Insights and Best Practices Focus Paper

Sustainment

Fourth Edition

Deployable Training Division
Joint Staff J7

May 2018

This is the Fourth Edition of the *Sustainment Insights and Best Practices Focus Paper*. It is written by the Deployable Training Division (DTD) of the Joint Staff J7 and released by the J7 Deputy Director for Joint Training.

Fourth Edition: May 2018
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Scope:

- Defines sustainment and the roles and responsibilities of key players in the planning and execution of sustainment functions at the theater-strategic and operational levels.
- Addresses developing a concept of support at the operational level to set the foundation for integration of the various sustainment functions.
- Introduces the sustainment sub-functions and offers insights and best practices for achieving sustainment goals.

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Terminology and Acronyms: Numerous military acronyms and organizational names are used in this paper. They are defined in the glossary (not in the body of the paper) to improve readability in the body of the paper for the intended readership

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Accessibility: This and other insights and best practices papers can be accessed on the internet at the Joint Electronic Library site: http://www.jcs.mil/Doctrine/focus_papers.aspx.

PREFACE

This paper addresses integration of sustainment functions to enable mission accomplishment while retaining agility and adaptability to respond to the uncertainties of a dynamic world. We capture these insights and best practices from joint headquarters planning and conduct of operations.

This paper focuses on three primary audiences:

- CCMD and JTF Chiefs of Staff as they consider how to synchronize sustainment.
- CCMD and JTF-level operational planning team (OPT) members.
- Members of a Sustainment Team who are developing or executing the concept of support.

Four considerations:

- Involve the commander early.
- Maintain an anticipatory and inclusive staff mindset to set the theater conditions and achieve long-term force sustainment.
- Understand global resource limitations and time-distance requirements to set conditions for successes as resources are prioritized and usage is coordinated.
- Include sustainment functions (logistics, engineer activities, health services, and personnel support) in Theater Campaign Plans (TCP).

This and other focus papers share observations and insights on Joint Force HQs observed by the Joint Staff J7 Deployable Training Division. The DTD gains insights on operational matters through regular contact and dialogue with Combatant Command and operational-level commanders and staffs as they plan, prepare for, and conduct operations and exercises. The DTD incorporates these insights in functionally based focus papers which are then refined through senior flag officer feedback. The papers are then shared with the Joint Force and the joint lessons learned, joint doctrine, and future concepts communities. These papers are found on the site noted on the inside front cover.

Please send your thoughts, solutions, and best practices to DTD's POC, COL (Ret) Mike Findlay, as you think, plan, and work your way through these challenges. See inside the front cover for POC contact information.

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1.0 EXECUTIVE SUMMARY. This paper shares emerging joint sustainment insights and best practices across the range of military operations. The paper addresses joint HQ sustainment activities at the theater-strategic (CCMD) and operational (JTF) levels in the areas of logistics, engineering, health services (HS), personnel support, operational contract support (OCS), and religious ministry support.

Sustainment is one of seven warfighting functions common to joint operations and encompasses the provision of logistics and personnel services to maintain and prolong operations up to and including mission accomplishment and redeployment of the force. Sustainment consists of all core logistics capabilities (including supply, maintenance, deployment and distribution, HS, logistics services, engineering, and OCS) along with personnel support services such as human resources, financial management, and religious ministry.

This paper is based on observed insights and best practices and is consistent with the 2017 National Military Strategy (NMS) and the 2015 Joint Concept for Logistics as they pertain to the concepts of global agility and globally integrated operations. Sustaining operations in an anti-access/area denial environment highlights the challenges for the military to aggregate, operate, and disaggregate rapidly—the hallmarks of globally integrated operations. Critical access to the global commons, air and sea ports—once taken for granted—could very well be contested. Cyber vulnerabilities of a sustainment network operating in a largely unclassified domain with other government and commercial partners will continue to challenge sustainment planners across the enterprise. Additionally, cross-CCMD conflicts will require timely adjudication of limited resources. Put simply, the current operating environment provides complex challenges to sustaining global operations.

Key Challenges:

- Anticipating requirements in an uncertain, complex, and rapidly changing operating environment.
- Leveraging global providers that are part of the Joint Logistics Enterprise (JLEnt) to ensure rapid and precise response for the JFC.
- Integrating sustainment capabilities to support joint force and partner requirements.

Key Insights:

- The involvement of the commander and the staff's ability to anticipate requirements and leverage available capabilities are crucial to setting theater conditions and successful long-term force sustainment.
- Time-distance requirements and limited availability of global resources can become factors early in a conflict or crisis. Coordinate and prioritize critical resources to help set conditions for success.
- Include sustainment functions (logistics, engineer activities, health services, and personnel support) in theater campaign plan (TCP) objectives.
- Projecting and tracking force flow informs operational decisions on available joint capabilities and necessary force allocation/reallocation.

This Insights and Best Practices paper begins with a section on globally integrated sustainment, focusing on strategic level partners and associated insights. The following sections focus on enabling sustainment and sustaining operations.

2.0 GLOBALLY INTEGRATED SUSTAINMENT. Today's complex joint operating environment places a significant burden on strategic and operational level sustainment partners to ensure the DOD's ability to conduct multiple, simultaneous (or near simultaneous) operations around the world. The Chairman's 2+3 focus, coupled with the transregional, multifunctional, and multi-domain aspects of the operating environment, requires a solid understanding of global sustainment requirements and the ability to adjudicate the distribution of finite resources.

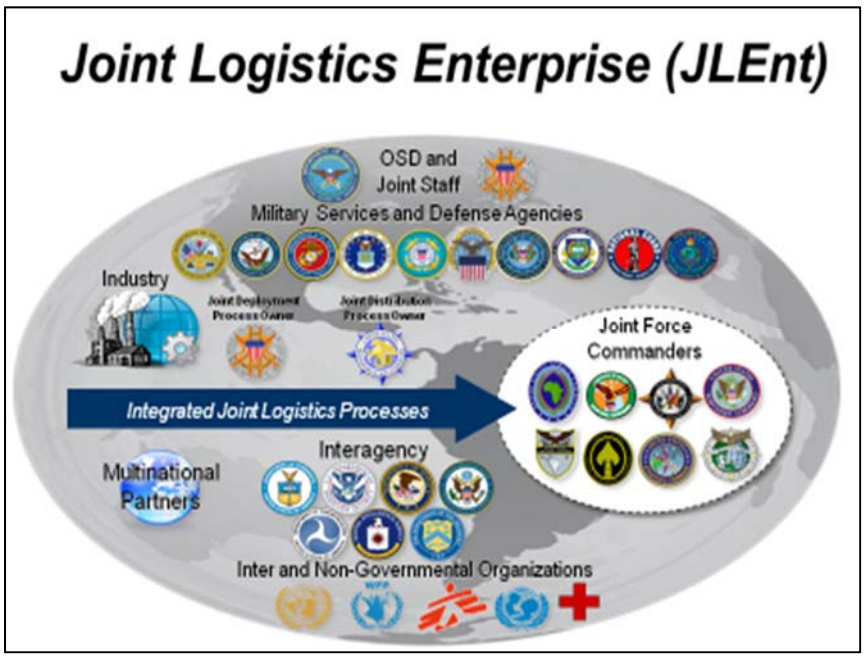
Sustainment Defined (JP 4-0). Joint sustainment is more than logistics. The joint logistics capabilities, along with the personnel support capabilities in the diagram, are integral parts of sustainment and vital for supporting TCPs, operations, and contingencies.

