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PLANNING OPERATIONAL CONTRACT SUPPORT



**JOINT STAFF
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CHAIRMAN OF THE JOINT CHIEFS OF STAFF MANUAL

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Reference(s): See Enclosure F.

1. Purpose

a. Consistent with references a through q, this manual provides guidance for integrating operational contract support (OCS) into established planning processes during deliberate, crisis action, and theater campaign planning in order to achieve the operational commander's objectives and desired effects. Within the context of the Joint Strategic Planning System (JSPS), OCS planning:

(1) Encompasses contract support integration, contracting support, and contractor management

(2) Identifies roles and responsibilities specific to OCS during joint planning and operations execution

(3) Evaluates DoD's ability to execute and sustain joint operations

(4) Identifies capability shortfalls

(5) Recommends mitigation options to resolve capability gaps

(6) Determines and quantifies requirements appropriate for contract solutions.

b. To assist planners in these tasks, this manual includes OCS planning considerations, example language, templates, and checklists for developing OCS planning documents and documenting OCS in annexes or appendices for Level I through IV plans. More examples are in the OCS-Connect Products and Templates Library.

2. Superseded/Cancellation. None.

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3. Applicability. This manual applies to Combatant Commanders, their components and supporting commands, subordinate Joint force commands, the Services, Combat Support Agencies (CSA) and the national logistics providers responsible for theater and functional command campaign plans, subordinate campaign plans and concept plans (CONPLANS) and operational plans (OPLANS) tasked in the JSCP or as directed by the CCDR. As OCS impacts all military operations across all functional areas, planners must coordinate across staff elements to identify the scope of contracted support, contracted support requirements and their impact on the concept of operation.
4. Procedures. See Enclosures A to E.
5. Summary of Changes. None.
6. Releasability. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on NIPRNET. DoD Components (to include the Combatant Commands), other Federal agencies, and the public, may obtain copies of this directive through the Internet from the CJCS Directives Electronic Library at <http://www.dtic.mil/cjcs_directives>. JS activities may also obtain access via the SIPR Directives Electronic Library Websites.
7. Effective Date. This MANUAL is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:


WILLIAM C. MAYVILLE, JR.
LTG, USA
Director, Joint Staff

Enclosures

- A - OCS Implications for Joint Planning
- B - Strategic Guidance
- C - Concept Development
- D - Plan Development
- E - Plan Assessment
- F - References
- GL - Glossary

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ENCLOSURE A

OPERATIONAL CONTRACT SUPPORT (OCS) IMPLICATIONS FOR JOINT
PLANNING

1. General. The requirement to perform joint OCS planning is derived from references a and b, guidance provided in reference c, and reference d. Staffs, agencies, and components have distinct OCS roles and responsibilities during planning.

2. Operational Contract Support (OCS) Planning Roles and Responsibilities

a. Logistics Directorate, Joint Staff (J-4):

(1) Provide OCS planning guidance to Combatant Commanders (CCDRs), Services, and CSAs to support GEF and JSCP tasking.

(2) Assist Combatant Command (CCMD) staffs in resolving OCS problems beyond the control of CCMDs.

(3) Review CCDR-submitted plans and identify critical joint OCS capability deficiencies, as a member of the joint planning and execution community (JPEC).

(4) Review OCS capabilities and assess the effects of capabilities on meeting national security directives, policy, and strategic plans.

(5) Develop joint doctrine for the joint employment of OCS capabilities.

(6) Formulate policy for joint OCS training.

b. Combatant Commands:

(1) Conduct OCS planning actions to ensure timely integration of OCS strategic guidance throughout all operations. The CCMD will implement and include OCS guidance, tasks, and policy in appropriate CCMD plans and orders (e.g., TCP, FCP, PLANORD, EXORD, FRAGORD, exercise directives).

(2) Develop OCS Concept of Support and integrate with the concept of operations (CONOPS) and concept of logistic support (COLS).

(3) Develop recommendations for the assignment and the execution of an appropriate structure for contracting organization (see Enclosure C, pages C-4, 5).

(4) Coordinate and task the Service components to collect and develop OCS operational environment information and contribute to OCS analysis of the operational environment.

(5) Direct respective Combatant Command Components to develop OCS supporting plans consistent with the CONOPS (Annex W) for the use of theater support contracts, systems support contracts, and integrating external support contracts as appropriate.

(6) Review OCS plans for Service components, CSAs, and theater special operations commands (TSOCs).

(7) Coordinate with OGAs, multinational partners, and NGOs and include their equities in OCS planning to the degree reasonable.

(8) Determine, establish, and modify the contractor management plan for the theater and/or JOA to support operations throughout all phases.

(9) Coordinate and appropriately task Service components to provide forces that are trained in the use of supporting automation (e.g., Synchronized Predeployment and Operational Tracker-Enterprise Suite (SPOT-ES)) needed to comply with DoD policy.

(10) Review host nation laws and agreements within the AOR/JOA and other policies related to OCS matters (e.g., limitations on employment of third country nationals, availability/suitability of host nation (HN) contractors or personnel). Ensure contractor personnel are trained, deployed, and integrated in accordance with the CCMD contractor management plan and SPOT-ES business rules.

(11) Collect component OCS force flow plans via the TPFDD for the deployment/redeployment of contracting organizations, contractors, and their equipment for level 3T and 4 plans.

(12) Inform the commander, staff and components of alternative acquisition strategies and non-organic support (e.g., host-nation support, contracted support) as a means to mitigate potential gaps and meet operational requirements and goals/objectives.

(13) Develop OCS capability sets to provide OCS planning to support CCMD/subordinate JFCs and Service components (i.e., Joint Contingency Acquisition Support Office (JCASO) Mission Support Team (MST) relief).

(14) Ensure the staff directorates and Service components identify their OCS requirements as well as develop and incorporate OCS into their

plan/order and annexes. Figure 1 outlines requirement considerations across the staff.

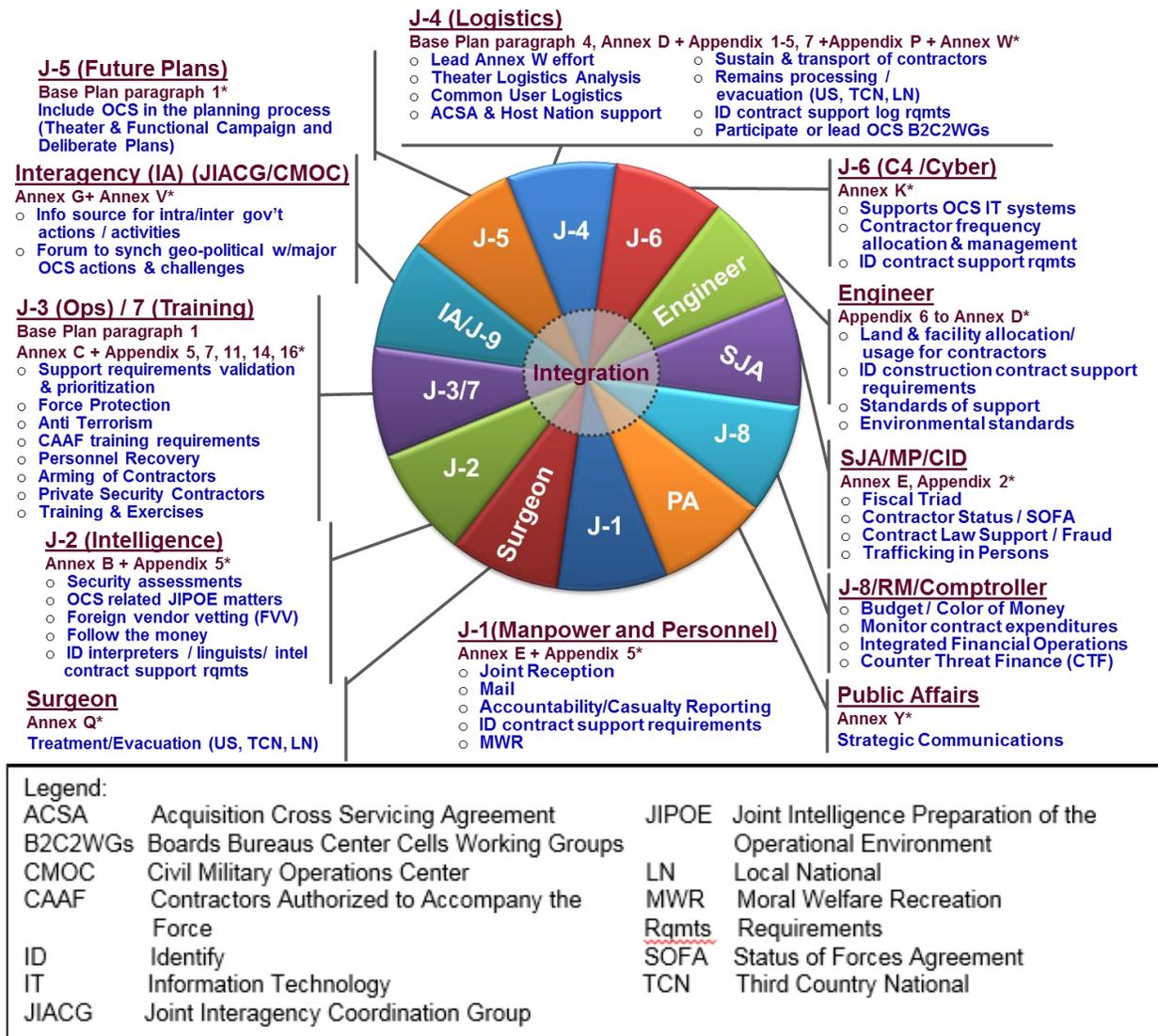


Figure 1. OCS Integration Staff Touch Points

(15) Conduct the OCS portion of the LSA.

(16) Advise the CCDR on the required OCS capabilities and risks in deliberate and crisis action planning.

(17) Integrate the use of JCASO into plans and operations, as appropriate.

(18) Determine OCS education and training requirements for personnel on the CCMD staff and their Service components and JTFs.

(19) Establish Boards, Bureaus, Centers, Cells, and Working Groups (B2C2WGs) to: establish OCS policies and procedures; develop, integrate and synchronize requirements; determine common contracted commodities, support, and services.

(20) Direct Service components and subordinate commands to participate in appropriate OCS related B2C2WGs and develop appropriate SOPs/TTPs to plan and execute OCS. Request that interagency and other governmental agencies participate in OCS B2C2WGs as well in order to coordinate contracted support requirements and other OCS issues.

(21) Identify shortfalls and risks in CCMD-related OCS operations and support.

c. Service Headquarters:

(1) Establish, develop, and maintain planning factors for calculating OCS requirements. Services provide planning factor updates using guidance in reference g.

(2) Assist the supported and supporting commanders, generally through the Service component commander, in the following:

(a) Identify and document OCS requirements as well as support development of the OCS operational environment (OE).

(b) Source CCDR-directed OCS support requirements.

(c) Identify shortfalls and risks in Service-related OCS operations and support.

(d) Determine interim and long-term strategies to correct deficiencies that are currently supported through OCS in the early phases of contingency operations.

(e) Train personnel to develop contract ready requirements as required.

(f) Organize, train, and equip their personnel to utilize the Synchronized Predeployment and Operational Tracker – Enterprise Suite (SPOT-ES).

(g) Ensure requiring activities are trained to develop requirements and oversee (via CORs) the receipt and validated delivery of contracted support in conjunction with the contracting activity/office.

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(3) Conduct and provide an OCS assessment of supportability to the supported commander as part of the Service's input to the LSA. Services HQ may delegate this requirement to the respective Service component but will assist when required. Coordinate with all CSAs before sending the final Service supportability assessment to the supported commander.

(4) Address OCS critical shortfalls for correction or mitigation through planning, programming and budgeting execution system actions, or other appropriate means in collaboration with the supported commander and Joint Staff.

(5) Provide an assessment of current contracts and OCS capabilities that could be provided/utilized within the JTF JOA and GCC AOR to support the requirement where significant organic deficiencies exist against mission critical requirement.

(6) Write supporting OCS plans and agreements.

(7) Respond to Service component Requests for Assistance (RFAs) approved by the CCDR and submitted to the Joint Staff for resourcing. Inform the CCMD (J4) of the RFA status.

(8) Identify OCS capability sets to Service Components and GCCs to support mission requirements. This Service capability will be identifiable in reference e with a unit type code (UTC) and associated type unit characteristics file (TUCHA).

(9) Ensure forces are organized, trained, and equipped to meet GCC requirements. Report inability to meet OCS requirements via official systems.

(10) Identify strategic contract capabilities available to GCCs for potential use (e.g., worldwide intelligence, surveillance, and reconnaissance (ISR); translation; and communication contracts).

d. Director, Defense Contract Management Agency (DCMA). Under the authority, direction, and control of the USD(AT&L), through the ASD(Acquisition), the Director, DCMA:

(1) Plans for and performs contract administration services (CAS) for the DoD acquisition enterprise and its partners to ensure delivery of quality products and services to the operating force.

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(2) Plans for the support of GCCs as an OCS force provider with contingency contract administrative services (CCAS)¹ expertise in military operations when requested by the supported GCC and as directed by USD (AT&L) in accordance with revised OSD policies on CCAS and OCS joint doctrine (reference h, “Operational Contract Support”).

e. Defense Logistics Agency (DLA):

(1) Provides OCS support through the Joint Contingency Acquisition Support Office (JCASO).

(2) JCASO is an enabling capability providing OCS coordination and integration during peacetime and contingency operations. JCASO planners are embedded within the Geographic Combatant Command staffs and USSOCOM to provide OCS expertise in support of planning, exercise, and operational requirements. JCASO planners assist the CCMDs by enabling the tasks below.

(a) Develop and refine the Annex W with appendices of TCPs, CONPLANs and OPLANs.

(b) Identify OCS requirements and integrate them into:

1. Theater Campaign Orders
2. Theater Security Cooperation plans
3. Ambassadors' mission performance plans
4. Service component command (SCC) plans
5. Agency plans
6. Other OCS partner plans.

(c) Prepare and coordinate agreements, policies, orders, and guidance to codify OCS at the GCC and its subordinate component.

(d) Develop and refine the contractor management plan (CMP) associated with respective Annex Ws; identifying theater-specific contractor management, accountability requirements, key staff and subordinate command responsibilities.

¹ CCAS is starting to be referred to expeditionary contract administration (ECA), although no official policy change has occurred.

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(e) Coordinate and synchronize OCS B2C2WGs at the Geographical Combatant Commands.

(f) Support development of additional plans, orders, and local policies to implement contingency tools (e.g., draft charters, OCS-related Commander's critical information requirements (CCIRs), SPOT-ES, Joint Asset Movement Management System (JAMMS), and Total Operational Picture Support System (TOPSS)).

(g) Coordinate OCS equities with Department of State (DOS), the Chief(s) of Mission (COM), U.S. Agency for International Development (USAID), and other U.S. agencies during plan development.

(h) Prepare and coordinate requests for employing JCASO MST capability in support of joint operations, contingencies, and joint exercise.

(3) A JCASO MST is a task-organized, deployable cadre that is requested by a GCC to provide a temporary OCS enabling capability to GCCs or their subordinate units during any operational phase. Each MST is tailored to provide skilled manpower to plan, train, execute, manage, and report OCS. DLA/JCASO, the requesting activity and the GCC will agree to a governance document. The governance document will serve to specify the MST's composition, support requirements, timeline, tasks, deliverables, and funding. To the extent possible, the governance document should be signed by both the senior requesting officer and DLA's Logistics Operations Director prior to the MST deploying.

f. Combatant Command Components:

(1) Inform CCDRs of Service-specific OCS capability or programmatic concerns that could impact current or future operations.

(2) Support CCDRs in the development, refinement, and maintenance of plans as the foremost source of Service information.

(3) Calculate deploying contracted support and contracting organizational requirements for inclusion in the TPFDD/TPFDL.

(4) Conduct assessments and provide detailed information to support the development of the Service component LSA. The Service component LSA will support the development of the CCMD LSA.

(5) Coordinate with Service HQs and the Combatant Command J4 to resolve OCS problems unsolvable at the component level.

- (6) Advise Headquarters or Services of and coordinate with Combat Support Agencies (CSAs) for plan assessments; identify OCS capability shortfalls, gaps, or redundancies.
- (7) Identify all OCS requirements needed to fulfill operational requirements for each phase during the development and writing of supporting plans.
- (8) Identify and conduct training of contracting officer representatives (CORs) of requiring activities.
- (9) Support the CCMD OCS planners during campaign operations through the collection and analysis of data elements relevant to future OCS actions, such as: commercial business environment, market analysis, theater logistics analysis, and input into the JIPOE.
- (10) Plan for OCS as part of deliberate planning activities, crisis action planning activities, and for CCMD assigned campaign operations, activities, and ongoing operations, exercises, security cooperation activities, and initiatives (such as a basing initiative)).
- (11) Advise Combatant Commands on the structure for contracting organization (LSC, LSCC or JTSCC) and lead or support the structure, as tasked.
- (12) Request provision of contracting authorities from the Service Acquisition Executive (SAE) required to conduct the contracting mission tasked by the CCDR, and Executive Agency responsibilities that may be assigned by DoD/SecDef. Coordinate direct contracting support to the Service.
- (13) Request and source applicable SAE procurement authorities to be provided to units and forces responsible for providing contracting support to their own forces, LSCC, LSC, JTSCC, as well as CCAS, in order to fully integrate and coordinate the theater, external, and system support contracts supporting the Theater of Operation or Joint Operational Area (JOA).
- (14) When a Service is identified as lead to perform LSC, LSCC, or JTSCC duties in a plan:
 - (a) Identify a SCO to the Service Components and GCC.
 - (b) Ensure augmentation is planned, as required, to execute roles and functions.

