCS 6.0-002. Leaders able to assess benefits, risks, and implications of contracted support and impacts concerning the force mix through all phases of operations.

OCS 6.0-003. Leaders able to manage OCS, oversee contractor performance, and maintain accountability for contract funds expended.

OCS 6.0-004. OCS instruction included in Service and joint professional military education.

OCS 7.0—Training Effect: OCS integrated into Joint and Service collective and individual live, virtual and constructive training.

Training Capabilities:

OCS 7.0-001. Able to maintain and update universal joint task list (UJTL) OCS tasks.

OCS 7.0-002. Able to develop tailored OCS mission essential task lists (METL) and apply standards and conditions relevant to specific missions.

OCS 7.0-003. Able to train and evaluate OCS collective and individual training for OMI staffs.

OCS 7.0-004. Able to train and assist non-OCS staff in the conduct of OCS in their respective functional areas.

OCS 7.0-005. Able to report CCMD and Service component OCS readiness in DRRS.

OCS 7.0-006. Able to document, manage and utilize OCS lessons learned to drive continuous improvement.

Appendix D

Assumptions

Much has been accomplished to align OCS doctrine with policy, and to improve systems, tools, and processes affecting contingency contracting. We assume that significant progress toward resolving identified current OCS gaps will be made to institutionalize OCS by 2020. However, we also assume that many of these gaps will remain, especially with respect to fully operationalizing OCS. To frame the operating environment of 2020 and provide a baseline for this concept and the experimentation required to test and validate it, we have posed the following assumptions.

- Joint OCS solutions will continue to be integral to operations. Demand for operational contract support capabilities will rise, as resource constraints and force structure reductions will result in increased “outsourcing” of both logistics and non-logistics capabilities.
- OCS will need to be more closely tied to the JFC’s strategies, plans, and execution.
- Increased speed and agility will be required to enable contractors to rapidly respond and to operate on par with military forces in an increasingly dynamic environment.
- The OCS Action Plan has been implemented. Gaps and solutions have been met or solutions are ongoing, however these initiatives will be insufficient to meet the OCS requirements of Joint Force 2020.
- Joint commanders will require OCS capabilities in both mature and austere environments where competition for resources of all types will be routine.
- Reliance on “soft” and “smart” power (e.g., interagency, multinational, nongovernmental organization) will require extensive use and coordination of OCS actions.
- The OCS requirements in the SecDef memorandum of 24 January 2011, to institutionalize OCS are implemented or in progress.
- Both long-term, large-scale contingencies and smaller scale, shorter duration contingencies will require contract support across all phases of operations.
- Legislation, policy, guidance, and regulations may be adjusted to enable a future OCS construct.
- The JFC will need far greater transparency, fully integrated with operations and near real-time accounting of OCS and other related business activities.

- Networked OCS capabilities must provide near real-time visibility of contracts and contractor capabilities and capacity.
- Contractors, requiring activities and oversight personnel will conform to their stated responsibilities to input and generate data as required to enable the automated systems to function properly.
- GCCs will continue to depend on Service components and deployed elements of combat support agencies for contracting authority supporting joint operations.
- Budget authorities for contingency operations and funding for current operations will remain the responsibility of the military Services and components, consistent with their Title 10 responsibilities.
- Development of Integrated Financial Operations will result in financial management capabilities becoming institutionalized and integrated into joint doctrine, but not fully implemented across the DOTMLPF spectrum.
- The financial systems of the military Services will provide accurate and real-time cost data, enabling greater visibility of operational activities, improved forecasting, and better decision making.
- Acquisition personnel will be adequately recruited, trained, and retained as a DOD priority and resourced from the Defense Acquisition Workforce Development Fund as authorized by Congress.

Appendix E

Glossary of Terms and Acronyms

Doctrinal terminology is used in this concept where appropriate. Other terms which are important to the central idea and their sources are included below.

accountability. The obligation imposed by law or lawful order or regulation on an officer or other person for keeping accurate record of property, documents, or funds. See also responsibility. (JP 1-02. SOURCE: JP 1)

civil augmentation program. Standing, long-term external support contacts designed to augment Service logistic capabilities with contracted support in both preplanned operations and short-notice contingencies. Examples include the US Army Logistics Civil Augmentation Program, Air Force Contract Augmentation Program, and US Navy Global Contingency Capabilities Contracts. See also contingency contract, external support contract. (JP 1-02. SOURCE: JP 4-10)

combatant commander logistic procurement support board. A combatant commander level joint board established to ensure that contracting support and other sources of support are properly synchronized across the entire area of responsibility. (JP 1-02. SOURCE: JP 4-10)

contingency contract. A legally binding agreement for supplies, services, and construction let by government contracting officers in the operational area, as well as other contracts that have a prescribed are of performance within a designated operational area. (JP 1-02. SOURCE: JP 4-10)

contract administration delegation. A policy or process related to theater business clearance that allows the combatant commander to exercise control over the assignment of contract administration for that portion of contracted effort that relates to performance in or delivery to designated area(s) of operations and allows the commander to exercise oversight to ensure the contractor's compliance with combatant and subordinate task force commander policies, directives, and terms and conditions; implemented by the CDR depending on the situation. (DFARS 225.74)

contract closeout. When the contractor has satisfactorily completed performance of the terms of the contract, and final payment has been made, the contract file should be closed out as soon as possible. (Contingency Contracting Joint Handbook).

contractor management. The oversight and integration of contractor personnel and associated equipment providing support to the joint force in a designated operational area. (JP 1-02. SOURCE: JP 4-10)

contract support integration. The coordination and synchronization of contracted support executed in a designated operational area in support of the joint force. (JP 1-02. SOURCE: JP 4-10)