The responsibility for these capabilities is typically spread across multiple staff directorates and special staff sections (e.g., J1, J4, J7, J8, Surgeon, and Chaplain). To further complicate matters, not all joint force commands are organized exactly alike. For example, the joint HQ Surgeon section could be organized under the J4 or be part of the commander's special staff. The staff engineer may be organized under the J3, the J4, or as a special staff section. This variation can make the integration of capabilities more challenging, both vertically (HQ to components), and horizontally (HQ to HQ). Each functional area provides a unique view of supporting operations; success entails effective synchronization of these capabilities to support the mission.

Joint Concept for Logistics (JCL). In 2015, the Vice Chairman of the Joint Chiefs of Staff signed the Joint Concept for Logistics. The central theme of this document is the concept of Globally Integrated Logistics (GIL) as a major underpinning of Globally Integrated Operations (GIO). The concept of GIL relies on an adequately resourced JLEnt, a robust transportation and communications/data network, and "leaner forces and operations." The JCL outlines 24 required capabilities critical to enabling globally integrated logistics, from increased forward basing and prepositioning of materiel to an increased ability to conduct logistics-over-the-shore operations in a contested environment. Additionally, the JCL highlights seven significant risks to achieving GIL while providing notional mitigation strategies. While not a prescriptive document, the JCL is a must-read for all joint sustainers as the future operating environment will require adaptive, critical thinking to develop new and agile ways to support globally integrated operations.

Understanding the JLEnt. GIO requires coordinating and partnering with multiple global logistics providers, both military and civilian. The sustainment and logistics demands resulting from complex emergencies (both kinetic and non-kinetic) require an "enterprise" approach since emergencies often transcend the ability of a single nation, government, or organization to address alone. The joint force's ability to succeed requires this cross-matrixed, multi-tiered network of key global providers to work cooperatively to achieve a common purpose without jeopardizing their own mission and goals.

Effective situational awareness is gained by understanding stakeholder objectives, authorities, goals, and limitations in an operation. This situational awareness can enable sustainment planners to identify potential support opportunities as well as potential resource conflicts. Interagency and multinational partners may play key or lead roles in FHA/DR or DSCA missions while the Joint Force remains in support. Significant effort may be required in communicating joint force capabilities to involved stakeholders and partners due to system interoperability gaps.

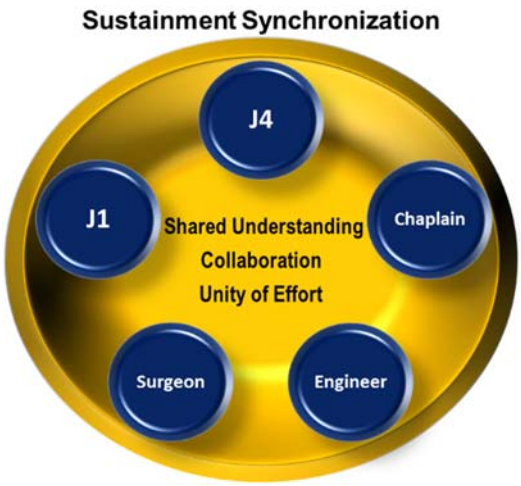


Leveraging National Level Sustainment Providers. Sustaining GIO with limited resources requires a robust and agile non-organic vendor base. Combat Support Agencies (CSA) such as DLA provide added capabilities to the Joint Force Commander through extensive commodity and services networks. Joint sustainers should include both CSA inputs and commercial industry considerations into planning efforts early to identify any gaps, seams, or shortfalls. The ability of the commercial industry base to flex production to meet emergent demands remains a necessity. However, cost, production schedules, and transportation requirements are all variables that affect the ability of industry to meet emerging requirements. The Joint Staff J4, on behalf of the CCDRs, partners with OSD to influence commercial entities to meet mission needs (e.g., munitions, strategic lift).

Insights:

- The broader community of JLEnt stakeholders may have capabilities and resources that can be leveraged (e.g., local knowledge, established connections, etc.). Build relationships and trust with relevant JLEnt partners before a specific crisis. Understand JLEnt partners authorities, goals, and limitations.
- During a crisis, involve JLEnt partners early in the planning process; this may provide additional capabilities and capacities.
- Be prepared to provide support to other USG agencies, IGOs, coalition members, NGOs, and PVOs.

3.0 ENABLING SUSTAINMENT



Sustainment Team Concept. The Sustainment Team Concept is a philosophy more than a hard and fast set of business rules.

Fostering a Sustainment Team mindset on the staff enhances planning and coordination across the Sustainment staff sections (e.g., J1, J4, J8, Surgeon, and Chaplain).

Sustainment Team organization should be tailored to best support each mission. The key take away is that Sustainment staff sections routinely coordinate at both the senior leader and action officer level, to address issues to support the mission.

Organization of Sustainment functions at the CCMD level varies. Although the Engineer and Surgeon staff may be consolidated in the J4, they are frequently organized as a special staff section or in a different J-code.

The Sustainment Team Concept is employed through deliberate internal staff synchronization meetings between the various directorates. Whether formal or informal, there are clear benefits in a Sustainment Team to include:

- ✓ Better synchronizes and coordinates overlapping Sustainment functions.
- ✓ Provides consistent cross-functional inputs supporting operational planning and execution.
- ✓ Facilitates information sharing while minimizing stove-piped efforts.
- ✓ Develops a comprehensive picture of Sustainment issues.

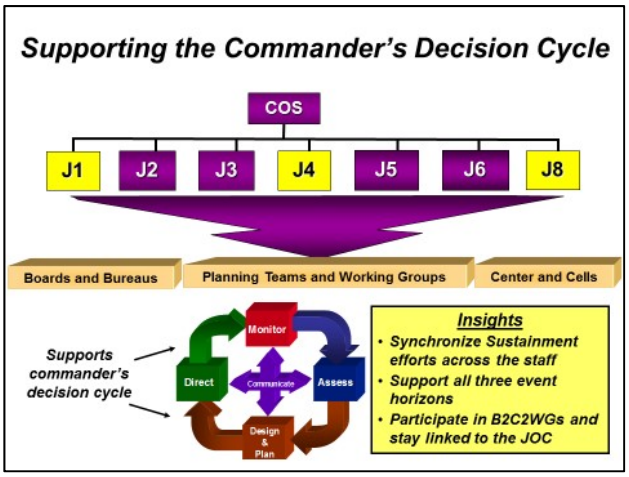
Insights:

- Operating as a Sustainment Team can promote comprehensive planning and concept of support development.
- During a contingency, a Sustainment Team approach can help synchronize cross-functional/directorate requirements such as personnel rotation, JRSOI, resourcing, mortuary affairs, casualty tracking and patient evacuation, transportation and lift, and KLE requirements.
- Sustainment support, particularly when operating in remote or austere locations, often requires significant lead time. Including the Sustainment Team up front and early in the design and planning phase enables them to anticipate requirements and help set conditions for mission success.