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(c) Coordinate with the GCC, other Service components, TSOC and subordinate Joint Force Commander to identify contracting officer and/or OCS staff augmentation required from other Services to execute roles and functions.

(d) Prepare to execute OCS-related B2C2WG (as a minimum JRRB and JCSB procedures) required to synchronize contracting efforts, to include establishing representation required from all appropriate DoD organizations.

(15) Coordinate on senior contracting official (SCO) designation for the joint operational area. Direct designated SCO to develop Theater Contracting Plans and Acquisition Instruction that integrates the FAR, DFARS, and Service FARS with the OCS CONOPS, Annex W, and EXORD/FRAGOs, as well as external and system support contracts deployed. Integrate associated LSCC, LSC, or JTSCC responsibilities as appropriate.

(16) Organize, train and equip forces, in conjunction with Service HQs, to:

(a) Use SPOT-ES as the system of record for contractor accountability and provision of GFS.

(b) Use joint and Service systems to better integrate OCS (e.g., contingency Acquisition Support Model (cASM)).

(c) Develop forces, procedures and systems to be joint OCS capable.

g. Joint Force Commander/JTF Commander, Service Components (JFC/JTF), and Combat Support Agencies.

(1) Coordinate with other staff HQs planners, subordinate elements, and supporting elements.

(2) Identify and share OCS-related information.

(3) Obtain and consolidate contract statement of requirements for all elements.

(4) Incorporate appropriate OCS-related information into their portions of the OPLAN/CONPLAN.

(5) Plan for OCS (contract support integration, contracting support, and contractor management) as part of campaign operations, deliberate planning activities, and crisis action planning activities. Identify projected manpower requirements needed to execute OCS specifically: conduct OCS integration (e.g., establish an OCS integration cell or OCSIC); support

execution of contracting through LSCC, LSC, or JTSCC; execute and participate in appropriate B2C2WGs with OCS equities.

h. Joint Enabling Capabilities Command (JECC) of the U.S. Transportation Command.

(1) Provide rapidly deployable, tailored, joint planners with expertise to accelerate the formation and increase the effectiveness of a joint force headquarters during emerging operations through their Joint Planning Support Element (JPSE).

(2) Provide expertise in plans, logistics, and knowledge management, among others, to include OCS considerations.

3. Joint Planning Process

a. The overarching joint operation planning process (JOPP), documented in references d and k, guides CCDRs in developing plans for the employment of military power within the context of national strategic objectives and national military strategy (NMS) to shape events, meet contingencies, and respond to unforeseen crises.

b. To thoroughly understand OCS planning, in addition to this manual, in-depth knowledge of the listed references is essential.

c. The joint planning group (JPG) or the operational planning team (OPT) bring together representatives from across the staff to conduct joint or Service planning. The OCS planner, or OCSIC, if formed, must constantly coordinate with the JPG or OPT to ensure OCS is considered during the planning process and is included in planning documents as appropriate.

d. Joint planning encompasses four planning functions: strategic guidance, concept development, plan development, and plan assessment; and includes the seven steps: planning initiation, mission analysis, course of action (COA) development, COA comparison, COA approval, and plan or order development. Figure 2 summarizes external and OCS inputs, OCS activities, and OCS outputs as they correspond to joint planning functions and steps. The details are explained in Enclosures B to E.

		Planning Functions			
		Strategic Guidance	Concept Development	Plan Development	Plan Assessment
JPG or OPT Steps		1) Planning Initiation 2) Mission Analysis	3) Course of Action (COA) Development 4) COA Analysis & Wargaming 5) COA Comparison 6) COA Approval	7) Plan or Order Development	[In-process reviews (IPRs) separate planning functions; more than one IPR per function may be required]
	Constant Coordination Input	<ul style="list-style-type: none"> Planning directive Existing plans including Theater Posture Plan & Theater Logistics Analysis Strategic guidance Proposed mission statement Commander's intent 	<ul style="list-style-type: none"> CDR's mission statement & refined planning guidance aOE with contracted capability options Estimated force list Existing contracts and task orders 	<ul style="list-style-type: none"> Selected operational COA OCS Estimate Initial TPFDD 	<ul style="list-style-type: none"> Plan or order OCS Concept of Support OE changes Initial MOEs/MOPs
	OCS Activity	<ul style="list-style-type: none"> Establish link to Joint Planning Group (JPG) or Operational Planning Team (OPT) Present OCS capability & risk Analyze input for OCS equity Collect available information Develop OCS-related facts, assumptions, limitations Identify OCS information requirements (IR) Anticipate broad contracted capabilities needed to complete the mission Begin output documents 	<ul style="list-style-type: none"> Determine how OCS supports planned strategic objectives & desired effects Refine aOE based on COAs Develop OCS options, impacts, risks, advantages/disadvantages by COA Estimate contracting force requirement Rough estimate of contractors authorized to accompany the force (CAAF) by COA Recommend structure for contracting organization (LSCC, LSC) Identify OCS tasks 	<ul style="list-style-type: none"> Refine aOE Refine CSSM/CSOR/ TPFDD Develop Annex W Lead staff working group on the Contractor Management Plan (CMP) in coordination with OPT-lead Consolidate OCS info from other annexes Assess OCS in the Logistics Supportability Analysis (LSA) Establish OCS measures of performance (MOP) and effectiveness (MOE) Develop/modify contracts/task orders 	<ul style="list-style-type: none"> Identify expected outcomes Assess OCS capabilities Participate in rehearsals Revise OCS products throughout execution (aOE, Annex W, input to other Annexes) Monitor changes in the OE pertaining to OCS
Operational Contract Support Integration Cell (OCSIC) or OCS Planner	Output	<ul style="list-style-type: none"> Initial contracting force requirement for early movement Initial OCS analysis of the operational environment (aOE) [input to/from JIPOE] OCS input to CDR's information requirements Initial OCS Estimate [part of Logistics (LOG) Estimate] 	<ul style="list-style-type: none"> Revised OCS Estimate OCS Concept of Support with overlay linked to Concepts of OPS and LOG Draft Contract Statement of Requirements (CSOR) Draft Contract Support Synch Matrix (CSSM) Draft OCS equities in time-phased force and deployment data (TPFDD) 	<ul style="list-style-type: none"> OCS input to: Base plan/order (para 4, Annex D & other annexes) LSA Refined TPFDD Initial MOPs & MOEs Annex W with appendices Draft/refine Contractor Mgmt Plan Refined CSSM & CSOR 	<ul style="list-style-type: none"> Refined OCS MOPs & MOEs OCS part of Logistics Situation Report (LOGSITREP) Adjustments to plan/order Fragmentary orders Branches and sequels

Figure 2. OCS Activities in the Context of Joint Planning

e. Another important element in the planning process is the in-progress review (IPR). IPRs are a disciplined dialogue among strategic leaders on shaping the plan as it develops and represent the transition from one function to the next. More than one IPR may be required to effect the transition.

f. In common application, the joint planning steps proceed according to planning milestones and other requirements established at various levels.

g. OCS planners begin their outputs or products during the first steps of the planning process and continue to refine them throughout execution.

4. Operational Contract Support (OCS) Issues Relevant throughout Planning

a. Contractors Authorized to Accompany the Force (CAAF). CAAF (see glossary) normally do not reside in the JOA but their presence in the JOA is required to support U.S. military operations. When security situations and/or infrastructure do not allow CAAF to reside on the local economy, DoD generally has the responsibility to provide security, billeting and life support. It is imperative that contracted support requiring activities (e.g., Service components and staff) provide the OCS planners with a CAAF estimate by

location. This CAAF estimate will be utilized by other staff planners to develop a total force (military, DoD civilian and contractor) posture by location and the subsequent requirements that need to be planned for (e.g., billeting, subsistence, force protection, etc.).

b. Non-CAAF. Non-CAAF (see glossary) do not reside with U.S. forces. Non-CAAF contractor employees are generally non-mission essential employees (e.g., day laborers, delivery and cleaning service personnel, etc.), and are not conveyed CAAF status. Government-furnished support to non-CAAF is typically limited to force protection, emergency medical care, and basic human needs (e.g., bottled water, latrine facilities, security, and food, when necessary) when performing their jobs in the direct vicinity of U.S. forces.

c. CCMD OCS webpages. CCMDs should have their theater OCS policies posted on a standardized webpage per reference m. Complete and current CCMD policies for OCS inform planning and actions by in-theater organizations, supporting defense organizations, and contractors.

d. Protection of the Force. The plan must account for force protection of the total force. When planning for the protection, OCS planners should work with the force protection planners to determine the requirement and consider if contracted support is an option. Requirements for force protection of contractors include their billeting, travel in the JOA, work spaces, authorization for contractors to carry weapons for personnel defense, use of armed private security services (including rules for the use of force (RUF)) and related equipment, weapons training, and incident reporting procedures. These need to be documented and addressed in the appropriate Annexes/Appendices in plans and orders.

e. OCS Enhancements. OCS planners need to be able to address how the use of contracted support could improve overall operational capabilities and potentially reduce operational risks. Plans should include:

(1) How to improve overall operational effectiveness and efficiency with contracted support

(2) Use and availability of contracted support

(3) When (phase/day) to increase or reduce the footprint (military, DoD civilian or contractor)

(4) Mitigation or promulgation of any associated risks with using or not using contracted support

(5) OCS enablers (e.g., contracted local materiel/supplies and suppliers).

5. Phasing

a. Phasing is a flexible model for arranging complex joint operations into manageable parts. Phasing helps the planning community visualize and think through the entire operation and define requirements in terms of forces, resources, time, space, and purpose. The planning process routinely uses a standard phasing construct; however, the number and nature of the phases is determined by the CCDR during operational design. Transitions between phases are designed to be distinct shifts in joint force focus and may require changing: priorities; command relationships; force allocation; or design of the operational area. These changes individually or in total may create new support challenges. From an OCS perspective, the transition between phases may require dramatic changes in contracted support requirements as well as drive a change in the contracting organization structure (e.g., LSCC to LSC).

b. OCS planners need to determine how OCS can support each phase -- which contracted capabilities are required and when to start the contracting process to ensure contracted support is available during phase transitions. OCS planning for different phases of multi-phased operations occurs concurrently. OCS planners should be constantly collaborating throughout the staff, the Service components and CSAs to determine contracted support and contracting requirements as well as how contractor management may change between phases. Consult reference j for a doctrinal discussion of phases.

c. In general, OCS planners should:

(1) Review current contracts (contracts established during CCMD campaign execution) to identify those that may be required to support contingency operations. As an example, a Civilian Augmentation Program task order(s) established as part of the CCMD campaign could be used to support contingency operations.

(2) Link OCS and the utilization of contracted support capabilities during the phase(s) and demonstrate how an operational condition is supportable via OCS in lieu of the organic forces due to various limitations. OCS planners will have a role in demonstrating how OCS capabilities could be utilized to support before, during and after the transition of a phase.

(3) Provide detail to the Commander and be able to assess potential operational risks by phase in coordination with the requiring activity.

(4) Be adaptive and recognize when a shift or change in contracted support may be required to ensure sufficient support is available before, during and after a transition.

d. The commander will determine the actual phases for a campaign or operation. Within the context of the phases established by a higher-level JFC, subordinate JFCs and component commanders may establish additional phases that fit their CONOPS.

e. There are OCS equities in each phase. OCS equities for commonly understood phases are discussed below.

(1) Campaign Planning–CCMD Campaigns (TCPs and FCPs).

Operations and activities outlined in TCPs and GCC-specific OPLANS and CONPLANS focus on shaping the operational environment to support the CCDR's overall objectives and strategic end states. Engagement activities occur to improve cooperation with allies and other partners. These activities complement broader diplomatic and economic engagement and can aid a friendly government's own security activities. Campaign planning offers OCS planners the opportunity to expand their knowledge of and access to additional contracted capabilities in anticipation of future events. An analysis of required contracted support needed for the deployment and sustainment of flexible deterrent options (FDOs) may occur during this phase. As such OCS planners need to collect and analyze OCS-specific operational environment data.

(a) Identify how OCS is linked to the CCDR's strategic end states and near-term objectives for the theater.

(b) Identify the CCDR's ongoing and new initiatives, plans, and partners and how OCS can be utilized to support these efforts.

(c) Identify potential risks to contracted capabilities, areas or programs that are needed to support campaign operations and deliberate planning efforts. The current JSCP requires CCDRs to develop plans "using DoD total force capabilities resident in force structure...including existing contracts and task orders." As such, if the CCMD is utilizing existing contracts and task orders to support requirements developed for deliberate plans, planners need to measure any associated risk should these contracts and task orders not be available for support.

(d) Conduct a detailed assessment of the theater/JOA to include the following:

1. Contracting capability (organic assets military/DoD civilian).

2. Contracts/task orders in place supporting the location or installation (e.g., indefinite delivery, indefinite quantity (IDIQ) and other contract vehicles to support steady-state operations can be rapidly expanded to support emerging operations).

3. Estimated total force population by location in the theater/JOA.

4. Acquisition and cross-service agreements (ACSAs) and host-nation support (HNS) arrangements, to include processes for developing requirements, submission of requirements, use and management of assets (supplies/services), and close out (payment) for supplies and services, by location and country, to include all in-place, under development, or formal/informal arrangements.

5. Identify and assess peacetime contracted support capabilities and contracting activities and projected contingency requirements, to include a readiness assessment for each location by the type(s) of operations.

6. Determine and identify how and when to use OCS to mitigate shortfalls/risk.

7. Determine and identify how and when to apply OCS as an enabling capability to augment the joint force's capabilities and meet the intent of the JFC.

8. Establish and update the OCS COP inputs in order to enable leadership to gain and maintain OCS situational awareness.

9. Establish draft CMP requirements.

a. Can existing contracts be modified to account for CMP requirements?

b. Have CMP requirements been coordinated with the staff (e.g., J1—personnel accountability, J2—clearances, J3—antiterrorism/force protection (AT/FP), J4—transportation and life support, surgical and medical requirements and treatment, etc.)?

c. Is the OCS information required on the GCC OCS websites hosted at http://www.acq.osd.mil/dpap/pacc/cc/international_operations.html up-to-date?>

10. Begin to determine Theater Business Clearance requirements.

11. Develop and incorporate OCS into the overall battle rhythm to account for OCS specific B2C2WGs throughout all phases of the operation.

12. Is OCS incorporated into exercises and war games? Do the exercises enable OCS organizations responsible for contracting to rehearse and refine SOPs as well as TTPs?

13. Ensure OCS requirements in support of SOF or other entities operating in the theater are supported.

(2) Deter (Phase I)--Support to Deterrence (or Flexible Deterrent Option (FDO)/Flexible Response Option (FRO). The intent of this phase is to deter undesirable adversary action by demonstrating the capabilities and resolve of the joint force. It includes activities to prepare forces and set conditions for deployment and employment of forces in the event that deterrence is not successful. Many actions in the deter phase are built and conducted as part of security cooperation activities. OCS Phase I actions may focus on preparation for and deployment of forces, rapid expansion of theater presence through the opening of intermediate staging bases, forward operating stations, and main operating bases (MOBs) required to sustain military operations. Special Operations Forces may already be in theater or be the initial force flowing into a theater. OCS planners must ensure appropriate contracted support is available to support Phase I requirements. As such, it is critical that contracted support requirements are identified as soon as possible to enable OCS planners to determine if there are appropriate contracting forces available to execute the contracting actions needed to obtain and provide the contracted support. The planning effort associated with the potential increased use of contracted support during later phases may intensify due to an increased demand for contracted support.

(a) Refine and coordinate the implementation of the Contractor Management Plan, for contractors in the AOR/JOA.

(b) Identify time-phased OCS requirements.

(c) Develop and submit prioritized transportation (TPFDD information) requirements to support the OCS Concept of Support. Continue TPFDD analysis and recommend changes/refinement to TPFDD flow to ensure adequate support will be available at the right time and place. OCS assets should be integrated and synchronized with the initial and subsequent flow of forces into the operational area based on the JFCs requirements and priorities.

(d) Analyze capabilities, limitations, and vulnerabilities of OCS assets to support projected operations. Analyze and/or assess could contracted support be utilized should MN/HNS not be available.

(e) Fully integrate and synchronize the OCS Concept of Support with the COLS and the CONOPS. The JFC must have the freedom of action to begin employment of all the capabilities.

(f) Determine where contracted support could be used to mitigate any risks/shortfalls discovered in the CONOPS.

(g) Support the requiring activity/subordinate units in the determination of sources for items/services that can be either contracted in theater or provided via HNS, ACSA, or coalition partner in order to minimize/reduce transportation requirements or make up for any military capabilities not resourced.

(h) Begin initial planning for redeployment or rotation of forces within the AOR/JOA. Redeployment/rotation planning continues throughout subsequent phases.