Executive Agent. A term used to indicate a delegation of authority by the Secretary of Defense or Deputy Secretary of Defense to a subordinate to act on behalf of the Secretary of Defense. (JP 1-02. SOURCE: JP 1)

external support contract. Contract awarded by contracting organizations whose contracting authority does not derive directly from the theater support contracting head(s) of contracting activity or from systems support contracting authorities. (JP 1-02. SOURCE: JP 4-10)

Head of the Contracting Activity. The official who has overall responsibility for managing the contracting activity. (Federal Acquisition Regulation Part 2.101)

interdependence. The purposeful reliance by one Service on another Service's capabilities to maximize complementary and reinforcing effects of both; the degree of interdependence varying with specific circumstances. (JP 1)

joint contracting support board. A board established by a joint task force or sub-unified commander to coordinate all contracting support and to determine specific contracting mechanisms to obtain commercially procured common logistic supplies and services within the joint operations area. (JP 1-02. SOURCE: JP 4-10)

joint force. A general term applied to a force composed of significant elements, assigned or attached, of two or more Military Departments operating under a single joint force commander. (JP 1-02. SOURCE: JP 3-0)

Joint Logistics Enterprise (JLEnt). A matrix system of key global logistics providers, including the CCMDs, Services, Agencies; the national industrial base; multinational, nongovernmental, and governmental sources; and commercial contractors. It consists of the aggregate capabilities of their equipment, procedures, doctrine, leaders, technical connectivity, information, shared knowledge, organizations, facilities, training, and materiel necessary to provide logistic solutions to the JFC. (Joint Concept for Logistics)

joint requirements review board. Formerly the joint acquisition review board. A board established by a joint task force or sub-unified commander to review and make recommendations for controlling critical common-user logistic supplies and services within the joint operations area and to recommend the proper sources of support for approved requirements. (JP 1-02. SOURCE: JP 4-10)

operational contract support. The process of planning for and obtaining supplies, services, and construction from commercial sources in support of joint operations along with the associated contractor management functions. (JP 1-02. SOURCE: JP 4-10)

Principal Staff Assistant. The Under Secretaries of Defense, the Director of Defense Research and Engineering, the Assistant Secretaries of Defense, the General Counsel of the Department of Defense, the Assistants to the Secretary and Deputy Secretary of Defense, and the OSD Directors or equivalents, who report directly to the Secretary of Defense or Deputy Secretary of Defense. PSAs oversee the activities of DOD Executive Agents in their functional areas of responsibility. (DODD 5101.1)

responsive. Providing the right support when it's needed and where it's needed. Responsiveness is characterized by the reliability of support and the speed of response to the CCDR needs. (Joint Concept for Logistics)

systems support contracts. A prearranged contract awarded by a Service acquisition program management office that provides technical support, maintenance and, in some cases, repair parts for selected military weapon and support systems. (JP 1-02. SOURCE: JP 4-10)

theater business clearance. The combination of OUSD (AT&L) acquisition authority with the CCDR's directive authority over logistics to enforce compliance with theater guidance, terms and conditions, and to enhance visibility of supporting contracts to be executed into the operational area. (DFARS 225.74)

theater support contracts. A type of contingency contract that is awarded by contracting officers in the operational area serving under the direct contracting authority of the Service component, special operations force command, or designated joint head of contracting activity for the designated contingency operation. (JP 1-02. SOURCE: JP 4-10)

total force. The organizations, units, and individuals that comprise the DOD resources for implementing the National Security Strategy. It includes DOD Active and Reserve component military personnel, military retired members, DOD civilian personnel (including foreign national direct- and indirect-hire, as well as nonappropriated fund employees), contractors, and host-nation support personnel. (DODD 5124.02).

Acronyms

AOR	area of responsibility
CAD	contract administration delegation
CAP	civil augmentation program
CBE	contingency business environment
CCJO	Capstone Concept for Joint Operations

CCDR	combatant commander
CCMD	combatant command
CEW	Civilian Expeditionary Workforce
CLPSB	combatant commander logistics procurement support board
COA	course of action
COI	community of interest
COP	common operational picture
CSA	combat support agency
DASD PS	Deputy Assistant Secretary of Defense Program Support
DAWDF	Department of Defense Acquisition Workforce Development Fund
DCMA	Defense Contract Management Agency
DFARS	DOD Federal Acquisition Regulation Supplement
DOTMLPF-P	doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy
DPAP	Defense Procurement and Acquisition Policy
ECC	Expeditionary Contracting Command
GCC	geographic combatant commander
GEF	Guidance for the Employment of the Force
HA/DR	humanitarian assistance and disaster relief
HCA	Head of the Contracting Activity
IT	information technology
JCA	joint capability area

JCASO	Joint Contingency Acquisition Support Office
JCL	Joint Concept for Logistics
JCSB	joint contracting support board
JFC	Joint Force Commander
JLEnt	Joint Logistics Enterprise
JLLIS	Joint Lessons Learned Information System
JMD	joint manning document
JOA	joint operations area
JPG	joint planning group
JPME	Joint Professional Military Education
JRRB	joint requirements review board
JTF	joint task force
JSCP	Joint Strategic Capabilities Plan
JTSCC	Joint Theater Support Contracting Command
MN	multinational
MECC	Military Education Coordination Council
NGO	nongovernmental organization
OCS	operational contract support
OFDA	Office of Federal Disaster Assistance
OPMEP	Officer Professional Military Education Policy
OMI	OCS Mission Integrator
PS	Program Support

SCO	senior contracting official
SPOT	synchronized pre-deployment and operational tracker
TBC	theater business clearance
TIP	Transition Implementation Plan
UJT	Universal Joint Task
UJTL	Universal Joint Task List

Appendix F

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