Best Practices:

- Include representatives from the J1, J8, Engineer, Chaplain, and Surgeon's staff in Sustainment battle rhythm events to facilitate senior-level synchronization of sustainment efforts.
- Include other J-code directorate representatives in the JLCB, for example: J2 for intelligence situational awareness; J3 representative to ensure operational priorities are communicated and understood by the Sustainment Team; and interagency representative to provide situational awareness on civil-military operations.

Informing the Commander's Decision Cycle. Synchronizing and integrating sustainment staff efforts are not only important to ensure unity of effort and economy of staff, but ultimately to better inform the Commander's decision cycle. The sustainment team provides advice and recommendations to the commander concerning prioritization and allocation of support. Therefore, the sustainment team must have a clear understanding of the commander's intent and CONOPS and be able to anticipate the basic mobilization, deployment, employment, and sustainment requirements of the plan. The sustainment team best supports the Commander's decision making process through integration into the command's battle rhythm across all three event horizons—CUOPs, FUOPs, and FUPLANs. The sustainment team integrates capabilities with operations and commander's decision cycle activities (i.e., Design and Plan, Direct, Monitor, and Assess). Sustainment planners and functional SMEs should stay engaged as plans and planning products are developed and refined.



The Joint Logistics Operations Center (JLOC) and Joint Deployment and Distribution Operations Center (JDDOC) are the fusion centers for logistics execution efforts on the staff and must stay closely connected to the JOC as plans transition to execution. The sustainment team establishes functional B2C2WGs and represents sustainment equities in other command battle rhythm events. The JLCB (coordination board) is the primary logistics board for overall theater logistics synchronization. Other supporting boards include the Joint Movement Board (JMB) for theater lift prioritization and allocation, the JCMEB for civil-military construction projects and resources, and the JRRB (for requirements) and CLPSB (for procurement) for theater contract support coordination. The sustainment staff has representation in the JOC and other B2C2WGs to provide staff estimates and supportability analyses throughout planning and execution.

The Sustainment Team also supports the command's assessment process which informs future design and planning. Sustainment planners and functional SMEs determine measures of effectiveness based on the concept of support to monitor and assess progress and effectiveness.

Insight:

- Synchronize sustainment staff efforts across all event horizons to inform decision-making.

Best Practices:

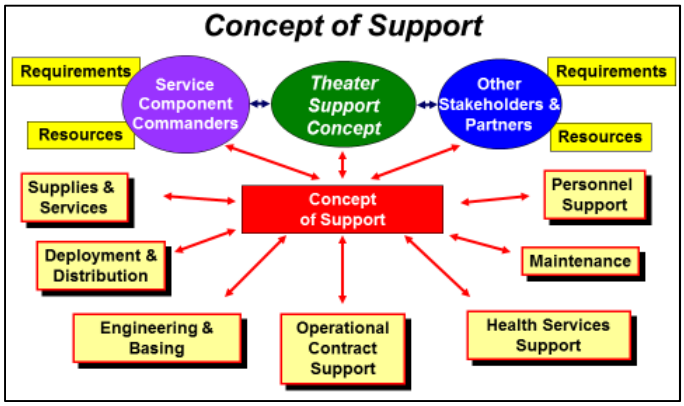
- Include the correct sustainment SMEs in appropriate command B2C2WGs (e.g., Joint Targeting Working Group/Board, Interagency Working Group, KLE Working Group, Joint Effects or Assessments Working Group/Board, etc.) to ensure staff products and analysis incorporate sustainment considerations from the beginning.
- Prepare back-brief charts from command B2C2WGs to JLOC/JLCB for staff awareness.
- Establish Directorate Critical Information Requirements (DCIRs) to prioritize staff efforts supporting sustainment decision making.
- Develop MOEs in coordination with the J3/5, components, and subordinates and participate in the assessment process to ensure support adaptation based on assessment of LOOs/LOEs.

4.0 SUSTAINING OPERATIONS

Logistics. Joint logistics is the coordinated use, synchronization, and sharing of two or more military departments' logistics resources to support the joint force. The JLEnt projects and sustains a logistically ready joint force by leveraging DOD, interagency, nongovernmental agencies, multinational, and industrial resources. The identification of established coordination frameworks, agreements, and other connections create an efficient and effective logistics network to support the mission.

Over the last four decades, there were few adversaries capable of contesting our logistics network. Logistics and our strategic agility were our comparative/competitive advantages. However, today's peer or near peer adversaries increase the challenge to logistics, theater considerations, engineering, health services, and personnel support. This introduces new challenges and emerging vulnerabilities that we will need to protect. This all must be more fully considered in today's plans.

Setting the Theater. At the theater level, coordination across components and subordinates is crucial to set the theater and ensure long-term sustainment. Subordinates and components work with the CCMD staff to assess capabilities, limitations, and resources early in the planning process.



- **Directive Authority for Logistics (DAFL)**. Authority, in its simplest form, can be characterized as the power to perform some act or take some action. "Authority" is not a doctrinal term and is often characterized as a permission. There are many challenges and complications concerning authorities that impact logistical support.

  CCDRs exercise DAFL as part of CCMD authority to organize logistics within the theater according to operational needs. DAFL includes the authority to issue directives to subordinate commanders, including peacetime measures necessary to ensure effective execution of OPLANs, effectiveness and economy of operation, and prevention or elimination of unnecessary duplication of facilities and functions overlapping among Service component commands. DAFL does not alleviate Service responsibility for logistics support, discourage coordination by consultation and agreement, disrupt effective procedures, or prevent efficient use of facilities or organizations. Unless otherwise directed by the Secretary of Defense, the military departments and Services continue to have responsibility for logistics support of assigned forces attached to joint commands. The CCDR may delegate DAFL for common support capabilities to a subordinate JFC as required to accomplish the assigned mission. When delegated to a subordinate commander, the CCDR formally delineates this delegated authority by function and scope to the subordinate JFC.

- **Agreements.** Agreements reduce the logistical and financial burden on the force. Acquisition and Cross-Servicing Agreements (ACSA) and Inter-Service Support Agreements (ISSA) are two of the many agreements that directly impact logistics efforts. ACSAs allow the United

States allies and coalition partners to exchange food, fuel, transportation, ammunition, and equipment with U.S. forces and does not commit any participating country to military action. An ISSA allows support between DOD agencies.