(3) Seize Initiative (Phase II)--Support to Deployment or initial operations. During Phase II, JFCs seek to seize the initiative through the application of appropriate joint force capabilities, which include OCS and contracted support. OCS actions taken during Phase I may continue and, more than likely, increase in scope. The planning effort associated with the potential increased use of contracted support during Phases III and IV continues and may intensify. Additionally, there may be decision points that will require JFC action, specifically, a realignment or change in the contracting organization structure, in order to support Phase III, IV and V actions. During this phase,

(a) Identify/refine the time-phased OCS requirements.

(b) Analyze potential and begin to establish contracting capabilities and resources in the AOR/JOA to ensure continuous operations.

(c) Assess the contractor management plan and make appropriate changes as needed.

(4) Dominate (Phase III)--Support to Offensive and Defensive Operations. The dominate phase focuses on breaking the enemy's will for organized resistance or, in noncombat situations, control of the operational environment. During Phase III, it is critical to leverage visibility during rapid and dispersed combat operations to see changing OCS requirements and to plan for OCS support for future operations. Specifically,

(a) Identify/refine the time-phased OCS requirements.

(b) Project and/or resolve restrictions and/or limitations in the capability of contracting support and contracted solutions.

(c) Maximize/expand contracting capacity.

(5) Stabilize (Phase IV)--Support to stability and HADR operations. The stabilize phase is required when there is no fully functional or legitimate civil governing authority present. Normally, this is the most contracted support intensive phase and it is essential to clearly understand the multiple funding types that may be authorized. Contracted support may expand to meet stabilization or disaster relief requirements for JFC forces as well as the local population including basic services, critical infrastructure repair, temporary base camp or forward operating base enhancement, and improved theater distribution capabilities. OCS, as well as integrated financial operations (IFO), support this phase through synchronization and de-confliction in order to avoid contractor inefficiency, duplicative spending, and inadvertent funding of adversaries. Successful Phase IV OCS planning requires coordination with multinational, host nation, interagency, IGOs, NGOs or others. During this phase, the contracting organization structure may change significantly to accommodate the expanded mission. It is important to

(a) Identify mission support, sustainment and contracting requirements for operations.

(b) Focus specific attention on the OCS issues related to:

1. Initiation of civil engineering and construction planning to support to operations.

2. Planning for reconstitution, and redeployment of the forces and support transition.

3. Planning and execution of contract closeout and the drawdown of the force to include contractors and equipment.

4. Planning for transition OCS mission to successor unit or organization.

(6) Enable Civil Authority (Phase V). This phase is characterized by joint force support to legitimate civil governance in-theater and U.S. force redeployment. OCS specific planning may be required to simultaneously support redeployment, force regeneration, relief operations, community assistance, logistic support, and possible engagement and mentoring at governmental levels ranging from the ministerial to local civil authority. Likewise, OCS planners and contracting officers must plan for and supervise the possible transition of existing DoD contracted support to other federal agencies as well as contract close out within the theater or JOA.

6. Plan Levels

a. reference j identifies four levels of planning and establishes a minimum level of effort for each. The supported CCDR may increase the level of effort as necessary. OCS planning and considerations vary based on the plan's level. However, strategic guidance directs that OCS planning be done for every level plan.

b. Level 1 Plan (Commander's Estimate). An Annex W, Operational Contract Support, is not mandatory. OCS details will be included in the Concept of Logistics. Additional detail relative to OCS planning for Level 1 plans is provided in Enclosure D to this manual.

c. Level 2 Plan (Base Plan). Unless the CCDR opts to produce an Annex D, or the JSCP requires an Annex D for the specific plan, there will be an "Administrative and Logistics" section (Paragraph 4) only within the base plan summary. The OCS concept of support will be detailed in the Annex D or the "Administrative and Logistics" section of the base plan. An Annex W is not mandatory. Additional detail relative to OCS planning for Level 2 plans is provided in Enclosure D to this manual.

d. Level 3 Plan (CONPLAN). A Level 3 plan, based on CCDR guidance, may include an Annex W. If an Annex W is not mandatory, it is imperative the OCS concept and guidance is included in the base plan and Annex D. However, all Level 3T (Level 3 Plan with TPFDD) plans will include an Annex W. Additional detail relative to OCS planning for Level 3 plans is provided in Enclosure D to this manual.

e. Level 4 Plan (OPLAN). Level 4 plans require an Annex W. Key OCS areas of importance (e.g., critical assumptions, subordinate tasks) should be included in the base plan and Annex D. Additional detail relative to OCS planning for Level 4 plans is provided in Enclosure D to this CJCSM. reference D also provides detail on the content of OCS throughout the plan annexes as well as Annex W.

f. Depending on the level of the plan, the OCS Estimate may be an appendix to the Logistics Estimate.

g. While not mandatory, Level 1, 2 and 3 plans may have an Annex W. Because these plans do not have force lists, the ability to determine contracted support requirements is limited. If there is no Annex W, OCS planners will identify OCS considerations and requirements in the Base Plan and/or Annex D.

h. Level 3T and 4 plans (plans with TPFDDs) will have a fully developed Annex W. In order to develop the projected OCS Concept of Support, planners will estimate the quantities of contracted personnel, supplies and equipment

required, demands on transportation assets and the TPFDD (appropriate level 2, 4 and 6 data) as detailed in the TPFDD LOI.

i. Theater Campaign Plans will have an Annex W tailored to support the campaign objectives. Some commands may elect to place OCS equities in the Theater Campaign Order and not write an Annex W.

7. Operational Contract Support (OCS) Reporting

a. While not specifically a planning function, there are strong linkages between reporting and planning. Sufficiently integrating OCS into established DoD reporting processes—readiness, risk, shortfall, operations, lessons learned, and audit reporting—can improve OCS planning.

b. Readiness Reporting. During planning, tasks are identified and assigned to organizations responsible for performing them. These same tasks (JMETs) and organizational assignments (subordinate and command-linked tasks) need to be reported in the Defense Readiness Reporting System (DRRS). Identifying OCS tasks in plans and reporting on them creates a demand signal for OCS capabilities.

c. Risk Reporting. Analysis of OCS risk is required when using contracted support to meet shortfalls. Assess the level of risk incurred by using contracted support in contingency operations to better manage and mitigate the risk.

d. Shortfall Reporting. Identify operational capability and shortfalls and how OCS can help overcome them. This would include any OCS capability shortfalls (manned, trained OCSIC) needed to execute the OCS mission. reference k defines formats for reporting shortfalls to include deficiencies, integrated priority lists (IPLs) and top concerns.

e. Operations Reporting

(1) OCS unique measures include OCS information requirements, measures of performance (MOPs), and measures of effectiveness (MOEs), which are all discussed later in this manual.

(2) Reporting / Data Capture. Some OCS data points are captured in systems of record that support functional activities to include requirements package development and validation in cASM, contract writing and administration in PD2 / SPS and FPDS-NG and contractor authorization, visibility and accountability through SPOT-ES. Other OCS data points that are specific to an operation or require details not currently captured in systems of record may need to be tracked using a standard spreadsheet or SharePoint

tool. Information from these systems and local tools can feed OCS inputs to the common operational picture (COP).

f. Lessons Learned (LL). There are many ways to gather OCS LLs. Internal assessments of OCS can be initiated at any time, but establishing a periodic review or assessment will provide consistency over time as circumstances, personnel, and processes change. Forms of assessment can include operational assessments (OAs), staff assistance visits (SAVs), after action reviews/reports (AARs), and combat support agencies review teams (CSARTs). OCS unique Communities of Practice (CoPs) have been established to facilitate sharing of OCS lessons learned on the Joint Lessons Learned Information System (JLLIS):

(1) NIPRNET CoP = #377

(2) SIPRNET CoP = #111.

g. Audits. Audits and inspections are generally performed by external organizations to ensure objectivity, but may be requested by commanders. Inspections may be initiated by standing (e.g., DoDIG) or ad hoc (e.g., SIGIR, SIGAR) inspectors general (IGs). Collectively, audits can be useful in identifying areas for improvement and often result in additional directives, guidance, and legislation.

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ENCLOSURE B

STRATEGIC GUIDANCE

1. General

a. Joint planning begins when an appropriate authority recognizes an opportunity to employ a military capability in response to a potential or actual crisis. It continues as the CCDR develops a mission statement and refined planning guidance. The strategic guidance planning function relates to the first two steps of joint planning: Planning Initiation and Mission Analysis.

b. Planning initiates when the President, SecDef or CJCS issue strategic guidance or a planning directive, which detail strategic direction to the Joint Force regarding the development campaign and contingency plans for military options. However, CCDRs may initiate planning on their own authority when they identify a planning requirement not directed by a higher authority.

c. Once initiated, the staff initiated, activities focus on mission analysis, developing information to help the commander, staff, and subordinate commanders understand the situation and mission. Activities include identifying assumptions, planning forces, mission, and desired end state. The primary purpose of mission analysis is to understand the problem and purpose of the operation and issue appropriate guidance to drive the rest of the planning process.

2. Inputs to Strategic Guidance

a. Initial planning guidance is in the Department understand the problem and purpose of the operation and issue appropriate guidance to drive

(1) The JSCP and related SGS serve as the primary guidance to begin deliberate planning.

(2) The JSCP, contingency planning guidance (CPG), and related SGS (when applicable) serve as the primary guidance to begin contingency planning.

b. Existing plans, including the Theater Posture Plan (TPP) and Theater Logistics Analysis (TLA), serve as a starting point for further plan development or refinement.

c. The planning staff will quickly develop a proposed mission statement and the commander will deliver his or her intent to guide the planning process.

3. Operational Contract Support (OCS) Activities Supporting Strategic Guidance

a. The successful joint OCS planner engages functional CCMD planners, service components and CSA planners throughout the joint planning process. If not already in place, the OCS integration cell (OCSIC) or OCS planners should establish a relationship with the joint planning group (JPG) or operational planning team (OPT) to ensure OCS matters are considered during the planning process. One of the best attributes a joint OCS planner strives for is the ability to coordinate the efforts of others, both internal—in the supported command, and external—commands, Services, and agencies in a supporting role.

b. Step 1 – Planning Initiation. OCS planners review strategic planning guidance to extract pertinent OCS information related to the planning effort, and begin collection of OCS information support the analysis of the OCS operational environment as well as to inform joint intelligence preparation of the operational environment (JIPOE) coordination cell on specific OCS information relative to the planning effort. OCS planners use the information extracted from these strategic documents and information deduced from analysis of the OCS aspects of the operational environment (aOE) and from the JIPOE coordination cell to inform logistic and operation planners on OCS matters and to begin developing an OCS Estimate.

c. Step 2 - Mission Analysis. During mission analysis, joint OCS planners:

(1) Participate in joint planning and contribute to the development of the mission statement by the joint planning group (JPG).

(2) Engage consistently to influence the commander, staff and components on capabilities and risks associated with OCS throughout the planning process.

(3) Use information from higher headquarters and the JPG or OPT to develop and provide OCS critical information to operations planners (J-5).

(4) Begin to refine and focus the collection and analysis OCS operational environment information.

(5) Anticipate broad contracted capabilities needed to support the Concept of Operations (CONOPS) and the Concept of Logistics and execute the OCS concept of support. See Appendix A to Enclosure D for a discussion of potential requirements.

(6) Publish a call for anticipated contracted support requirements.

(7) Begin identifying and documenting initial OCS facts, assumptions, and limitations (constraints and restraints), including those of a critical logistical and operational nature regarding contracted capabilities available and required, which can impact the ability to support an operation.

(a) These factors can be as diverse as resource limitations (e.g., personnel skill sets or funding) and political or diplomatic concerns being worked at the most senior levels of governments. By identifying these limiting factors, OCS planners can ensure those areas they can affect will be resolved and those areas which require senior level attention are considered.

(b) Other limiting factors may include: LOCs; host nation and en route infrastructure; access; allocated force (tied to reserve call-up authority and/or force management limitations); supply availability; host nation laws (including customs clearance) and cultural issues within the AOR/JOA.

d. OCS assumptions on requirements made at the GCC-level need to be validated by the Service components and subordinate commands. This information will be included in appropriate paragraphs of the base plan.

4. Operational Contract Support (OCS) Output or Products

a. OCS products will be used to influence and inform the JFC, staff, and subordinate commanders so they understand the OCS situation, mission, potential requirements and implications as they pertain to the development of operational concept and the supporting concepts.

b. Initial contracting force requirement for early movement. Begin to include total force assessments with regard to military (contracting units), DoD civilian and contractor personnel available. OCS assessment and planning for contracted support capabilities should consider in-place contracting forces and those programmed in the TPFDD. Contracting forces in the TPFDD should be among the first arriving in the JOA to conduct the contracting actions (e.g., solicitation and award) to accommodate contracted support for critical JRSO, life support and operational requirements.

c. Analysis of OCS aspects of the operational environment (aOE) and input to the joint intelligence preparation of the operating environment (JIPOE).

(1) OCS aOE is an analysis of the operational environment from an OCS perspective (Figure 3). Much of this information should be developed during campaign planning, tasked through the Annex W in the TCP, executed through the annual theater campaign order (TCO), or incorporated into the OCS portions of the theater posture plan (TPP), the theater logistics overview (TLO), and the theater logistics analysis (TLA). OCS operational environment information and analytical detail should be used to inform the development of

the OCS estimate, provide situational awareness of OCS matters to the commander and staff, and support crisis action planning.

(2) Collection of OCS information from the operating environment is an integral part of campaign planning and focuses on specific geographical areas of the TCP and for Level 1 through 4 plans. OCS planners should develop standard operating procedures to continually collect (from the staff, components and CSAs), refine, and update the OCS view of the operating environment throughout all phases of planning and execution.

(3) Data collected during aOE preparation is shown at the bottom of the three main boxes in Figure 3 and detailed in reference h, Appendix G. Briefly, it includes the following:

- (a) Banking and financial system as well as infrastructure.
- (b) General commercial business environment.
- (c) Labor market factors.
- (d) Work permit and visa requirements within the operational area and transient countries.
- (e) Commodity and services availability in the AO and regionally.
- (f) Threat assessment impacts on OCS.
- (g) Impact of transportation/distribution networks on OCS. This should be done through collaboration and coordination with J4 transportation planners.
- (h) Previous and existing contracts in the AO and transient countries. Can these contracts be modified?
- (i) Coordinate with host nation support lead planner on availability of Host Nation support and pre-established agreements.

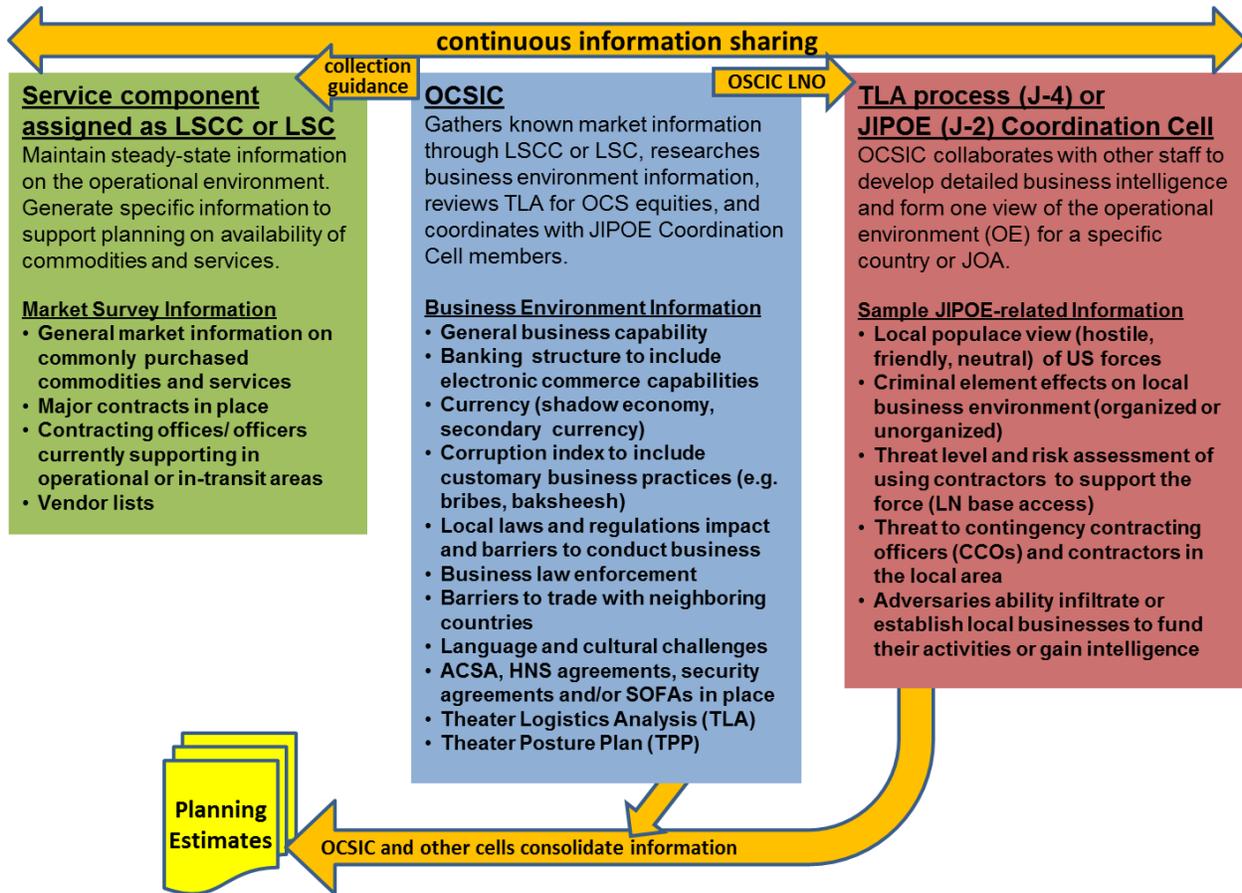


Figure 3. Analysis of OCS Aspects of the Operational Environment (aOE)

d. OCS Information Requirements (IRs) (see Appendix A to this enclosure).

(1) The JFC commander’s critical information requirements (CCIRs) are important products of mission analysis. They are key data that the JFC has identified as critical to his decision-making and mission success. Joint OCS planners must ensure OCS functions, resources, or processes directly linked to CCIRs are given the highest priority.

(2) There may be no specific OCS CCIRs, however, there may be OCS implications associated with multiple CCIRs. OCS planners will most often use published CCIRs to determine information requirements (IR) critical to OCS planning and execution. OCS-specific IRs can lead to the generation of requests for information (RFIs) to support planning, execution and guide decision-making. The development of IRs that are “critical” to the OCS planners and the J4 are those items of information regarding the adversary and other relevant aspects of the operational environment that need to be collected and processed in order to meet the OCS planning requirements.

(3) OCS planners may need to develop a plan to collect OCS operational environment information to answer OCS-related RFIs.

e. OCS Estimate

(1) OCS planners begin populating the OCS Estimate with information gathered during the campaign as well as the strategic guidance function of the JOPP. The OCS Estimate captures and serves as a repository of OCS information used and updated throughout planning. It forms the basis for Annex W.

(2) A format for the OCS Estimate including a discussion of its contents is provided at Appendix B to this enclosure.

5. Strategic Guidance Output

a. Commander's Mission Statement. The JFC consolidates inputs from all the functional areas and develops a proposed mission statement to accomplish the assigned mission. This leads to the development of the strategic guidance in-progress review briefing to the Secretary of Defense. During the IPR, the JFC receives approval of the mission statement and further guidance to ensure planning meets SecDef intent.

b. Refined Planning Guidance. Upon approval of the mission statement, the JFC issues refined planning guidance to the JPG to inform COA development. The ability of the OCSIC to influence the Commander prior to the initiation of planning will be very important regarding the influencing of the JFC on the aspects of OCS that may be important during COA development. Regardless, following the IPR, the JFC will provide updated planning guidance and OCS planners should seek specific guidance for use/employment of OCS before beginning COA Development.

APPENDIX A TO ENCLOSURE B

EXAMPLES OF OPERATIONAL CONTRACT SUPPORT (OCS) INFORMATION REQUIREMENTS

1. OCS information requirements (IRs) are the most important information requirements regarding the adversary and the OCS operational environment needed by the OCSIC to assist in planning and provide information to the commander that may assist in reaching a decision.
2. Only the JFC can designate a commander's critical information requirement (CCIR) or an essential element of friendly information (EEFI). However, there may be information requirements that are "critical" to the staff. As such these "critical" information requirements are developed by the OCS planners to support planning and execution.
3. Potential OCS IRs:
 - a. Death or serious injury of contractor authorized to accompany the force or LN contractor killed/injured on a JTF military controlled facility.
 - b. Loss of significant contracting capability (e.g., mass casualty of an entire contracting center).
 - c. Action or event involving a contractor that would cause media attention.
 - d. Action that causes the degradation/loss of military or contracted capability that would cause a decrease in combat readiness within 48 hours or less.
 - e. Contractor performance issues leading to potential mission failure or impact.
 - f. Significant external impacts to contractor performance resulting in mission impact (threats, legal, political, enemy, force protection, safety, weather, government-furnished property (GFP), government-furnished support (GFS)).
 - g. Major or pending impacts to contracting operations due to the enemy, safety, security, weather, political, legal, fiscal, host nation, equal employment opportunity (EEO) complaints or sanctions, or Uniform Code of Military Justice (UCMJ) actions.

- h. Contingency Contracting Officer Loss: killed, wounded or missing in action, death, serious injury or illness, absent without leave (AWOL).
- i. Verified or suspected fraud, waste, or abuse.
- j. Violation of personal freedoms – trafficking in persons (TiP) violation.
- k. Cure notice, show cause notice, termination for default or cause decision for contract >\$1M.
- l. Contract protests at any level (Agency, Government Accountability Office (GAO), or Court of Federal Claims).
- m. Any contract awarded to a state-owned enterprise.
- n. Congressional inquiries on contracted support.
- o. Receipt of a requirement and/or award of a new contract for private security or interrogation/significant modification.
- p. Request for authorization to arm contractor(s).
- q. Contractor weapon discharge.
- r. Security violation, suspected security violation or sensitive item loss by a contractor.
- s. Compromise, loss, or theft of personally identifiable information (PII) caused by a contractor.
- t. Contractor authorized to accompany the force (CAAF) charged with Uniform Code of Military Justice (UCMJ) violation.
- u. Contracting action that demonstrates Host Nation ministerial proficiency or ineffectiveness.

APPENDIX B TO ENCLOSURE B

OPERATIONAL CONTRACT SUPPORT (OCS) ESTIMATE

1. Purpose. The OCS Estimate captures OCS information and analysis during the planning process. The OCS Estimate is a living document or repository of OCS information that is updated as information becomes available (e.g., tasked through the TCP, PLANORDs, or exercise directives). It is a guide for OCS planners to use and accumulate information or data that informs preparation of the level 1, 2 and 3 plans in addition to providing basic information for Annex W development for level 3T and 4 plans. All CCMD and Service component primary and special staffs must be involved in OCS discussions, plans and products. Additionally, joint, Service Component, and CSA staffs with specific OCS related information should relay that information to OCS planners for consideration and inclusion in the OCS Estimate.

2. Methodology. The data in the OCS Estimate varies based on theater, country or JOA, emphasis on OCS in support of the event (plan, exercise or operation), the business sector information (i.e. banking system information, labor force information, access to local area information, etc.) and where the planners are in joint planning.

a. The estimate usually is as detailed as manpower, time, information and the situation allow. Estimates are thorough but not overly time-consuming. The OCS Estimate may be seen as a critical initial step to win the confidence of operation planners.

b. Data for the Situation section should be collected early in the planning process and updated as information is discovered. This information is used to inform the commander and influence course of action development.

3. Template Development Procedures

a. The following template provides “how to” guidance in italics while bold text depicts the different sections of the OCS Estimate. The template shown is complete; however, OCS planners will continue to refine the estimate throughout COA development.

b. After the written template is a slide version that planners can use to brief OCS during mission analysis. The first slide summarizes critical information from the OCS Estimate. The second slide summarizes an assessment of the risks associated with the use of contracted support in the plan or operation. Digital copies are available on OCS-Connect:
<<https://intelshare.intelink.gov/sites/ocs.>>

TEMPLATE

SECURITY CLASSIFICATION

Originating Division, Issuing headquarters
Place of Issue
Date-time Group

OPERATIONAL CONTRACT SUPPORT ESTIMATE NUMBER. *Enter the appropriate number for this OCS staff estimate.*

REFERENCES: *References should be those specifically needed to support deliberate and crisis action planning. This could include Phase 0 OCS operational environment information, details on existing contracts and task orders within the theater or a proposed JOA, links to CCMD or JTF OCS knowledge management websites, existing deliberate plans that focus on the proposed JOA, new execution or planning orders, and CCDR and/or CCMD J4 planning guidance associated with the current problem set.*

Maps and charts. *Reference the maps used in developing this estimate*

Other pertinent documents. *Reference other pertinent documents used in developing this estimate. Examples may include area studies, labor market reports, economy studies, existing contracts in the AOR/JOA, Lessons Learned, host nation agreements, ACSAs, etc.*

1. **Situation**

a. **Enemy**

(1) **Strength and Disposition.** *Refer to current intelligence estimate.*

(2) **Enemy Capabilities.** *Evaluate and summarize enemy capabilities, taken from the current intelligence estimate as well as JIPOE data, with specific emphasis on their impact on OCS actions. Does the adversary have the ability to influence intermediaries (such as bidders on U.S. contracts)? Can the adversary infiltrate or establish businesses to gain an advantage, fund their activities or gain intelligence? What commercial/contracted capabilities does the enemy utilize? Items leveraged by both friendly enemy forces could be skilled labor pools, scarce equipment, corrupt officials & organizations, economic capacity, etc. Support analysis of the “Adversary Perspective Template” to include criminal elements and potential impacts on contracting (share this information with the U.S. lead for contracting for socialization). Determine the ability of contracting support to inadvertently influence adversary goals when pure competition is*

applied (black list/foreign vendor vetting). Are there specific issues that would affect the concept of operations? Identify OCS information requirements.

b. Friendly

(1) Present Disposition of Major Elements Including Contracting Organizations. *Include an estimate of major forces (to include CSAs) and their locations (by phase). Include any forward stationed/ deployed contracting organizations and their locations (by phase). These elements can/ should be displayed graphically on an OCS operations overlay. This information has the potential to be utilized in the development of an OCS common operational picture (COP).*

(2) Courses of Action. *State the proposed COAs under consideration obtained from operations or plans division.*

(3) Probable Tactical Developments. *Review major deployments, logistic and other support preparations necessary in all phases of the operation proposed.*

c. Commercial Business Environment. *OCS Aspects of the Operational Environment—Characteristics of the Area of Operation. Research, collect, analyze, and archive business environment data to support planning efforts at all levels of war (strategic, operational, and tactical). Create comprehensive intelligence data that may be of use to the JIPOE working group, synchronize contracting activities with the operation (can potential contracted support requirements be supported within the JOA) and support OCS estimates and COA development. Summarize data about the area, taken from the intelligence estimate or area study, with specific emphasis on significant factors affecting OCS activities. Identify OCS information requirements and begin to determine if the business environment can support the joint force rough order of magnitude contracted support requirements.*

(1) Market Research/Business Sector Surveys. *The information collected will contribute to the development of the “Commercial Business Environment” paragraph of the Annex W. Any information provided should detail the source and the date the information was collected. This may drive the development of an assumption(s) until the information can be revalidated.*

(a) *Provide consolidated assessment of potential commercially available supplies and services in the planned operational area as well as adjacent and/or in-transit countries. (Include information on who (LSCC, LSC, JTSCC, other staff section or component who has been tasked to collect OCS operational environment information.) This implies that the OCSIC/OCS COI will*

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do some analysis of the cataloged OCS operational environment information for the development of this section of the OCS Estimate.

(b) Define the Operational Environment and provide “known” internal and external business environment data to the JIPOE coordination cell; identify information “gaps” of “unknown business environment data; determine if friendly non-military resources can assist with information gaps (e.g., interagency, multinational, IGOs, NGOs, and commercial entities).

(c) Are there business environment capabilities the enemy could be using (or not using) to their advantage?

(d) Potential sources of information on the business environment include: LSC/LSCC in-theater contracting organizational elements; Other Service and CSA contracting organizations with experience in the area; Service Civil Augmentation Program plans; Department of State (DOS) general services officers (GSOs) within the JOA; Department of Commerce’s International U.S. Commercial Services Offices; Defense Intelligence Agency (DIA) desk officers; publications such as the Central Intelligence Agency fact books; corruption index and factors of countries in the AOR/JOA; Staff Judge Advocate (for legal issues); business websites (countries that do/have done business in the area in question, include the United Nations); Observations Insights and Lessons from training, exercises, or multi-national partners in the area.

(2) Host Nation/Other International Legal Considerations

(a) Identify known or anticipated HNS for military operations, existing acquisition and cross-service agreements (ACSAs), status of forces agreements (SOFA), other security agreements and legal considerations that may affect operational contract support. It is recommended that a formal signed document be provided by the HNS or ACSA provider to the JFC. There have been numerous times when a host nation has agreed to provide support but at execution the support was not available. As such, contracted support is often sought as an alternative source of support. The OCSIC is not directly involved in HNS or ACSA actions, but should be aware of these “non-organic” requirements as contracted support may be needed.

(b) Any legal considerations should be addressed by the appropriate U.S. legal representatives. Operational law issues may have a specific influence in the development of the contractor management plan (e.g., SOFA status, arming of contractors, and rules for the use of force). Fiscal and contracting law may have issues related to foreign vendor vetting, trade agreements, local national first hiring policies (e.g., Djiboutian first) etc.

(3) **Other Facts.** *Include other key OCS facts not considered elsewhere in this estimate that may influence selection of a specific COA.*

(4) **Known operational, logistic or other support deficiencies.** *List any known operational, logistic and other support limiting factors, restrictions, etc. that may cause or require a contract support solution.*

(5) **Other Factors Impacting Use of OCS.** *List any factors that may impact the use of commercially procured supplies and services in this operation (e.g., planned force caps, guidance to reduce military support footprint, guidance to enhance local economy, host nation laws that could limit contractor support, (entry/exit (visa) requirements, customs, taxes, possession of weapons etc.).*

(6) **Scope and Scale of OCS effort within AOR/JOA.** *May begin with rough order of magnitude and should be refined throughout the analysis as details/requirements become clearer.*

d. **Assumptions.** *State assumptions about the OCS aspects of the situation made for this estimate. [Because basic assumptions for the operation already have been made and will appear in planning guidance and in the plan itself, they should not be repeated here. However, if an assumption has been made that has implicit or implied OCS linkage, it is permissible to document that assumption in the OCS Estimate (in order to enable the OCSIC to track/manage). Certain OCS assumptions may have been made in preparing this estimate, and those should be stated. Ensure all assumptions are documented. The OCSIC should be working to validate all assumptions in order to reduce potential risks.]*

e. **Limiting Factors.** *Identify any known or potential limiting factors to OCS. Identify specific OCS constraints or restraints.*

2. **Mission. See Base Plan**

3. **Execution**

a. **OCS Concept of Support.** *Provide the proposed OCS concept of support that will support the each specific COA.*

b. **Contracting organization structure.** *State the contracting construct emphasizing known contracting organizational/manning that will support each COA. Identify any problems that may affect the contracting aspects of the OCS plan. [Include theater support head of contracting activity (HCA) information as applicable.] Identify potential locations of contracting offices/centers. Are there DoD OCS specific software programs (e.g., SPOT-ES, cASM) that will be utilized? Will there be issues with bandwidth allocations that effect the execution of OCS?*

c. **Contracts in the AOR/JOA.** *Identify existing major support related contracts that could be utilized or leveraged to support the each of the proposed COAs. Are there any issues associated with these contracts that could have a negative impact on the COA to execute the concept of operation or any of the other supporting concepts (e.g., COLS, Concept of Intelligence, and Concept of Fires (non-lethal))?*

4. OCS Analysis and War gaming of the Courses of Action. *OCS planners should make an orderly examination of the OCS factors influencing the proposed COAs to determine the manner and degree of that influence. The OCS link to COA analysis is the identification of the OCS advantages and disadvantages within each COA. Each COA is analyzed separately. War gaming is the method used to conduct this analysis. OCS planners should use war gaming to visualize the OCS actions throughout an operation. Through war gaming, the OCS planner may recognize a need to change an existing COA or develop a new COA. The objective of this analysis is to determine if the OCS requirements can be met and to isolate the OCS implications that should be weighed by the commander in the commander's estimate of the situation. OCS planners need to link OCS ends, ways and means to each COA and be prepared to recommend which COA is best and most supportable from an OCS perspective.]*

a. *Analyze each COA from the OCS point of view. The detail in which the analysis is made is determined by considering the level of command, scope of contemplated operations, and urgency of need. How is OCS best suited to support the COA?*

b. *Use the OCS capabilities and requirements to assess the supportability of each COA from an OCS perspective. Also examine the COAs from the standpoint of OCS requirements versus available and programmed OCS capabilities.*

c. *Review total capability requirements, specifically from a non-organic support perspective. Non-organic support consists of HNS, ASCA, contracted support, etc. OCS planners, in conjunction with requirement owners should begin to do some assessment as to risk associated with utilization of non-organic support for each COA and for critical capabilities, which will vary by mission and phase, should the non-organic support not be available what impact will that have on the CONOPS.*

d. *Throughout the analysis, keep OCS considerations foremost in mind. The analysis is not intended to produce a decision; it is intended to ensure that all applicable OCS capabilities and requirements have been properly considered and serve as the basis for the comparisons in paragraph 5.*

3. The joint planning group (JPG) lead should/will provide the process and criteria for war gaming that will be utilized by the entire staff. *The OCS planners will need to support the process and apply these criteria to the war gaming of OCS.*

f. Development of a contract support synchronization matrix (CSSM). *The CSSM is a tool and method for recording OCS requirements, potential evaluation criteria, as well as the flow of OCS forces (personnel and equipment) all linked and synchronized with the overall CONOPS and the COLS. Synchronization matrices developed by the staff can influence the CSSM and vice versa. The CSSM will support plan development and could be maintained as a living document throughout the planning process into execution. The CSSM contributes to the determination if adequate resources are available and supports development of the OCS Staff Estimate.*

g. Identify and assess risk associated with using OCS and determine mitigation plans.