- **Enablers.** Joint Logistics-Over-The-Shore (JLOTS) and USTRANSCOM's JTF-Port Opening (JTF-PO) support logistics efforts by providing the ability to move materiel with or without a fixed port of debarkation (POD). JLOTS gives JTFs the ability in contested or denied environments to load and unload ships in unimproved areas where ports are damaged, unavailable, and/or without fixed facilities. Similarly, JTF-PO is a capability to rapidly establish and initially operate an aerial or seaport of debarkation in support of operations.

- **RSOI.** Our current and future joint operating environment requires the ability to deploy and aggregate rapidly. RSOI is the transitioning of deploying personnel and equipment into forces that are postured to support operations. Conflicts with peer or near peer adversaries increase vulnerabilities during RSOI.

- **Distribution.** Access, basing, and overflight authorization significantly impact distribution of support. Redundancy in logistics support minimizes the impact and should be presented early in the planning process. Additionally, having global visibility of the sustainment picture limits interruption to logistics support.

Insights:
- Synchronize the staff efforts of logistics, engineering, OCS, and Host Nation Support (HNS) to enable unity of effort and economy of staff.
- Leverage the JLEnt in the CCDR's Theater Logistics Concept.
- Scale sustainment capabilities across the phases of an operation and ensure each phase achieves a fully collaborative information sharing (vertically and horizontally) environment.
- JLEnt partners will not always be able to share information due to incompatibility with DOD networks.
- TPFDD planning is critical in balancing and prioritizing combat forces and combat service support forces.

Best Practices:
- Sequence critical enablers such as theater opening and force protection capabilities appropriately in the force flow.
- Recognize and tailor logistics posture activities to send coherent messages and to prevent an inadvertent escalatory message through what may be perceived as an aggressive logistics posture.
- Develop running logistics estimates to quantify requirements.
- If a legitimate government exists and there is sufficient time to negotiate an agreement, implement HNS under an umbrella MOU.
- In cases where an HNS agreement is not practical, resources may still be obtained locally. Local contracts can be made between the joint or multinational force and individual civilian providers rather than at the national government level.

Operational Contract Support. OCS is a critical capability that supports the Joint Force Commander in a myriad of ways. Contracted support can provide the warfighter additional flexibility in organic versus non-organic force mix decisions. Detailed planning that leverages

commercial capabilities can result in faster combat power build-up in the JOA as contracted support may be in place faster and with more capacity than equivalent military units. OCS extends the Joint Force Commander's operational reach by deploying uniformed forces where most needed and contractors where best suited in support of operations. For example, contractors can perform "inside the wire" tasks so troops can perform "outside the wire," filling critical capability gaps such as linguists, well-drilling, etc. OCS can support diplomatic and economic LOEs by employing local nationals to infuse money into the HN economy. The following are considerations when planning for OCS:

- Force Manning Levels (FMLs). OCS supports the Joint Force Commander by attaining / maintaining economy of force (e.g., FML), facilitating unit off-ramps, and preventing repetitive logistics/engineering unit deployments.
- Contract fratricide. OCS reduces military and OGO / NGO friction or competition by adjudicating competition over scarce resources.
- Unintended consequences. Poorly executed OCS can increase risk to mission and force by inadvertently funding the enemy with contract dollars, hiring contractors who fail to or are unable to perform, or failing to manage requirements to ensure they remain synchronized with operational need. Poorly defined and managed requirements result in overspending and misuse of limited resources. Lack of oversight creates opportunity for corruption or misbehavior.

Insights:

- The JTF Operational Contract Support Integration Cell (OCSIC) works with theater support contracting activities to develop a requirements flow process, manage expectations for contract support action, convey JTF priorities, de-conflict OCS issues, and determine existing contracts or task orders that could be used to support the operation.
- Service components may not have permanent, full time OCS personnel. In order to establish an OCSIC, the Senior Contracting Official (SCO) may need augmentation from the Services or enabling organizations (i.e., JCASO or DCMA).
- Most Service components assign OCS tasks as part-time or collateral duties within the logistics branch. At a minimum, components should have personnel who are trained to perform basic OCS duties. For long term, complex operations, consider augmentees, contractors, or the civilian expeditionary workforce as sources of personnel to fill key positions.
- Ensure the OCSIC interfaces with all directorates across all event horizons.
- A clear awareness and understanding of the requirements flow process, types of funds supporting the operation, and contents of a complete and acquisition-ready requirements package is paramount.

Best Practice:

- Ensure commercial capabilities support the Commander's needs by designating trained CORs and personnel to perform contract support integration and contractor management functions.

Sustainment Picture. A critical aspect of informing the Commander's decision cycle is the ability to help the commander and the staff visualize the sustainment picture. Visualization can be provided through a variety of information technology tools such as SharePoint portals,

electronic dashboards, or a more sophisticated portal or web-based COP. A LOGCOP can contain integrated mapping and overlay features as well as an electronic library and can be used for both the staff's situational awareness and commander briefings.

Insight:
- Gain effective visualization of the logistics picture to anticipate requirements and set conditions for supporting the Joint Force.

Best Practices:
- Provide effective visualization of the sustainment picture through the use of a dedicated portal, electronic dashboard, or an integrated COP that can be used for situational awareness.
- Avoid creating separate functional COPs in the same command. Integrate the sustainment picture with the operational COP.
- Incorporate information feeds from the system(s) of record.

NEO Considerations. A NEO is conducted to support the DOS in evacuating U.S. citizens and designated persons from locations in a foreign nation to an appropriate safe haven. The USG will consider evacuating Host Nation (HN) and Other Country Nationals (OCNs) on a case-by-case and space available/reimbursable basis when it serves U. S. interests. The affected nation may not have the logistical means or structure to support a NEO and may heavily rely on the joint or multinational force. Multiple or simultaneous NEOs will require the establishment of priorities to de-conflict support efforts. Consider the following when NEO planning:

Logistics:
- Intermediate Staging Base (ISB)/Sea Base requirement and location to include availability of facilities and support equipment.
- Logistics enablers and equipment requirements to include personnel and sourcing.
- Logistics requirements for safe haven for evacuees.
- Risk assessment for food and water requirements.
- Translator requirements.

Medical:
- Reception center medical support plan.
- HN medical capabilities and availability.
- Physical condition of evacuees (e.g., special needs, pregnancy, infectious disease, geriatric, pediatric, wounded, etc.).
- MEDEVAC procedures.
- Veterinary requirements.

Insights:
- The operational environment can change instantaneously as dictated by the threat environment.
- Each operational environment demands a different force package, footprint, response time, transportation cost.
- Risk can increase as a NEO continues. Adversaries have more time to identify vulnerable evacuation areas and can target operations. Consider rapidity of action.

Best Practice:
- Use NEO Tracking Systems (NTS) to register and track noncombatants.