5. Comparison of Courses of Action. *This is a subjective process where each COA is considered independently.*

a. *List the advantages and disadvantages of each proposed COA from an OCS point of view.*

b. *Consider and document the OCS ends, ways, means and risks associated with each COA.*

c. *Personnel Situation. State known personnel problems or constraints that may affect the OCS situation. Identify specialty and skill level shortages.*

6. Conclusions

a. *The OCS end product is a recommendation from the OCSIC to the JPG lead, J4 and JFC which COA is best from an OCS perspective, detailed in the OCS Estimate.*

b. *State whether or not the mission set forth in paragraph 1 can be supported from an OCS standpoint.*

c. *Identify the major OCS deficiencies that must be brought to the commander's attention. Include recommendations concerning the methods to eliminate or mitigate the effects of those deficiencies.*

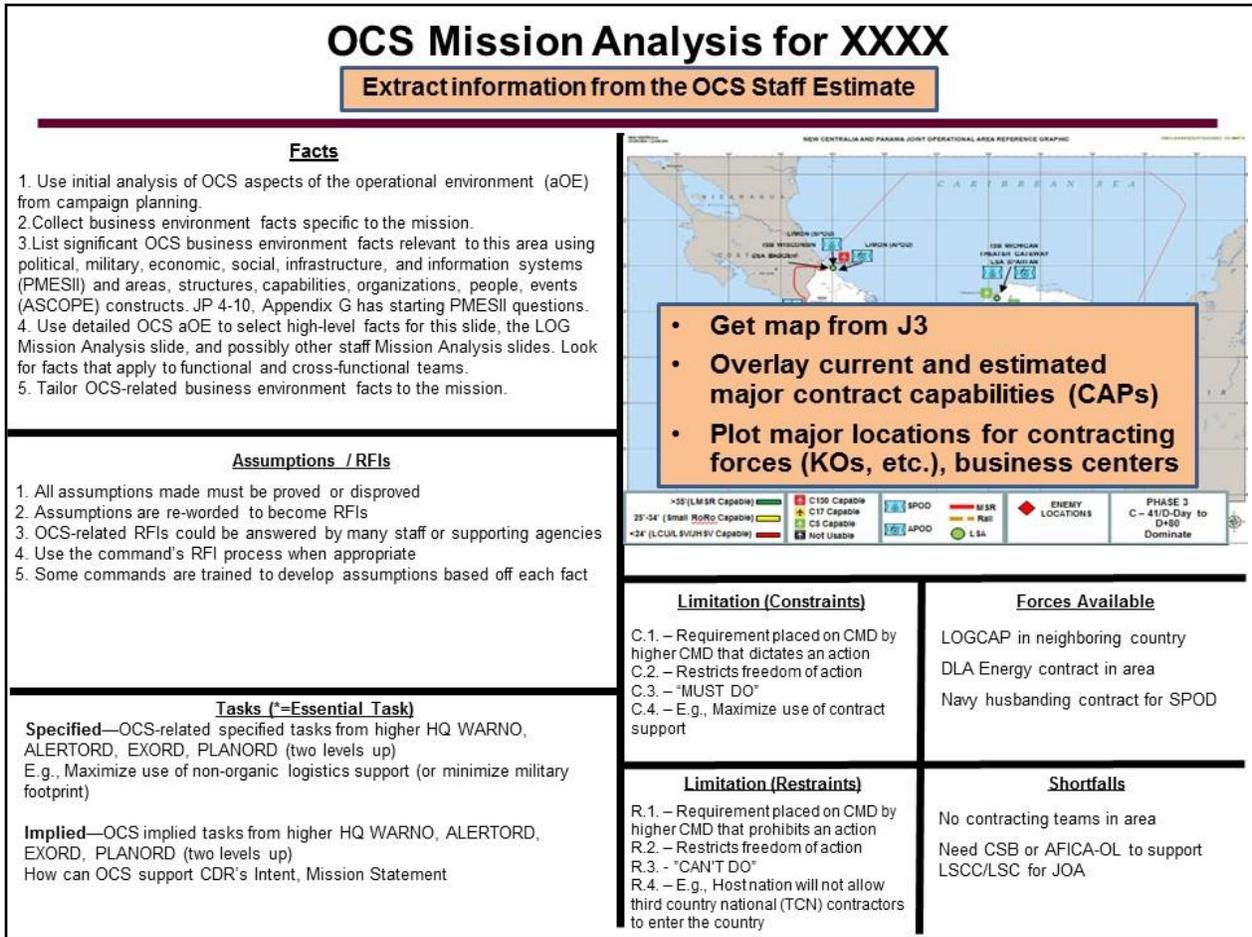


Figure 4. Example OCS Mission Analysis Slides – Part 1

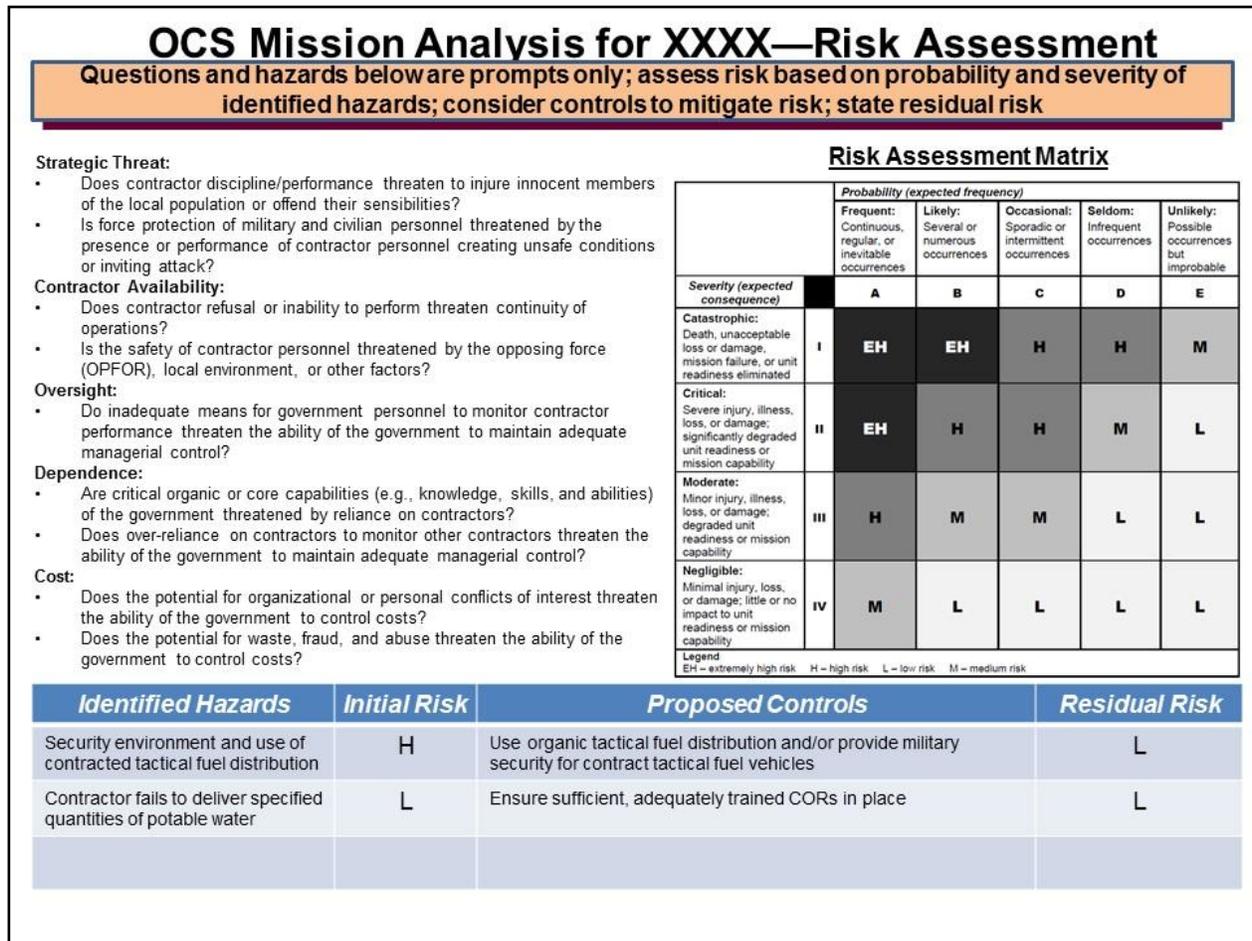


Figure 5. Example OCS Mission Analysis Slides – Part 2

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ENCLOSURE C

CONCEPT DEVELOPMENT

1. General

a. Concept development includes course of action (COA) development, COA analysis and war gaming, COA comparison, and COA approval steps of joint planning. The staff develops, analyzes, and compares viable COAs and prepares staff estimates that are coordinated with the CCDR's Service components, functional components and CSAs when applicable. They provide unique choices to the commander, all oriented on accomplishing the military end state.

b. A COA is a potential way (solution, method) to accomplish the assigned mission. The products of mission analysis drive COA development. Since the operational approach contains the JFC's broad approach to solve the problem at hand, each COA will expand this concept with the additional details that describe who will take the action, what type of military action will occur, when the action will begin, where the action will occur, why the action is required (purpose), and how the action will occur (method of employment of forces). Likewise, the essential tasks identified during mission analysis (and embedded in the draft mission statement) must be common to all potential COAs.

c. Critical elements are a common understanding of the enemy situation; interagency coordination requirements; multinational involvement (if applicable); and capability requirements.

d. During concept development, phasing of joint operations is done to ensure joint capabilities are available in the proper sequence to meet the operational requirements. See Enclosure A for additional information on phasing from an OCS perspective.

2. Inputs to concept development

- a. The approved mission statement resulting from strategic guidance
- b. Refined planning guidance from the commander
- c. OCS aOE including contracted capability options
- d. An estimated force list.

e. Additionally, OCS planning activities during concept development require:

(1) An understanding of OCS aOE and JIPOE information

(2) An understanding of inherently governmental functions

(3) Identifying which JCAs (requirements) may potentially be supported through contracted/commercial sourced

(4) Awareness of force planning (organic force availability and capabilities), TPFDD development (force flow/movement of the total force), and JRSOI requirements.

3. Operational Contract Support (OCS) Activities Supporting Concept Development

a. OCS planners assist in the development of COAs by providing their subject matter expertise as well as information obtained during mission analysis. They inform staff planners about the feasibility of using contracted support to fulfill COA requirements. They also develop the OCS Estimate, which includes the OCS concept of support, the contract support synchronization matrix (CSSM), and the contract statement of requirements (CSOR). The CSSM and CSOR are not mandatory for Annex W; they are working papers to collect the data for Appendices 1 and 3 of Annex W.

b. The OCS planner does not prepare independent OCS COAs, but rather, analyzes how OCS supports the COAs developed, assesses COA feasibility from an OCS perspective, identifies risk, determines mitigation plans, and provides a recommendation for COA selection. Analysis can include war gaming, operational and logistics modeling, and initial feasibility assessments.

c. Depending on the level of plan and Commander's Guidance, concept development can be a broad overview or very detailed process.

d. OCS planners coordinate with staff planners (e.g., logistics, intelligence, operations, communications, etc.), Service and functional components, and CSAs to designate supplies and services that will be "common" contracted support and identify contracted support requirements, contractor management requirements, and critical supplies or services that will be obtained through contracts.

e. The OCS planner must address OCS requirements across all warfighting and support functions as well as be involved in the force structure planning, TPFDD development and joint reception, staging, onward movement, and integration (JRSOI) requirements. Timing considerations for generating or delivering capabilities must be balanced against operational tasks. The OCS

planner uses this planning data during the development of an OCS concept of support to meet sustainment requirements from theater entry and operations to redeployment and reset. See Appendix A to Enclosure D for a checklist and additional information.

f. Step 3 - COA Development. OCS planners assist in development of COAs using information obtained through OCS aOE and JIPOE. Staff planners, Service components, and CSAs estimate CSOR information (see Appendix C to this enclosure) to enable OCS planners to begin populating the CSSM and develop an OCS concept of support for each COA. Refined OCS data and requirements information contribute to the integration of OCS capabilities with operations determining how OCS can support the commander's planned strategic objectives and desired effects. OCS considerations significantly influence the development of the commander's estimate and the COA selected for execution.

(1) During COA development OCS planners:

(a) Begin collection of rough order of magnitude (ROM) contracted support requirements by joint capability area (JCA).

(b) Review the type of military action projected and determine appropriate or applicable contracted support.

(c) Determine why the action is required (purpose).

(e) Determine the appropriate contracting organizational structure and who will lead contracting activity tasks.

(f) Determine whether OCS capabilities are in place to support military action.

(g) Decide how the action will occur (method of employment of OCS capabilities).

(h) Determine supportability by personnel, intelligence, operations, logistics and C4 systems. OCS will/may be a part of these, as such; the role of OCS will be evaluated regarding its ability to provide support.

(i) Decide who will deploy (employment of total force to include military forces, government civilians and contractors).

(j) Derive which capabilities and equipment will deploy (government or contractor furnished equipment/property.)

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(2) Assignment of Contracting Responsibility. CCDRs through the CLPSB or LCB (Logistics Coordination Board) assign responsibility for contracting to their Service components, supporting commanders, or CSAs in accordance with their core competencies and the concept of operation. Consideration will need to be given to the designation of a head of contracting activity (HCA), contracting requirements determination, contracting program management, CCAS etc. The CCDR will need to also consider the designation of the theater support contracting organization structure for the AOR or JOA.

(3) Theater Support Contracting Organization Structures (LSCC, LSC, JTSCC). The OCS Concept of Support must provide a design and recommendation for the supporting contracting organization to the JFC.

(a) There are essentially three joint contracting organization structures to be considered for the designated “common” contracted supplies and services. Unless designated, each Service retains responsibility for providing contracting support to subordinate organizations.

1. Lead service for contracting coordination (LSCC) – the lead Services’ contracting activity is responsible for coordinating theater support contracting for designated items among contracting activities in a country, region, or JOA.

2. Lead service for contracting (LSC) – the lead Services’ contracting activity is responsible for providing theater support contracting services for designated items in a country, region, or JOA.

3. Joint theater support contracting command (JTSCC) - a functionally focused JTF with C2 of its assigned personnel under a JMD, and contracting authority over contracting personnel assigned and/or organizations attached within a designated operational area, normally a JOA.

(b) Depending on the situation and the phase of an operation, there may be multiple contracting organization structures employed in the theater or JOA.

(c) Factors affecting the choice of contracting organization structure include:

1. Size, primary mission focus, and expected duration of the operation.

2. Expected scope, criticality, and complexity of the contracting coordination requirements.

3. Most capable Service in theater support contracting capability.
4. Existing common-user logistics and/or base operation support-integrator designations.
5. Existing intra-Service support agreements.
6. Location of supported units as compared to available commercial vendor base.
7. Need for enhanced JFC control of the theater support contracting to include contingency contract administration services.
8. Need to implement formal theater business clearance authority.
9. Need to more directly synchronize contracting actions with integrated financial operations.

(d) A complete discussion of the contracting organization options along with the advantages, disadvantages, and structure of each is found in reference h, Chapter IV and Appendix E.

(4) Risk Analysis. Planning analysis must determine the difference between the requirements (defined in measurable terms) to support the entire campaign and the OCS capabilities to meet those requirements. The resulting difference must be assessed in terms of risk to the force and impact on the force's ability to accomplish the mission. Depending on the commander, this may be done during all planning functions.

(a) OCS can be used to offset a shortfall in the collective capabilities of the deployed force due to a lack of organic military capability, the lack of reserve force call up authority, restrictive force management levels or other operational factors. During COA development, OCS and operational planners must consolidate and prioritize requirements for contracted support by phase for all warfighting functions and commands (Service components, other government agencies, etc.) OCS planners can then assess the total contracted support requirements and determine if the demand can be fulfilled via commercial support in the JOA or via external sources.

(b) Resource Allocation. This is usually a combination of Service and CSA responsibilities. The Services and Service components identify their capabilities and sustainment requirements and provide them to CCMD operational and OCS planners. The CCMD operational planners and OCS planners consolidate that information to create a list of capabilities and

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requirements to determine if there is a gap in capabilities or an inability to support the operation, whereupon an assessment is conducted to define the gaps, understand potential risk, develop mitigation options through the use of non-organic (contracted or other sources) support, and present the information to the JFC for review and approval.

(c) In order to assist in the assessment, a CSSM will be developed (see Appendix B to this enclosure). The CSSM would include contracted support for all warfighting functions, not just logistics. At the CCMD level, requirements and capabilities may be estimated at a rough order of magnitude. The GCC subordinate units (e.g., JTF, Service component) will identify more detailed OCS requirements and capabilities, then push this information to the GCC OCS planner.

(d) MN/HNS planning for support to U.S. forces.

1. All warfighting functions should consider available MN/HNS into the development of the overall U.S. plan. Identify the level of assistance in terms of capabilities, resources, labor, facilities, and materiel MN/HNS could provide to support the operation.

2. Planners should also review any known MN/HNS requirements that could compete for resources. Determine if there are any processes or actions that need to be taken to collaborate, de-conflict and prioritize requirements and resources. Planners should utilize OCS aOE and JIPOE data to assist in the analysis.

(5) Critical Contracted Support. Early on, the JFC may designate certain supplies/materiel/services to support the force as critical. Examples include: medical support to contractors or U.S. Government civilians; contractor support for weapon system maintenance; interrogators, translators, and interpreters; personal security; base support; minor construction, drone operation/maintenance, etc.

(a) Once the requirements and shortfalls are identified, operational and OCS planners develop alternatives to offset any shortfalls based on GCC/subordinate JFC established support priorities. Some critical capabilities will be supported through contracted support. These critical capabilities should be documented and tracked. It is imperative that planners consider the impact upon operations if critical contracted support becomes unavailable.

(b) In some cases, host nation support could be utilized for critical capabilities. However, there is potential that the host nation support for critical capabilities may not be available to the degree or amount promised. Therefore, planners need to consider contracted support should the host nation support not be available. In either case, planners need to be prepared to

address mitigation options should non-organic support (OCS or HNS) fall through for all requirements, but especially critical capabilities.

g. Step 4: COA Analysis and War Gaming. The commander and staff analyze each tentative COA separately according to the commander's guidance. COA analysis identifies advantages and disadvantages of each proposed friendly COA.

(1) OCS planners must develop and review all OCS and synchronization issues by identifying specific tasks that must be performed to ensure mission accomplishment (e.g., development and utilization of a CSSM). They provide OCS expertise to influence the process keeping in mind the commander's guidance. OCS planners:

- (a) Continue the collection and analysis of OCS operational environment data
- (b) Continue the development/revision of the OCS estimate
- (c) Determine if there are the OCS impacts specific to each COA
- (d) Develop an OCS concept of support specific to each COA
- (e) Integrate the OCS concept of support with the CONOPS and COLS
- (f) Develop a Contract Support Synchronization Matrix (CSSM) to support planning, war gaming and execution
- (g) Continue the collection and refinement of contracted support requirements
- (h) Identify specific OCS advantages and disadvantages for each COA revealing:
 - 1. Potential decision points
 - 2. Task organization adjustment
 - 3. Data for a synchronization or other decision support matrix
 - 4. Identification of plan branches and sequels
 - 5. Identification of high-value targets
 - 6. OCS effectiveness and efficiency

7. Risks and possible mitigation.

(i) Document this analysis in paragraph 5 of the OCS estimate.

(2) Risks and mitigation.

(a) CCMD staff assess the severity and likelihood of the risk of dependence on contactors. Assessments should consider risks to the:

1. Goals/objectives of the operation (e.g., contractor behavior/performance; risk of contractors injuring or offending the local population).

2. Continuity of the operation (e.g., contractors refusing or unable to perform with timely replacements unavailable).

3. Safety of the U.S. military/civilians (e.g., contractor presence or performance creates unsafe conditions or invites attack).

4. Safety of contractors employed.

5. U.S. government managerial control (e.g., over-reliance or inadequate means to monitor contractor performance; are sufficient, trained CORs available to manage contractor performance).

6. Critical organic or core capabilities (e.g., are we over-reliant on contract support to execute functions? Does the institutional memory for an operation reside with contracted support?).

7. Ability of the government to control costs, avoid organizational or personal conflicts of interest; and minimize waste, fraud, and abuse.

(b) Risk Mitigations. Where risk is assessed as high, risk mitigation planning must include, at a minimum:

1. Actions to mitigate risk (e.g., alternative capabilities to reduce reliance on contractors)

2. Measurable milestones for implementing risk mitigations

3. Processes for monitoring, measuring, and documenting progress in mitigating risk.

(c) Continuous process. Identifying and addressing new/changed risks including periodic reassessment of risks and development of risk mitigation plans for new/changed high-risk areas is continuous throughout planning. Later, during plan assessment, it may require the development of a branch or sequel or complete re-write of the plan.

(3) War gaming allows the commander and participants to analyze tentative COAs. Appendix A to this enclosure outlines the OCS planners process for war gaming and provides some material to assist in preparing post-war game products.

h. Step 5: COA Comparison. This is an objective process whereby COAs are considered independent from each other and evaluated/compared against an established set of criteria from the CCMD. OCS planners evaluate each COA in light of OCS requirements, capabilities, and limitations and compare the COAs to determine which is most supportable from an OCS perspective. OCS planners should record their findings and recommendations in the revised OCS staff estimate and provide appropriate insights and recommendations to the commander, via the joint planning group (lead planner and logistics planner), to aid in his understanding and influence his thoughts and decision. Generally, the “best” or recommended COA

- (1) Mitigates risk to the force and mission to an acceptable level.
- (2) Places the force in the best posture for future operations.
- (3) Provides maximum latitude for initiative by subordinates.

i. Step 6: COA Approval. The staff determines the best COA to recommend to the commander and briefs the commander on the COA comparison and the results from analysis and war gaming.

(1) The OCS planner prepares information for the J4 in order to support COA approval discussion. The J4 needs to be prepared with the specific OCS strengths and weaknesses of the COAs, but especially prepared to discuss the COA being recommended to the Commander, by the joint planning group lead. The COA that best supports the CONOPS may not be the COA with the most OCS advantages. As such the OCS planner needs to be able to articulate the associated OCS risks for all COAs, but especially the COA being recommended by the lead planner.

(2) After the commander approves the COA, staff planners enter the plan development phase of joint planning (Enclosure D).

4. Operational Contract Support (OCS) Output Or Products

a. A revised OCS Estimate previously discussed in Enclosure B of this manual. In concept development, the OCS Estimate is refined to address relevant information about known or anticipated OCS factors (enemy, friendly, commercial) that could impact or influence COA feasibility. It includes:

(1) OCS capabilities and services (personnel, supplies/materiel) compared to OCS requirements and any identified unit shortfalls.

(2) Theater support contracting and CCAS capabilities verses requirements and any identified shortfalls.

(3) Planning down two levels; e.g., service/functional components to next level operational HQ such as Fleet, Air Wing, Corps, or Marine Expeditionary Force (MEF).

(4) Rough order of magnitude estimates developed for the number of CAAF personnel and class VII (major end items).

(5) Existing contracts/capabilities/networks in the AOR/JOA that could be used to support the CONOPS by phase.

(6) Continuous collection and analysis of OCS of Operating Environment and input to JIPOE.

b. Initial OCS Concept of Support. This outlines the broad concept of OCS integration and oversight. It includes how contracting supports the operation. It further articulates the commander's priorities and specific OCS guidance by phase of operation. The success of an OCS concept of support hinges on the quality of planning that translates the commander's intent and CONOPS into guidance for execution by subordinate commanders and planners/operators across all warfighting functions.

(1) Development of an OCS Concept of Support, with details of specific OCS gaps and capabilities for the preferred COA, is usually a verbal or graphic statement, in a broad outline, of how the JFC will utilize, provide and integrate OCS into the CONOPS. The objective of this OCS concept of support is to determine if the OCS requirements can be met and to isolate any OCS implications/risks the commander should weigh. Because OCS affects all warfighting functions, the implications for OCS go beyond logistics. It includes consideration of interagency integration and establishment of B2C2WGs. The OCS Concept of Support should address the full gamut of contract support requirements, capabilities and implications/risks. The OCS Concept of Support should be written in sufficient detail to address the type of plan, level of command, scope of contemplated operations, and urgency of need. If an

Annex W is not mandated, the OCS Concept of Support will be used to inform and support the COLS.

(2) Developing an OCS Concept of Support focuses on key actions:

(a) Identify contracted support and contracting requirements needed to support the JFCs Concept of Operations.

(b) Identify potential command decisions to facilitate contracting operations, and OCS in the JOA.

(c) Provide general OCS planning considerations that all planners and operators, throughout all warfighting functions, must understand and incorporate into their supporting plans development.

(d) Consider any special by-phase considerations.

c. Draft CSOR. The CSOR summarizes contracted support requirements and CAAF by Service component, JCA, location and phase. More information and a sample CSOR format is in Appendix C to this enclosure. The CSOR informs Appendix 3 to Annex W.

d. Draft CSSM. The CSSM is a tool for recording and displaying OCS actions across time. More information and a sample CSSM format is in Appendix B to this enclosure.

e. Draft OCS equities in the TPFDD. The input of initial TPFDD data for the flow of CAAF personnel and contractor-owned/contractor-operated equipment that will be used to provide contracted support is the responsibility of each Service component. Non-standard Unit Type Code(s) (UTC) represent U.S. government or commercial movement of system support contractors as well as external support contractor's arrival/departure to/from the theater/JOA. Some examples of OCS input in the TPFDD are

- (1) Contracted support
- (2) Contractor modes of transportation
- (3) Contracted support to APOE/Ds and SPOE/Ds
- (4) Contracted support for base camps support
- (5) Translator and interpreter requirements
- (6) Security

(7) Communications.

5. Concept development output

- a. The output is a commander-approved COA.
- b. All the products and information from concept development are used or finalized during plan development.

APPENDIX A TO ENCLOSURE C

OPERATIONAL CONTRACT SUPPORT (OCS) PLANNER'S WAR GAMING STEPS

1. Prepare for the war game

a. Gather the tools

(1) References: Operations planning documents, e.g., LSA, OCS estimate, or draft Annex D or W; G1/G4 Battle Book); "smart" books; any planning factor or lead time information available.

(2) Current personnel and OCS estimates.

(3) Personnel and maintenance attrition rates—these could factor into considerations for contracted support should organic capabilities decrease in number over time.

(4) Assumptions from the mission analysis and COA development.

(5) Data specific to the OCS operational environment and any analysis of the OCS operational environment information.

(6) Information from the JIPOE specific to OCS.

(7) Current OCS capability locations (organic contracting units and contracted support capabilities) and any know force flow information on OCS capabilities.

(8) OCS data/reports (e.g., SPOT-ES information for the theater/JOA, All Government Spend report).

(9) Synchronization matrices (e.g., CONOPS, CSSM, TPFDD, etc.)

b. List and review friendly forces and capabilities.

(1) Include OCS capabilities of assigned, attached, or forces under operational control of the JFC, those OCS specific host nation forces and other agencies present. Include priorities of support, by phase, for these elements. Contracted support or capabilities provided through contracted support should also be represented.

(2) List known/existing contracts or task orders that support the JOA/AOR and adjacent AORs (e.g., external support contracts (civil augmentation program (CAP), husbanding contracts, etc.)).

c. List and review opposing forces and capabilities.

(1) List and describe how opposing forces or their capabilities inhibit or prohibit the execution of OCS tasks/capabilities.

(2) Provide any information that could counter these opposing forces/capabilities.

d. List known critical events—those that directly influence mission accomplishment. OCS examples:

(1) Essential, specified, and implied tasks from mission analysis including detail how OCS will be affected or have an effect on the tasks.

(2) Deception plan and the impact on OCS.

(3) Critical OCS points/nodes and their relation to high-value targets.

e. Determine OCS participants for the war game. Depending on how the JFC sets up the contracting construct (e.g., LSCC, LSC, JTSCC), key leaders (SCOs) and planners from the contracting support organizations (Service contracting commands) need to be included as well as specific contracting support and CAP planners for their organization (e.g., LOGCAP, AFCAP, etc.).

f. Determine opposing force COA to war game is done by the planning group lead. OCS planners support the effort.

g. Select war gaming method is done by the planning group lead (manual or computer-assisted). OCS planners support the effort.

h. Record and display war gaming results as directed by the planning group lead. Common methods include:

(1) Narrative

(2) Sketch and note

(3) War game worksheets

(4) Synchronization matrices.

2. Conduct War game and Assess Results

a. Purpose of war game (identify gaps, visualization, etc.)

b. Basic methodology (e.g., action, reaction, counteraction). OCS planners detail how OCS capabilities (contracted support and contracting organizations) will respond to the action/reaction etc. Understanding how the CONOPS may change due to an action/reaction should be noted by OCS planners as this may cause a change in the contracted support requirement(s) and require a revalidation of the requirement and associated timing. OCS planners need to be prepared to adjust the CSSM and identify potential risks.

c. Record results. A record of the war game results provides the OCS planner a basis from which to analyze existing OCS capabilities, create an OCS force list, validate assumptions, and build or refine the OCS Estimate with specific attention to the CSSM, potential OCS risks, and possible mitigation options.

4. Prepare Products

a. Input to the war game brief specifically on OCS aspects/results of the war game.

(1) Potential decision points. Identify OCS decision points and their implications in support of the CONOPS; this will support the development/refinement of the CSSM as well as OCS tasks.

(2) Evaluation criteria. Include factors the staff uses to measure the relative effectiveness and efficiency of one COA versus other COAs with specifics on how OCS was or was not effective.

(a) Criteria may include specific items from the commander's intent or critical events.

(b) Identify OCS culmination points which may adversely affect CONOPS.

(3) Potential branches and sequels.

b. Revised OCS estimate and other staff estimates (e.g., updated contracted support requirements.)

c. Refined COAs from an OCS perspective:

(1) OCS Concept of Support—How the JFC is going to weight the main effort operationally, specifically for OCS. This will help develop the OCS culmination point.

(2) OCS capabilities/units and contracted support in the AOR, which may include MN units.

(3) OCS overlay. Placement of OCS capabilities and units in the AOR/JOA. Graphic depiction on the operational area; to enable visualizing how geography and the environment impact supporting the operation.

(4) OCS contracting construct and task organization.

(5) Identification of OCS tasks for subordinate units.

(6) Contracted Support Synchronization Matrix (CSSM) developed/refined. This CSSM is in concert with the phases of operation, the CONOPS and the other staff synchronization matrices.

(7) Defined contracted support requirements and priorities for specific units/organizations, by phase and location, to augment and/or mitigate a lack of organic military or HNS capability.

d. Initial estimates for Time-Phased Force and Deployment Data (TPFDD) refinement and overall transportation feasibility analysis. (This will be refined during plan development.)

e. Feedback through the COA decision brief. A record of the war game results provides the OCS planner a basis from which to analyze existing OCS requirements and capabilities, create an OCS force list, build/refine the CSSM, the OCS Concept of Support, and ultimately, prepare OPLANs (Annex W).

APPENDIX B TO ENCLOSURE C

CONTRACT SUPPORT SYNCHRONIZATION MATRIX (CSSM)

1. Purpose

a. OCS planners must synchronize development of the OCS concept of support with the concept of operations (CONOPS) linking joint OCS tasks and responsibilities to key operational objectives. To do this, OCS planners collaborate with staff, Service components, and CSAs to identify and clarify contracted support requirements for logistics and non-logistics activities as well as assign OCS tasks and responsibilities by phase to ensure all understand the overall execution sequence.

b. The information is displayed and tracked in the CSSM. The CSSM serves as a key reference point to help assess the progress of an operation against actual execution and recommend adjustments as needed. The CSSM can display contracted support requirements by JCA; contractor personnel estimates and contracting estimates by location, phase, scheme of maneuver; contracting organization structure(s); and type of contract to be utilized for support.

c. The CSSM can be used to support planning for any level of plan, during crisis action planning as well as campaign activities, war gaming and any rehearsal of concept (ROC) drills. It is more detailed at levels lower than the CCMD. OCS planners should add detail to the CSSM as needed to identify OCS actions or gaps in information needed to execute OCS.

d. The collaborative effort to create a synchronization matrix identifies:

- (1) OCS (contracted support and contracting) requirements
- (2) Critical OCS activities
- (3) Support and supported relationships over time
- (4) The authorities needed to execute OCS tasks
- (5) Who is responsible for OCS missions
- (6) Key decision points and their impact/implications on OCS
- (7) Common metrics to monitor during execution.

- e. The information in the CSSM feeds Tab A to Appendix 3 of Annex W.

2. Methodology.

- a. There is no standard format for the CSSM. There are numerous options. Commands and OCS planners should use a CSSM that best supports their planning efforts. Usually, the CSSM contains the phasing of the operation over time horizontally and the issues the OCS planner is responsible for integrating as part of the OCS Concept of Support vertically. If planning factors (e.g., military population to contractor ratio) or rules of association are used note them in the “Planning Factor” column.

- b. For contracted support, it is especially important for requirement generators (Service components) and the OCSIC to determine estimated numbers associated with CAAF in the CSSM. The CAAF numbers will be important in the development of Tab A to Appendix 3 of Annex W of the plan. Likewise, the CAAF estimates in the CSSM will contribute to the development of government furnished support (e.g., BOS-I and transportation) requirements and the subsequent analysis for the government to provide this support. CAAF estimate detail should include location, phase, and type of contract (system, external, and theater) linked to operational tasks.

- c. The first step for the joint planning team lead is to identify critical tasks and establish a matrix timeline for the CONOPS. The CSSM timeline should mirror the critical operational tasks and timeline for the CONOPS; this ensures the matrices stay in synch. Modeling and simulation and other analysis tools may be used to determine key operational and OCS support characteristics, and determining how the operation will unfold over time.

- d. Planning products from each step of the planning process provide relevant information for the CSSM.

- e. Identify constraints, intermediate objectives, and validated projected end states.

- f. The matrix must identify when OCS actions occur by phase, identify what actions cannot occur during the desired timeframe, and what conditions or actions that occur or fail to occur would stop the operation or prevent a phase from being successfully completed.

- g. For each key decision or response action, the planning team identifies a responsible party, the time factors, what occurs before, what occurs after, and the resources needed for success. Figure 6 shows a sample CSSM. An actual OCS synchronization matrix for an OPLAN or CONPLAN will include all phases.