Foreign Humanitarian Assistance/Disaster Relief. FHA/DR are DOD operations normally supporting USAID or DOS and conducted outside the U.S., its territories, and possessions. These operations seek to relieve or reduce human suffering, disease, hunger, or privation as a result of natural or man-made disasters or other endemic conditions. FHA/DR provided by U.S. forces is limited in scope and duration. The assistance provided is designed to supplement or complement the efforts of the HN civil authorities or agencies that have the primary responsibility for providing assistance. Oversight and requirements are communicated by the HN to interagency intermediaries such as USAID and then to DOD.

The United States military has supported several FHA operations and will continue to do so in the future. There are several examples, particularly during the 2010 Haiti earthquake relief, the 2010 Japanese tsunami and earthquake relief, and the 2014 Ebola response (Operation UNIFIED ASSISTANCE) that demonstrate how the U.S. could better translate its political objective into a synchronized operational response. An analysis of C2 and sustainment (logistics, health services, and engineering) operational functions during the response/relief effort shows that prior operational planning is essential to achieve unity of effort.

Operation UNIFIED ASSISTANCE (OUA)

"At the request of the Liberian government, we're going to establish a military command center in Liberia to support civilian efforts across the region—similar to our response after the Haiti earthquake…and out forces are going to bring their expertise in command and control, in logistics, in engineering. And our Department of Defense is better at that, our Armed Services are better at that than any organization on Earth. "

- President Barack Obama, Center for Disease Control, 16 Sep 14

The following two figures address key considerations in FHA/DR:

FHA / DR Considerations

Needs Assessment: People

Medical

- Types of Major Injuries / Diseases
  - HN Capabilities to Handle
  - External Expertise / Specialties Required
  - Other Sources (NGOs, IGOs, etc.)
- Existing Health Facilities
- Emergency Facilities
- Equipment
  - Available (Functional or Repairs Required)
  - Needed (Type And Quantity)

Water

- Production / Purification Capability
  - Municipal
  - Other Water Treatment Systems
  - Requirements
- Available Potable Water Resources (Wells, Surface / Subsurface)
- Distribution Capability

Food

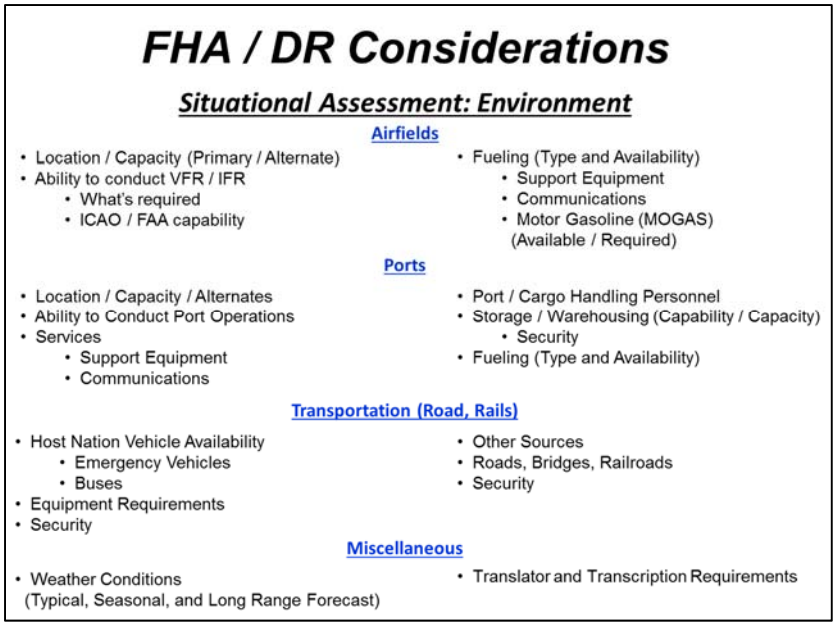
- Availability / Requirements
  - Types And Quantities Required
- Storage / Warehousing
- Distribution (Capability / Requirements)

Shelter

- Host Nation
  - Accommodations (Availability / Required)
  - Tent City Sites (If Required)
    - Locations (Parks, Fields, Arenas, Etc.)
- FHA / DR Personnel
- Accommodations
- Transportation
- Communication
- Security

Military

- How can military capabilities be best utilized?
- What military assets are in need?
- What military assets are redundant?
- Are there limitations to use of military assets? (e.g. no landing zone (LZ) for helicopters))



Additional sustainment considerations include:

- Location of logistics bases (as close to relief recipients as possible).
- Identifying all potential AOR supply sources within the AOR.
- Planning for limited contingency operations (e.g., peacekeeping and humanitarian operations offer numerous opportunities for multinational logistics) to control costs.
- Close coordination with IGOs and NGOs operating within the same areas. The multinational force commander is likely to be responsible for coordinating operations of the multinational force with these organizations and for coordinating selected sustainment activities of the force (e.g., contracting, movement control, distribution, and engineering).
- Review legal authorities related to specific use of DOD resources by NGOs and IGOs.
- Identify HS capabilities and requirements to include medical assessment and services. Synchronized HS can incorporate the appropriate strategic messages and themes during the initial phases of the operation to prepare the local population and other providers for the eventual departure of military forces.
- Determine engineering capabilities and requirements. Consider energy distribution, water supply, sanitation, and sewer.

Insights:

- A critical first step is understanding who is the lead government agency.
- Clarify command and control during FHA/DR due to the larger number of supporting forces.
- In FHA missions/operations, broad multilateral participation is often solicited.
- Other JLEnt sustainment stakeholders may support the relief operations, often competing with the JFC for access and resources.
- Medical support is often the priority of effort for the JFC and may be a LOO/LOE.
- During planning, account for mission and scope and short duration.
- Understand transition point of mission and clarity in coordinating transition.

Best Practices:

- Ensure appropriate sustainment planner representation on battle rhythm events supporting FHA/DR operations.
- Clearly define Medical Rules of Eligibility (MRoE) and Health Services (HS) transition criteria; leveraging international and nongovernmental organizations' expertise for medical transitions.
- Use theater security cooperation plan as starting point to understand end-states.
- Leverage sustainment FHA/DR efforts to effectively deliver themes and messages that support the Commander's communication strategy.