LOCATION: XYZ						
Time (C-Day)						
Contracting C2/Coord. Construct	LSCC with Services supporting Own Forces, POD BOS - ARMY					
	Phase 1			Phase 2		
Event/Task (see to plan level detail)	Operational or Mission Task 1.1	Operational or Mission Task 1.2	Operational or Mission Task 1.3	Operational or Mission Task 2.1	Operational or Mission Task 2.2	
Examples	Initial Entry Preps	Initial Entry OPS	Prep for Freedom of Movement Ops	Conduct JROS&I	Conduct Freedom of Movement OPS	
Capability	Planning Factor ¹	Contractor Estimate				
System Support						
External Support						
APOD Support			Augment with 10 LOGCAP contractors		Augment with 30 LOGCAP contractors	
SPOD Support			Augment 20 LOGCAP contractors		Augment with 60 LOGCAP contractors	
DP Camp				Augment Army MP Company with 20 LOGCAP contractors		Augment Army MP Company with 50 LOGCAP contractors
Base Camp Services (POD)			Augment with 50 LOGCAP contractors		Augment with 100 LOGCAP	
Contracting C2			RCOs established			
Theater Support						
Translator			20 Contractors	5 Contractors		20 Contractors
LOG SERVICES: Stevedores/Port Handling Support			20 Contractors		50 Contractors	
¹ Planning Factors include: Military Population (MP), Equipment Density						
(1) Planning Factor(s) vary (e.g., military population, aircraft supported)						
*Alternate sources will be applied by phase, and include ACSA, HNS, Coalition and OCS						

Figure 6. CSSM Sample 1

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APPENDIX C TO ENCLOSURE C

CONTRACT STATEMENT OF REQUIREMENTS (CSOR)

1. Purpose. The CSOR is a consolidated and summarized list of major projected contracted support requirements and associated CAAF by Service component, JCA, location, and phase. It results, in part, from the development of the CSSM and contributes to the development of Tab A to Appendix 3 to Annex W for a specific plan or operation. The CSOR informs the subsequent development of performance work statement(s) (PWS) or statement(s) of work (SOW), a primary element of an acquisition-ready requirements package. The CSOR described in this appendix may be substituted with similar products (e.g., reports generated from cASM).

2. Methodology

a. There is no standard format for the CSOR.

b. For contracted support, quantified contract requirements are entered by location, phase, and type of contract (external and theater) as well as the ROM estimate of CAAF that would be associated with the contracted support.

c. A mature CSOR (Figure 7) can drive the development and refinement of the Annex W, validate assumptions in Annexes that assume contracted support, enable an estimate of contractors based on requirements (CSSM), narrow the focus for collection of information on the OCS operational environment, assist in the development of JIPOE, inform contingency base sustainment estimates and inform the OCS input to the LSA.

d. The level of detail included varies by level of command.

e. See <<https://intelshare.intelink.gov/sites/ocs>> for a CSOR tool. The site also includes a user's guide for the tool.

Uclass // Contingency Planning CONTRACT STATEMENT OF REQUIREMENTS (CSOR) // Uclass											
Planning Assumptions Location (List Name): Location Force Size (Mil, Civ, CAAF): Estimated Length of Phases:	Phase 1	Phase 2	Phase 3	Phase 4	Phase 5	LOCATION: List Location (Country, City), Operational Name (E.g. LSA Name) Location 4 Digit Grid: POC This CSOR:					
	What (Capability Gaps or Decision to Contract to Conserve Organic Capabilities) (See inserted comment for instructions)					How Much By Phase (Staff Proponent Responsible for the Commodity or Service must complete)					How This section is for the Operational Contract Spt / HNS Team to complete
	Consumption / Planning Factor (if Applicable)	Unit of Issue	Size (if Applicable)	Qty	Qty	Qty	Qty	Qty	Coordinated HNS or ACSA (Y/N)	Contract Venue: Theater Spt (TS); External Spt (ES);	
Item or Service (By Commodity/Function)											
Interpreters			Interpreters								
Example: Japanese (office Environment)	1:200 soldiers	each	NA	10	20	20	12	5			
Language A (insert language name) (Office Environment)		each	NA	#	#	#	#	#			
Language A (Office Environment) with Security Clearance (State level)		each	NA								
Language B (POW / Enemy)		each	NA								
Language B (POW Enemy) w / Security Clearance (State level)		each	NA								
Language C (Coalition Forces)		each	NA								
Language C (Coalition Forces) w / Security Clearance (State level)		each	NA								
Medical Services / Log			Medical Services / Log								
Medical Waste Disposal Service	31lbs/bed/day (750)	lbs/day	NA	#	#	#	#	#			
Medical Waste Incinerator	31lbs/bed/day (750)	each	g. 5Ton	#							
Medical Waste Incinerator (install, O&M and Repair)	31lbs/bed/day (750)	each	5Ton	#							
CT Scanner lease (Install, Maint, Repair)	1 scanner / CSH	days	16 Slice	#							
Casualty Evacuation (HA/DR & Displaced Persons only)		Ambulance	NA	#							
Hospital Services (HA/DR & Displaced Persons only)		beds	NA	#							
Mortuary Affairs			Mortuary Affairs								
Ice (Non-Potable)	70lbs/remain every 20 (l) x 8 (w) ft space	lbs	crushed ice bags	#							
Refrigerated Bldg Lease	30 remains per 20ft reefer	reefer	or 40 ft	#							
Tractor, Trailer: Choose: ___ lease ___ or service (w/ driver)		each	5 Ton	#							
Human Remains Processing		each	NA	#							
Transportation			Transportation								
Fuel Trucks/Tankers: Choose: ___ lease ___ or service (w/ driver)		each	10K	#							
HETs: Choose: ___ lease ___ or service (w/ driver)		each	NA	#							
Lowboys: Choose: ___ lease ___ or service (w/ driver)		each	NA	#							
Cargo Truck: Choose: ___ lease ___ or service (w/ driver)		each		#							
Trailer (40 Ft): Choose: ___ lease ___ or service (w/ driver)		each	40 ft	#							
Trailer (20 Ft): Choose: ___ lease ___ or service (w/ driver)		each	20 ft	#							
Tractor Trailer: Choose: ___ lease ___ or service (w/ driver)		each	NA	#							
Motor Pool Services (NTV Dispatch & Maint)		vehicles/day	NA	#							
NTV (Pick-up): Choose: ___ lease ___ or service (w/ driver)		each	NA	#							
NTV (SUV): Choose: ___ lease ___ or service (w/ driver)		each	NA	#							
NTV (6 pax Van): Choose: ___ lease ___ or service (w/ driver)		each	NA	#							
NTV Lease (15 pax Van): Choose: ___ lease ___ or service (w/ driver)		each	NA	#							
NTV Lease (Sedan): Choose: ___ lease ___ or service (w/ driver)		each	NA	#							
Gators		each	NA	#							
Gator Maintenance		each	vehicles	NA							
Transportation Movement Control Services - Ground		vehicles to	NA	#							

Figure 7. Example CSOR

ENCLOSURE D

PLAN DEVELOPMENT

1. General

a. During the plan development, the CCDR's staff creates a concept plan (CONPLAN) format, with the required annexes or a detailed operation plan (OPLAN) or operation order (OPORD). The supported CCDR, staff and subordinate commanders, and supporting commanders conduct a number of different planning activities to include

- (1) Force planning
- (2) Support planning
- (3) Deployment planning
- (4) Redeployment or unit rotation planning
- (5) Shortfall identification
- (6) Feasibility analysis
- (7) Refinement
- (8) Documentation
- (9) Plan review and approval
- (10) Supporting plan development.

b. At the highest levels, the CJCS, in coordination with the supported and supporting commanders and other members of the Joint Chiefs of Staff (JCS), will monitor planning activities for plans and orders developed per the JSCP. Additionally, the CJCS will resolve shortfalls when required and review the supported commander's plans/orders for adequacy, feasibility, acceptability, completeness, and compliance with joint doctrine.

c. Service components and CSAs will also begin developing their supporting plans.

2. Inputs to Plan Development

a. Selected operational COA.

b. OCS Estimate including:

(1) OCS concept of support with overlay

(2) Draft CSOR

(3) Draft CSSM.

c. Initial TPFDD.

d. Existing contracts and task orders. At a minimum, this should include systems support contracts for vehicles, weapons systems, and other equipment; civil augmentation program contracts; and husbanding contracts, if available.

3. Operational Contract Support (OCS) Activities Supporting Plan Development

a. Plan development delves into the details of joint OCS planning actions. Planning activities may overlap, be worked simultaneously, or even be repeated.

b. OCS planners complete plan development in a collaborative environment, exchanging information with staff planners, Service components, and CSAs.

c. OCS planners must ensure that when plans or orders are prepared, the OCS elements are reflected and addressed in paragraph 4 (Administration and Logistics) of the base plan, Annex D, Annex W if required, and other functional annexes where applicable. REFERENCE D specifies the OCS content required in the plan(s). Appendices A and B to Enclosure D of this manual address detailed OCS requirements.

d. Specifically, OCS planners

(1) Continue to refine the OCS aOE and refine information to/from JIPOE.

(2) Refine OCS planning products (e.g., CSOR, CSSM, TPFDD, OCS input to the battle rhythm, etc.) as contracted support requirements are updated or as additional contracted support requirements are identified for each phase of the plan.

(3) Lead the staff working group to prepare or refine the Contractor Management Plan (CMP) in coordination with the OPT-lead. This plan will cover all contractors supporting the operation, not just those supporting logistics functions, so representation from across the staff is essential.

(4) Draft Annex W including an initial list of OCS enablers, OCS preparatory tasks, designation of “common” contracted supplies/services, and designation of theater support contracting organization structure(s).

(5) Address the mechanisms (e.g., theater support contracting organization structures, B2C2WGs) that will be utilized to integrate and synchronize all requirements and sources of contracted support.

(6) Assist with the GCC’s designation of “common” contracted supplies/services.

(7) Analyze risks associated with the use of OCS to both the mission and the force and recommend mitigation strategies. Depending on the commander, this may be done as part of every planning function. The risk analysis is documented in the LSA and the campaign using DRRS. See pages C-7 and C-8 for risk and mitigation considerations related to the use of contracted support in operations.

(8) Integrate contractor support requirements (e.g., life support, transportation, JRSOI, etc.) into the overall plan.

(9) Determine the government furnished services for contractors

e. SecDef approval of a COA may be contingent on the JFC making recommended changes. If this is the case, OCS planners must review all COA products produced and make the necessary refinements to ensure the COA reflects the new guidance. This refinement, if required, must be completed prior to developing the OCS portion of the LSA, the refined TPFDD, and the applicable annexes to the base plan as described in this step.

4. Operational Contract Support (OCS) Output or Products

a. OCS input to the base plan, which includes Administration and Logistics paragraph 4, individual annexes (each warfighting function) with OCS detail as well as Annexes D and W. See Appendices A and B to Enclosure D.

b. OCS portion of the LSA, if applicable by plan level, and selected COA. See Appendix D to Enclosure D for guidance on developing OCS input to the LSA and provide the input to the CCMD J4.

c. Refined TPFDD. The OCS input to the draft TFPDD is refined to include the synchronization of OCS capabilities and enablers with the requirements based on the concept of operation. See Appendix C to Enclosure D.

d. Initial MOPs and MOEs. See Appendix E to Enclosure D.

e. Annex W with appendices and tabs.

(1) Draft Summary of Contracting Capabilities and Capacities Support Estimate, Appendix 1 to Annex W. The information in this Appendix can be derived from the CSSM and CSOR and discussions with the SCO.

(2) Draft contractor management plan (CMP), Appendix 2 to Annex W.

(3) Draft Summary of Contractor Support Estimate, Appendix 3 to Annex W. The information in this Appendix can be derived from the CSSM and CSOR.

f. Refined CSSM.

g. Refined CSOR.

5. Plan Development Outputs

a. Plan or order development ends with SecDef approval of a fully developed plan with appropriate Annexes, Appendices and Tabs.

b. The developed plan or order has been reviewed for adequacy, feasibility, acceptability, completeness, and compliance with joint doctrine.

APPENDIX A TO ENCLOSURE D

ANNEX W CHECKLIST

1. Purpose. The purpose of the Annex W checklist (Table 1) is to provide the Combatant Commands, Services components and CSAs a broad overview of the types of issues that should be addressed in an Annex W. While not exhaustive, it serves as a basic guide as to what to think about when preparing, staffing, and publishing an Annex W. It also applies to developing the OCS portion of the logistics supportability annex (LSA).

2. Methodology

a. Checklist considerations are organized and grouped under the sections of Annex W.

b. Each section of the Annex W is summarized in Table 1. The text following the table details planning considerations by section. Sample language is provided in Appendix B to further guide planners as they develop Annex W.

c. OCS information is initially documented in the OCS estimate, then refined and updated as the plan or order matures through joint planning.

d. Level 1 or 2 plans are not required to have an Annex W unless specified by the Combatant Command. However, this checklist serves as a tool for conducting OCS mission analysis, supportability analysis, and estimates. Additionally, Level 1 or 2 plans may be generic plans that are designed for operations anywhere in the theater, vice a particular country. In this case, identifying information in some of the areas of this checklist would be not applicable.

e. Level 3T, 4, and TCPs must include all sections of Annex W except TCPs do not require Tab A to Appendix 1 or Tab A to Appendix 3.

Minimum OCS Information Requirements			
Annex W Section	Action ¹	Remarks	
1. Situation			
Enemy situation. Threat level assessment that lays estimate impact on the potential use of contract support by phase and location.	P	Initially from OCS Estimate. Refined in plan development.	
Friendly situation. List major commands and agencies supporting the contingency, and briefly describe their functions related to OCS actions. Also, list non-DoD and Interagency entities impacting or influencing OCS actions.	AD		
Commercial Business Environment. Based on a coordinated JFC, Service components, construction agent and CSA OCS preparation of the operational environment (provides synopsis of local business environment (sector analysis)).	C		
Assumptions. Based on threat assessment, commercial business environment research, host nation/international and multinational considerations and any established OCS-related facts.	C		
Limiting Factors (to include constraints/restraints). Based on threat assessment, commercial business environment research and any established OCS-related facts. Some organizations may require documenting the source in the paragraph (e.g. HHQ, JFC guidance, SOFA)	C		
2. Mission Statement	AD	See base plan	
3. Execution			
OCS Concept of Support. Outlines broad concept of OCS. It includes how contracting supports the operation and articulates the commander's priorities and specific OCS guidance by phase of operation.	P	Initially from OCS Estimate. Refined in plan development.	
Guidance on how types of contracted support (system, external, theater) are to be utilized. Include GCC-specific direction on Service component contracting agencies provision of contingency contract administration services (CCAS).	AD		
Tasks to Major Subordinate Units. Service components, LSCC, LSC, or JTSCC, and CSA's to include participation in B2C2WGs and contractor management responsibilities.	C		
Initial guidance by support function. Specific OCS requirements.	C	OCS planner coordinates with functional requiring activities	
Non-Logistics Support			
Linguists: Interpreters/Translators		- Requiring activity or staff planner develops requirements and appropriate sourcing solution. - Requiring activity documents OCS requirements in appropriate annex/appendix. - OCS planner consolidates in Annex W.	
Intelligence			
Communications			
Security			
Other			
Logistic Support			
Supplies/Commodities: Class I, II, III, IV, VIII, IX			
Maintenance: systems and common equipment			
Non-facility based life support			
Base Operating Support: Water, DFAC, MWR, Class I, II, III, IX			
Construction/ General Engineering/ Facility Maintenance			
Materiel Distribution/Transportation			
Disposition services			
Health Services and Readiness			
Mortuary Affairs			
Coordinating Instructions. Mission-specific OCS guidance for B2C2WG, reporting, battle rhythm, links to applicable policy and procedural documents or websites	C	Initially from OCS Estimate. Refined in plan development.	
4. Administration and Logistics			
Funding/Fund Disbursements	C	May include in base order	
Contract/Fiscal Law Support	C	(paragraph 4)	
5. Command, Control, and Contracting Authority			
Theater Support Contracting Organization Structure (LSCC, LSC, JTSCC)	C	Initially from OCS Estimate.	
Contracting Authority	AD	Refined in plan development.	
Appendices			
Summary of Contracting Capabilities and Capacities Support Estimates	P	Tab A to Appendix 1	
Contractor Management Plan (CMP)	C	Appendix 2	
Summary of Contractor Support Estimates	P	Tab A to Appendix 3	

¹Action Key—Information derived from: AD—Authoritative Document(s); C—Checklist (this appendix); P—Developed Process

Table 1. Minimum OCS Information Requirements

3. Enemy Situation. Threat level assessment that lays estimate impact on the potential use of contract support by phase and location. It is initially documented in the OCS Estimate.

a. How will the threat level affect the ability to contract for local goods and services?

b. Does the enemy have any linkage to commercial sources that may be used to fill potential requirements?

c. How do the terrain and environment affect the use of OCS?

4. Friendly Situation

a. List major commands and agencies supporting the plan or contingency and briefly describe their function related to OCS actions (e.g., requirement generator, contracting organization under operational control (OPCON) of the JFC, contracting organization in support, but not OPCON, to the JFC.)

b. List non-DoD and interagency entities impacting or influencing OCS actions.