Engineering. Engineers facilitate the freedom of action necessary for the JFC to meet mission objectives by enhancing strategic and operational maneuver, providing infrastructure for force projection, and enhancing quality of life. Engineers also provide support to sustainment operations, develop operational intelligence, construct protective fortifications, and help set conditions for an operation to transition to civil authorities. Engineer functions include combat engineering, general engineering, and geospatial engineering. A logical organizational structure and coherent C2 relationships ensures integration of the engineer functions and unity of effort. Responsibilities for engineer functions may be spread across the staff to include the J3, J4, or special staff to achieve unity of effort. When deciding where to place the Engineer or engineering staff function oversight in the joint force staff, there are four general options to consider based on the focus of engineer efforts:

- When focused on maneuver support, the engineering staff function may be placed under the J3. This is observed in most U.S. Army and U.S. Marine Corps commands.
- When directed towards facilities and basing, the best choice may be to place the engineering staff function under the J4. This is the organizational construct observed in most CCMD staffs.
- When the engineer effort cuts across several staff sections, the best option may be to designate the engineering staff function as a separate staff section, normally the J7 or simply the JENG, as seen in coalition HQs in Iraq and Afghanistan.
- When the engineer effort is a significant focus or a key element of the joint operation and there are a significant number of theater engineer requirements which can only be accomplished with high-demand engineer assets, consider establishing a separate engineer command known as a Joint Force Engineer Command (JFEC). This JFEC can report directly to the JFC; its commander may be dual-hatted as the joint force's staff engineer. This option provides maximum flexibility in synchronizing diverse engineer operations but will require GCC approval based on the command relationship the JFC has with the other Service forces. In 2009, U.S. military forces saw the activation of the first JFEC in Afghanistan, which centralized engineering efforts and assets across the theater to facilitate and coordinate engineer operations.

Insights:

- The omission of engineer considerations in any phase of an operation may adversely impact the entire plan.
- During stability operations and TSC activities, engineers are a valuable capability the JFC can use to achieve civil-military objectives.
- Include engineers in staff B2C2WGs to ensure inclusion of engineer equities.

Best Practices:

- Use a Joint Civil Military Engineer Board (JCMEB) to facilitate unity of effort among JLEnt partners in the JOA.
- Integrate the JCMEB into campaign assessments and nonlethal integration processes to allocate resources to achieve operational objectives.
- Leverage engineering efforts (e.g., humanitarian construction projects) to support JFC efforts and effectively deliver themes and messages that support the Commander's communication strategy.
- Develop mechanisms, in coordination with J4 staff, to manage critical class IV commodities.

Basing and Infrastructure. The Engineers play a critical role in sustainment operations through development, closure, and transition of basing and infrastructure. In base support operations, the JFC Engineer establishes policy for base development, construction standards, real estate actions, operation and maintenance, and closure of facilities. The Engineer recommends to the commander the overall AOR facility policy and reconciles discrepancies with the military Service components or CCMD staff. Environmental planning and policy formulation are important to consider early in the operational planning process. Key tasks include developing policy in accordance with U.S. and HN laws and agreements, providing advice on applicable laws and regulations, mitigating actions for mishaps, and coordinating for completion of all Environmental Baselines Surveys (EBSs). Neglecting early environmental planning can result in impacts to force protection issues (health and safety) and the disposal of real estate or the closure of operating bases. These functions normally require specialized skill sets not usually available on the engineer staff. Some Service engineers may have the experience required, but fuller expertise resides in the U.S. Army Public Health Command, U.S. Army Environmental Command, USACE, and NAVFAC.

Insights:

- Consider infrastructure and basing requirements in the early stages of campaign development, particularly for new construction or extensive renovations.
- The Joint Facilities Utilization Board (JFUB) is the primary tool to manage real estate/facilities use, base construction, and basing program oversight.
- Execute the JTF environmental management program. Develop the environmental considerations Annex L to the JTF OPORD, manage the JEMB, and ensure JTF compliance with environmental policies developed by the JTF.
- Contingency basing using predesigned modules (e.g., FORCE PROVIDER and HARVEST FALCON) maximizes operational flexibility and support efficiency. Contingency construction and MILCON provide more enduring solutions but require long lead time for planning, funding, and construction.

Best Practices:

- Incorporate basing and infrastructure considerations in the JFC's concept of support.
- Incorporate environmental planning factors during planning to reduce later challenges in disposal of real estate or the closure of operating bases.
- Understand and apply the appropriate basing standards to achieve the mission.
- Use a JFUB to establish policies, procedures, priorities and overall direction for engineer support to troop bed-down and mission requirements. Evaluate and reconcile component requests for real estate, use of existing facilities, and construction to ensure compliance with

priorities established by the JFC. Integrate coalition and interagency facility use. Develop MILCON priority submission. Recommend approval for non-appropriated funded construction programs and repair. Provide technical and fiscal oversight for construction and base development.
- Understand and clearly articulate funding authorization and constraints.
- Develop working relationship with contract construction agents (i.e., USACE and NAVFAC).

Health Services. HS supports the operational mission by fostering, protecting, sustaining, and restoring the health of the joint force. HS responsibility is under the staff purview of the Joint Force Surgeon. Inclusion of HS requirements into operational planning is vitally important to sustain operations. The Joint Force Surgeon and staff develops the HS plan based on the operational situation, mission requirements, and the joint force's medical capabilities.

Allocation of surgical and hospitalization assets are best done using the Joint Staff approved Joint Medical Planning Tool (JMPT). JMPT is used to develop an estimate to demonstrate patient flow from the point of injury through definitive care while implementing planning and logistics strategies for operational missions. The Joint Staff-endorsed MSAT (a medical situational awareness tool) combines geographic information system mapping capabilities with: medical C2; worldwide asset visibility; patient search and tracking; decision support; theater blood tracking and reporting; blast exposure and concussion incident reports; disease and medical surveillance.

Insights:
- A clear picture of the medical footprint enhances operational planning efforts and ensures responsive support. The picture should incorporate the joint medical functions to include: all medical capabilities, equipment, airlift/MEDEVAC support; personnel and specialties available in the operational area; and availability of multinational and HN facilities and services.
- At the CCMD, leverage Defense Health Boards to communicate operational medical requirements for sourcing to the Joint Staff and OSD.
- Allocation of surgical and hospitalization assets is best done using the JMPT.
- Understanding supported and supporting command relationships enhances medical support during NEO and RSOI.

Best Practices:
- Monitor medical capabilities using the Joint Staff endorsed MSAT.
- JTFs should review the CCMD's Theater Campaign Plan (TCP) to understand transition points which enable anticipation and planning for allocation of critical medical capabilities and resources.
- Active participation in Force Flow Working Groups to adjust or right-size equities in the TPFDD allows opportunity to mitigate early medical gaps.
- CCMD Surgeons should set communication guidelines and staff processes for the theater during steady state operations enabling effective JTF integration during crisis. Procedures for transition to crisis should be documented within TCP Annexes or separate SOPs.

Mortuary Affairs (MA). GCCs normally establish a JMAO within their commands to provide policy to their assigned Service components and support the joint force. The JMAO develops

MA-specific directives and geographic specific operation orders for the GCC, while providing oversight of Service component MA operations and programs. The Services are responsible for tentative ID and disposition of human remains and personal effects unless given other guidance by the JMAO. Commanders and MA-support planners at all levels should consider the following during planning and execution: review or establish multinational agreements; anticipate number of expected fatalities; determine level of infrastructure development (e.g., port mortuary location, intra-theater lines of communications, airfields, and other facilities).

Insights:

- MA capabilities within DOD are extremely limited; DOD provides:
  - Advisory support
  - Search, recovery, receiving
  - Decontamination
  - Identification
  - Processing, storage, and transportation assistance of remains.
- Religious beliefs and practices will influence the handling of human remains and may impact joint and multinational operations. Religious support teams can advise on specific religious practices associated with handling of the deceased and interment operations.
- Be responsive and able to provide support across the full range of DSCA operations.
- HHS is the primary agency for MA in a federal emergency or disaster response.

Best Practices:

- Conduct country survey for mortuary affairs assets and facilities and update current plans accordingly (e.g., refrigeration support, morgues, and embalming capabilities).
- When applicable, draft approval documentation for temporary internments and use of Defense Commissary Agency (DECA) commissary cold storage prior to the start of combat operations. The approval authority for temporary internments is the Combatant Commander.
- Within a mortuary affairs estimate, evaluate J-1 casualty estimates, equipment stockpiles, and expected recycle times of mortuary affairs equipment (e.g., transfer cases) to ensure the industrial base has the necessary lead-time to refill supply expenditures.
- Review and become familiar with MA support to DSCA operations; quickly establish rapport with key civilian personnel (e.g., medical examiners, foreigners).

Personnel Support. Human resources, financial management, and religious affairs are functional areas within joint personnel support. These functions are executed by the J1, J8 and HQ chaplain respectively.

Joint Manning Document (JMD). Once a mission is delineated via a SecDef order, the unit tasked to form the core of the JTF HQ is required to identify its personnel requirements. One of the keys to effectively transitioning a Service component organization from its routine Title 10-related missions to that of a JTF HQ is the creation of a JMD that defines the JTF HQ's overall manpower requirements needed to complete its mission. The J1 and other staff elements work in support of the *J3-led* mission analysis efforts to identify requirements, JMETs, and corresponding manpower requirements. These requirements ensure adequate manning levels and the proper mix of skilled military and civilian personnel.

The JMD is the primary tool to identify the core staff and to request JIAs. JMD billets can be filled using multiple sourcing options to include existing staff personnel, Service units, and other

DOD entities. With proper coordination, it is possible to leverage coalition, other government agencies, and contractors to fill capability gaps. A formalized, structured JMD working group (JMDWG) is the prescribed venue for JMD development. It is used to confirm/validate JMD positions by skill, grade, and component. The draft JMD is submitted to the establishing CCDR for validation and approval. The CCMD J1 will attempt to fill any remaining vacancies in the JMD from within the CCMD prior to requesting JS J1 for JIA support. The JMD is not a static document. Once approved and sourced, the JMD can be used as a tool to: track by-name arrivals and departures for each position; determine and refine current and future manning requirements; and to submit requests to HHQ for changes based on approved additions, deletions, and modifications identified by the JMDWG.

Insights:

- JMD development and management is an iterative process that warrants constant command attention.
- JMDs should be capabilities-based to allow the staff to effectively meet operational requirements.
- Accurately reflect the actual needs of the commander in JMD construct; inflated requirements call into question the veracity of the entire document.
- An evolving mission mandates an adaptive manning construct.
- LNO/interagency partners, internal and external to the organization, are a critical component of a staff. Provide the most qualified personnel as liaisons to external organizations.

Best Practices:

- The JMDWG is most effective when chaired by the COS. Identify the J1 and J3 as JMDWG co-facilitators.
- Engage the entire staff to identify required capabilities during JMD development to establish a credible/supportable document.
- Engage the Service components early and frequently during the JMD validation process to improve fill rates.
- Include theater Service component manpower representatives in the JMDWG.
- Establish an iterative process through the JMDWG, ensuring the staff remains tailored and capable to adapt to evolving mission phases, branches, and sequels.

Personnel Accountability. The J1 has primary staff responsibility for personnel accountability and strength reporting. Accountability begins with force arrival in the theater. Accurate accountability enables leaders at all echelons support the Commander's overall concept of operations. Timely reporting allows the commander to make optimal force allocation and employment decisions.

The Joint Personnel Status and Casualty Report (JPERSTAT) is the prescribed method used to satisfy the Commander's information needs and to authenticate the number of Total Force personnel physically present in a geographic CCDR's AOR. The JPERSTAT is divided into three sections: Personnel Strength, Casualty, and the Narrative. The personnel strength number includes all U.S. forces physically present within a CCDR's AOR; the Casualty Section is a report of all categories of personnel identified in the Personnel Strength Section who have become casualties since the last JPERSTAT report; and, the Narrative section is used to amplify data, raise personnel issues, and explain changes or discrepancies. The completed JPERSTAT

will be classified consistent with the classification of the operation or as directed by the CJCS or the authoritative CCDR.

A mechanism to account for personnel arrivals (to include civilians and U.S. contractors) is through the establishment of a Joint Personnel Processing Center (JPPC). The JPPC is the central entry point for in-processing and should be established as early as possible in an operation. In addition to accountability, the JPPC is an excellent venue to provide briefings regarding rules of engagement, cultural concerns, general orders, and information regarding billeting, training, and onward movement. Additionally, the JPPC is used to out-process personnel upon their departure from the theater or the operational area.

As the number of contractors on the battlefield increases, accurately accounting for these contractors (both U.S. and foreign national) presents a significant challenge. Processing these personnel in and out of the AOR through the JPPC, or other personnel centers designated by the CCDR, can alleviate this issue. The Synchronized Pre-deployment Operational Tracker (SPOT) is the sole federal government database for tracking and accountability of contractor personnel; its use is mandatory. SPOT delivers a standardized and collaborative method for the management, tracking, and visibility of contractor personnel.

Insights:
- Personnel accountability (to include JRSOI) should be included in a JFC's concept of operations.
- Anticipate there will be several casualty reporting sources.

Best Practices:
- Establish reporting instructions that identify mandatory entry points (ideally at a JPPC) as well as theater-specific personnel requirements (medical records, orders, etc.).
- Identify staff responsibility for the oversight and monitoring of SPOT (JP 4-10 states that the J1 is responsible for contractor accountability through the use of the Contracting Representatives); know the SPOT use requirements and system functionality.

Casualty Reporting. Casualty reporting requirements are based on CCDR guidance to make the chain of command aware of the status of forces and events under their purview. Casualty operations are a Title 10, USC responsibility of the respective Services. Service casualty procedures remain relatively consistent across the range of military operations. The system for casualty reporting by the DOD is the Defense Casualty Information Processing system (DCIPS). The lowest level unit with DCIPS capability creates the casualty report. Timely and accurate reporting is critical, since reporting facilitates time sensitive family notification. Typically, the Services perform the next of kin notification and the J1 maintains accountability.

Insights:
- Properly maintaining accurate personnel accountability facilitates timely casualty reporting.
- Plan for redundant casualty reporting capabilities.

Best Practices:
- Link casualty reporting to significant events for commander update briefs.
- Ensure the most current casualty information is presented at all commander update forums by the J1 (regardless of established reporting criteria).

- Reconcile casualty numbers between the J1, J3, J4, and the Joint Force Surgeon's office to eliminate confusion.

Religious Affairs in Joint Operations. Joint Force Chaplains (JFCH) provide two fundamental tasks regardless of the level of command they serve; religious-based advice to commanders and staff, and religious support to service members. JFCH advise commanders on a multitude of topics ranging from the influence of religion on joint operations to advice on how military operations may effect religious and humanitarian dynamics in an area of operations. Chaplains function as a religious leader and a staff officer who reports directly to the JFC.

The JFCH role as staff officer requires them to be knowledgeable in the JOPP, produce written products that inform and analyze the joint force (e.g., Religious Support Annex, Religious Estimate), and build strategic relationships with key stake holders.

JFCH joint staff officer functions include:
- Advising on religious impact of COAs.
- Liaison with NGOs, IGOs, and religious leaders.
- Informing relevant battle rhythm events.
- Briefing on cultural awareness/sensitivity.
- Coordinating religious support for civil military operations.

Insights:
- Consider religion, ideology, and other cultural issues when developing concept of operations, rules of engagement, planning civil-military operations, psychological operations, information operations, and public affairs activities. Task the JFCH to provide staff estimates to support planning and inform decision making.
- Tailor religious estimates to the mission plan, the operating environment, and the religious affairs assets. Religious estimates should consider tangible and intangible factors such as: location and movement of Religious Ministry Team (RMTs); logistical and communication support required for specific missions; RMT replacements; religious, moral, and morale issues that affect the service members and the unit; and impact of indigenous religions in the military operation.
- JFCHs and subordinate chaplains can engage with regional religious leaders in the area of operations on behalf of commanders to promote mission accomplishment. Engagement themes and messages must be nested in the overall commander's narrative and within legal parameters.

Best Practices:
- JFCHs should attend B2C2WGs like the JLOC, the JLCB, and the Interagency Coordination Board.
- For longer term operations, consider a Chaplain Synchronization WG, via collaborative means (e.g., DCS, VTC, Teleconference) to ensure synergy of operations.
- Participate in KLEs and related B2C2WGs within the roles and legal constraints of the chaplain.

Glossary
Abbreviations and Acronyms

ACSA – Acquisition and Cross-Servicing Agreement
AFCEE – Air Force Center for Engineering and the Environment
AOR – Area of Responsibility
ARG – Amphibious Ready Group
B2C2WGs – Boards, Bureaus, Centers, Cells and Working Groups
C2 – Command and Control
CCDR – Combatant Commander
CCMD – Combatant Command
CJCS – Chairman, Joint Chiefs of Staff
CLPSB – Commander's Logistics Procurement Support Board
CMO – Civil Military Operations
CONOPs – Concept of Operations
COP – Common Operational Picture
COS – Chief of Staff
CSA – Combat Support Agency
CUOPS – Current Operations
DAFL – Directive Authority for Logistics
DCIPS – Defense Casualty Information Processing System
DCIR – Director's Critical Information Requirement
DCMA – Defense Contract Management Agency
DCS – Defense Collaboration System
DOD – Department of Defense
DOS – Department of State
DR – Disaster Relief
DSCA – Defense Support to Civil Authorities
DTD – Deployable Training Division
EBS – Environmental Baseline Survey
e-JMAPS – Electronic Joint Manpower and Personnel System
FHA – Foreign Humanitarian Assistance
FML – Force Manning Level
FUOPS – Future Operations
FUPLANS – Future Plans
GCC – Geographic Combatant Commander
GIL – Globally Integrated Logistics
GIO – Globally Integrated Operations
HHQ – Higher Headquarters
HNS – Host Nation Support
HS – Health Services
HSS – Health Services Support
IGO – Intergovernmental Organization
ISB – Intermediate Staging Base
ISSA – Inter-Service Support Agreement
J1 – Manpower and Personnel Directorate of a Joint Staff
J3 – Operations Directorate of a Joint Staff
J4 – Logistics Directorate of a Joint Staff
J8 – Force Structure, Resource, and Assessment Directorate of a Joint Staff
JCASO – Joint Contingency Acquisition Support Office
JCL – Joint Concept for Logistics
JCMEB – Joint Civil-Military Engineer Board
JDDOC – Joint Deployment and Distribution Operations Center
JDEIS – Joint Doctrine, Education, and Training Electronic Information System
JENG – Joint Engineer
JFC – Joint Force Commander
JFCH – Joint Force Chaplain
JFEC – Joint Force Engineer Command
JFUB – Joint Facilities Utilization Board
JIA – Joint Individual Augment
JLCB – Joint Logistics Coordination Board
JLEnt – Joint Logistics Enterprise
JLOC – Joint Logistics Operations Center
JLOTS – Joint Logistics-Over-The-Shore
JMAO – Joint Mortuary Affairs Office
JMB – Joint Movement Board
JMD – Joint Manning Document
JMDWG – JMD Working Group
JMET – Joint Mission Essential Task
JMPT – Joint Medical Planning Tool
JOA – Joint Operations Area
JOC – Joint Operations Center
JOPP – Joint Operational Planning Process
JPERSTAT – Joint Personnel Status and Casualty Report
JPG – Joint Planning Group
JPPC – Joint Personnel Processing Center
JRRB – Joint Requirements Review Board
JRSOI – Joint Reception, Staging, Onward movement and Integration

Glossary
Abbreviations and Acronyms

JTF – Joint Task Force
JTF-PO – JTF - Port Opening
KLE – Key Leader Engagement
LNO – Liaison Officer
LOE – Line of Effort
LOGCOP – Logistics Common Operational Picture
LOO – Line of Operation
MEDEVAC – Medical Evacuation
MEU – Marine Expeditionary Unit
MSAT – Medical Situational Awareness in the Theater
MILCON – Military Construction
MOE – Measure of Effectiveness
MNF – Multi-National Force
MRoE – Medical Rules of Eligibility
NAVFAC – Naval Facilities Engineer Command
NEO – Noncombatant Evacuation Operation
NGO – Nongovernmental Organization
NTS – NEO Tracking System
OCN – Other Country National
OCS – Operational Contract Support
OCSIC – OCS Integration Cell
OFDA – Office of Foreign Disaster Assistance
OGO – Other Government Organization
OPLAN – Operations Plan
OPORD – Operations Order
PVO – Private Volunteer Organization
RMT – Religious Ministry Team
RSOI – Reception, Staging, Onward Movement, and Integration
SCO – Senior Contracting Official
SME – Subject Matter Expert
SPOT – Synchronized Pre-deployment Operational Tracker
TCP – Theater Campaign Plan
TPFDD – Time Phased Force Deployment Data
TPMRC – Theater Patient Movement Requirements Center
TSC – Theater Security Cooperation
USACE – U. S. Army Corps of Engineers
USAID – U. S. Agency for International Development
USG – U. S. Government
USTRANSCOM – U. S. Transportation Command
VTC – Video Teleconference

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