5. Commercial Business Environment. Based on a coordinated JFC, Service component, construction agent, and combat support agency preparation for OCS analysis of the operational environment. This provides a synopsis of the local business environment by sector (energy, manufacturing, etc.)

a. Describe briefly the general business environment.

b. Are there local customs, laws, taxes, or language barriers that will make contracting with the local vendors difficult?

c. What cultural issues exist with business operations?

d. What HNS, SOFAs, acquisition and cross-servicing agreements (ACSA), other diplomatic/international/multinational agreements will be in effect? How will they impact contracted support?

e. Are private security services provided by contractors IAW applicable U.S., HN, international law, and relevant SOFAs?

f. Does the area of operations have an austere, moderate, or robust business environment?

g. How far from the business centers are the requiring units/activities. Do the lines of communication (LOCs)/infrastructure support potential use of contracted support? Have hostilities/natural disasters impacted businesses? Rule of Law? Corruption?

h. What supplies and services may be available from the local markets (JOA, local countries and in-transit countries)? Do you have consolidated market survey data?

i. What are the local labor and other cost factors for construction and engineering work?

j. Will local vendors be capable of providing rapid response?

k. What is the local currency, and how fluid/stable is this currency? Will business have to be conducted in another designated currency? Consult with lead resource management office on these questions.

l. What type of banking/financial institutions will be available? Is the financial system sound? Are electronic funds transfers possible? Will cash be required?

m. Will local vendors accept government purchase cards? If not, is there a paying agent plan in place?

n. What payment mechanism will be required by vendors?

6. Assumptions. Base assumptions on the threat assessment; commercial business environment research; host nation, international and multinational considerations; and any established OCS-related facts. Assumptions carried into execution become risks and must be mitigated. OCS assumptions should not repeat previous assumptions within the plan; they should be specific to OCS. Ask what key assumptions related to OCS are needed to develop this plan? Some examples are:

a. Availability/effectiveness of local national commercial source?

b. Availability of funds?

c. Will host and in-transit countries will allow third country nationals, to include U.S., to operate?

d. Will host and in-transit countries require work visas?

7. Limiting Factors. Determine constraints (something you must do) and restraints (something you cannot do) based on the threat assessment,

commercial business environment research, and any established OCS-related facts. Some organizations require you to document the source of the limitation in the paragraph. Example sources include higher headquarters plans, orders, or policy; JFC guidance; or a SOFA. See Appendix B for additional examples.

8. Mission Statement. There is no separate mission statement for the OCS annex. Direct the reader to the base plan.

9. Execution. The next several sections until “Administration and Logistics” are part of execution.

10. OCS Concept of Support. Outline the broad concept of OCS. Include how contracting supports the operation and articulates the commander’s priorities and specific OCS guidance by phase of the operation. The concept of support should contain information on the OCSIC and the lead component or organization of OCS coordination and/or the contracting construct (i.e. service support your own, LSCC, LSC, or JTSCC).

a. For each support function:

(1) Which joint, Service Component or CSA staff has the lead for planning support arrangements for this function?

(2) Will this function be fully or partially contracted out? What portion of the contracted service will be external and what portion will be theater support?

(3) If function will be partially contracted out, what tasks will be contracted and what tasks will be retained by the government?

b. Based on the analysis of organic and other support capabilities, to what extent will contracting have to be utilized to provide support due to the absence of organic capability and/or to offset the impact of any force caps on the size of the military force?

c. Are there reach-back arrangements made to non-deployed contracting and/or legal counsel organizations?

d. Are there requirements that cannot be procured locally; what are the workarounds?

e. Are private security services provided by contractors IAW applicable U.S., HN, international law, and relevant SOFAs? How will the contracting effort be structured (by buying activity, geographical area, customer, etc.), to include flows of authority?

f. Are special contract-like programs or initiatives to be utilized (e.g., Commander's Emergency Response Program)? If so, what are the impacts to OCS (e.g., effects on competition, contracting organization oversight/workload/training, etc.)?

g. Are any "local national first" type programs established? If not, should there be?

h. When appropriate, are theater business clearance procedures established and articulated?

i. What processes are defined to provide visibility of key requirements and contracted capability? What IT systems will be used to support them?

j. What processes are defined to provide visibility and accountability of contractor personnel? What IT systems will be used to support them?

k. Has guidance and direction been developed and documented in the contractor management plan for CCAS?

11. Type of Contracted Support Guidance. This section details use of system support, external support, and theater support contracts as well as CCAS.

a. Will external support logistical-related contracts be utilized (e.g., LOGCAP, AFCAP, or DLA prime vendor)? If so, how will these external support contracts be managed to ensure there is no undue competition for the limited commercial vendor base?

b. Are there restrictions on the use of Service civil augmentation programs or other external support contracts in place?

c. Will the plan address guidance and process to transfer civil augmentation program task orders requirements to theater support contracts or firm/fixed price contracts?

d. What USACE and NAVFAC global contracts are in effect in the AOR and how will/can they affect competition in theater?

e. How large will the theater support contracting requirement be?

f. Determine mission essential services to be provided by contractors. Have the service components completed their planning for the continuation of essential services?

g. Determine alternative means of support for mission essential services in the event a primary contractor is unable to perform. This task includes

assessing alternative sources (military, DoD civilian, local national or other contractor(s)) or identification of actions that will mitigate the loss of such support.

h. What agency will perform the contract administration for external support, systems support, and theater support contracts?

12. OCS Major Task Assignments. Specify for each service component, lead service, the JTSCC (if established) and CSAs.

a. List OCS tasks to subordinate units to include:

(1) Lead service designation, as applicable.

(2) Required B2C2WG membership/participation.

(3) Associated contractor management responsibilities (e.g., JRSOI, force protection, etc.)

b. What OCS boards (e.g., joint requirements review board [JRRB], joint contracting support board [JCSB] and Combatant Commander logistic procurement support board [CLPSB]) will be established?

(1) What are manning responsibilities for these boards?

(2) Are the board's procedures developed?

(3) Have JRRB thresholds been determined and documented?

(4) Have thresholds and procedures been coordinated with JRRB members?

13. Initial Guidance by Support Function. List all major support functions viable for commercial support sourcing. A minimum list by logistic and non-logistic support are included in Table 1.

a. Under supplies or commodities, keeping in mind all requirements including base life support, planners should consider:

(1) Bottled and bulk water

(2) Class I

(3) Class II

(4) Class III (bulk and packaged)

- (5) Class IV
- (6) Class VI
- (7) Class VIII
- (8) Class IX

b. Under base life support, planners should consider:

- (1) Billeting
- (2) Medical support
- (3) Tactical water purification
- (4) Dining facility (DFAC) support
- (5) Morale, welfare, and recreation (MWR) including mail
- (6) Waste disposal (solid, biological, and hazardous).

c. For all supply services, do you have a plan to keep the accountable officer in place if/when the function is contracted out?

d. Provide the plan for how CORs will be identified and any specific procedures the CORs will use for contractor management.

e. Are there specific requirements or approvals needed for contractors (private security contractors, RUF, etc.)?

f. OCS planners at the GCC and in the Service Components may want to develop a list of priority items to be contracted. This "Top XX" list of items/services needed for contracted support will enable planners to focus on those items/services deemed critical to the execution of the CONOP. This list can change by phase and should be adjusted as required. This list will also enable OCS planners and operational users to focus on collection of data specific to these items/services during the campaign or during daily operations and assist in the development of the OCS operating environment and JIPOE.

14. Coordinating Instructions

a. Provide any mission specific B2C2WG guidance.

(1) Any DoD organization with contracting authority operating in the AOR/JOA should be directed to participate in the JCSB.

(2) The LCB can be used to address OCS-specific issues in lieu of an OCS working group.

b. List reporting requirements.

c. Publish OCS specific Battle Rhythm.

d. Include links for accessing TTPs, SOPs, etc.

e. Designate of “common” contracted supplies and services.

15. Administration and Logistics

a. For Annex W, this section often simply refers to Annex D of the base plan or order.

b. Additional “Administration and Logistics” requirements will be addressed in sub-paragraphs to paragraph 4. They can include:

(1) Funding/Fund Disbursements.

(a) What is the funding source(s)?

(b) Where will Financial Management personnel be located? Will they deploy?

(c) Are there mechanisms for tax relief?

(2) Contract/Fiscal Law Support.

(a) Who is responsible for providing contract law support to facilitate OCS?

(b) Also see Base Plan, Annex E–Personnel, Appendix 4–Legal. This sub-paragraph should describe specific contract and fiscal law support arrangements.

16. Theater Support Contracting Organization Structure (LSCC, LSC, JTSCC)

a. What contracting support agencies will be needed, and what contracting relationship will they have with the deployed contracting unit?

b. Determine which of three theater support contracting related organizational options or combination of options will be most suitable for the operation (e.g., JTSCC, lead Service, or Service component support to own forces).

c. Are there trigger points to move from single Service to lead Service to a joint command (or from joint command to a lead Service organization)?

17. Contracting Authority

a. Are HCAs and associated SCOs properly identified to include primary duties, location, and flow of contracting authority?

b. What triggers would require movement of HCA within or out of operational area?

18. Summary of Contracting Capabilities and Capacities Support Estimates. This is not mandatory for a TCP. In the Annex W of a level 3T or 4 plan, it is Tab A to Appendix 1. It is appropriate to insert a map of the JOA and the OCS unit locations as depicted in the example in Appendix B. The OCS planner can make the map as detailed as required; depicting the OCS Concept of support and the overall CONOPS is key.

a. What is the requirement by location and phase for contingency contracting officers (CCOs)?

b. What contracting functions will be performed at each location during each phase?

c. What other OCS capability and capacity is required by location and phase. Consider:

(1) What are the staff support requirements for a JTSCC C2 option?

(2) What “reach back” functions and staff are required?

(3) What are the requirements for Lead Service for contracting C2 option-how will additional coordinating capability staffing be provided? From what organizations?

(4) What are the contracting and contract coordination support skill sets needed? How many?

(5) Is participation in OCS and non-OCS related boards, centers, and cells identified? What should the troop-to-task look like?

(6) What are the requirements for external liaisons and coordination with the CCMD J2, J3, J5 civil-military operations center (CMOC) and other organizations? (e.g., DOS, USAID, Department of Justice, Federal Emergency Management Agency, United Nations, North Atlantic Treaty Organization)

(7) What are anticipated pre-deployment site survey team requirements?

(8) What are anticipated requirements to make contracting supportability assessments?

(9) What counterinsurgency (COIN) operations contracting-related human resource requirements are anticipated (e.g., influence COIN effort, structure OCS impacts to help achieve operational effects)?

(10) Are there specific operational requirements for which the JTF can or should employ host-nation personnel?

d. If tasked, what are the staff requirements to coordinate the entire contract and financial operations COP for the CCMD (e.g., requirements visibility of all non-DoD contracting entities, resource status on all types of funds flowing into theater, fund flows through contractors and subcontractors)?

e. Is a JCASO MST required? Where? How many? What duration? To provide which staff or SME support?

f. Types of OCS-related personnel to consider include:

- (1) Warrantable contracting officers (KO)
- (2) Administrative contracting officers (ACO)
- (3) Quality assurance representatives (QAR)
- (4) Property book/property administrators (PA)
- (5) Service component CAP planners in the OCSIC/JOA
- (6) OCSIC liaison officers (LNOs)

- (7) Service components, CSAs, other government agencies, NGOs, etc.
 - (8) Current and future operations staff
 - (9) Policy review analysts
 - (10) Contracting closeout assistants
 - (11) Contract administrators
 - (12) Enlisted contracting specialists
 - (13) Administrative NCOs
 - (14) Plans and policy NCOs
 - (15) Logistics and transportation NCOs
 - (16) Contract attorneys
 - (17) Paralegals
 - (18) Program management and acquisition planners
 - (19) IT specialists
 - (a) IT Network administrator
 - (b) SPOT-ES administrator/specialist
 - (c) Contract writing system specialist
 - (d) cASM superuser/specialist
 - (20) Procurement analysts
 - (21) Others as required.
- g. Locations of OCS elements by phase of the operation to include:
- (1) LSCC/LSC/JTSCC
 - (2) OCSIC (JTF/Service Component)
 - (3) CCAS/ECA element.

19. Contractor Management Plan (CMP). The CMP is Appendix 2 to Annex W. OCS planners need to review Secretary of Defense Memoranda, DoD Instructions; DoD Directives; Joint Publications; Host Nation MOD policies, and SOFAs to incorporate reference material as applicable. The questions below should influence the OCS planner as the CMP is developed with input from across the staff.

a. Are CAAF country entrance requirements identified and are processes in place to ensure compliance?

b. Are CAAF pre-deployment medical, dental, physical and psychological requirements identified and are processes in place to ensure compliance?

c. Are there CAAF pre-deployment training requirements that must be completed prior to deployment into the theater; are there requirements that will be completed upon arrival in theater? Have designated CONUS/OCONUS locations been identified for training and/or deployment/redeployment?

d. What are the overall contractor management requirements? Have policies been established for day-to-day management and control of CAAF?

e. Are theater business clearance procedures established and articulated?

f. Are operational focused contractor personnel discipline policies established? Do these policies include specific contractor personnel discipline procedures?

g. What are the policies to vet and badge all contractor employees who need routine access to military facilities?

h. Are standardized security badge issuance policies in place across the AOR?

i. Is the incorporation of all CAAF and non-CAAF requiring base access into the overall force protection and security plans addressed?

j. Is a billeting policy established for CAAF and non-CAAF personnel?

k. Are CCMD and other government agency private security services and procedures identified?

l. What is the guidance regarding the authorized/required/prohibited clothing and protective gear allowed for contractor personnel to wear or not wear?

m. Are there plans to provide primary/routine/emergency medical care to CAAF?

(1) What is the policy regarding primary/routine medical care to CAAF in the immediate vicinity of U.S. forces or on a U.S. base?

(2) Are the deployed MTFs prepared to provide emergency medical care to CAAF and non-CAAF employees injured, in the performance of their contract duties, while in the immediate vicinity of U.S. forces or on a U.S. base?

(3) Is the CCMD prepared to record all costs associated with the treatment and transportation of contractor personnel to the selected civilian facility? What is the policy regarding evacuation of CAAF? Who is responsible? How will costs be captured and reimbursed?

(4) Do these policies consider the operational needs and costs associated with providing/not providing this support?

n. Is the specific nature and extent of mortuary affairs support for contractors determined?

o. Is subsistence support provided to contractors on a non-reimbursable basis? If not, have reimbursement procedures been established?

p. Are CAAF properly integrated into the personnel recovery program?

q. Are authorizations for CAAF's use of military exchange facilities for health and comfort items addressed?

r. Are CAAF when deployed allowed access to MWR facilities or programs; religious support; commissary privileges; mail/postal support; legal assistance?

s. Are individual contractor arming policies in place?

t. Are there established procedures to address contractor inter- and intra-theater movement issues; quarantine or restriction of movement; evacuation?

u. Is CAAF protection during transit within the AO addressed?

v. Are command, control, communications, computers, and intelligence (C4I) issues, policies, requirements and restrictions addressed?

w. Are contractor convoy force protection standards and procedures addressed?

x. Have specific CAAF theater entrance requirements been identified? At a minimum, do they include:

- (1) ID card issuance policy
- (2) Government furnished support policies and procedures
- (3) Letter of authorization (LOA) generation with specifics on the information that is required to be included in the LOA and approval
- (4) Medical/dental qualification standards, immunizations, and screening procedures
- (5) Military protective clothing and equipment directives
- (6) Uniform policy
- (7) Training verification.

y. Have steps been taken to combat trafficking in persons, e.g., measures in place to ensure third country national CAAF are fairly treated?

z. Are there established procedures for deploying and redeploying CAAF to include:

- (1) Updating SPOT-ES
- (2) Enroute country entry requirements and life support
- (3) Issuance and recovery of government issued badges and ID cards
- (4) Issuance and recovery of government-furnished equipment (GFE) or government owned, contractor acquired equipment
- (5) Post deployment medical screening
- (6) Required pre/post deployment briefings/debriefings
- (7) Issuance/withdrawing security clearances (as applicable).

20. Summary of Contractor Support Estimates. This becomes Tab A to Appendix 3 to Annex W. It applies to level 3T and 4 plans, but not to TCPs.

a. To obtain a list or be granted access to view the current JCAs, contact Joint Staff J8, Joint Capabilities Division, JCA Program Manager.

b. See Appendix C to Enclosure D for additional assistance.

21. Other Annexes, Appendices, and Tabs. OCS equities are included as indicated below in accordance with REFERENCE D.

a. Annex B–Intelligence

(1) What are the requirements for contracted translators, interpreters and linguists?

(2) How does the terrain and environment affect the use of OCS?

(3) How will the threat level affect the ability to contract for local goods and services?

b. Annex C–Operations

(1) What are the requirements for contracted Personal Security capabilities?

(2) Have rules for the use of force been developed and are published?

c. Annex D–Logistics

(1) What HNS, SOFAs, ACSAs, or other diplomatic, international, or multinational agreements will be in effect? How will they impact contracted support?

(2) Is the Theater Business Clearance process articulated so that CONUS-based contracting agencies and officers understand what is required by the HCA/SCO?

(3) For all supply services, do you have a plan to keep the accountable officer in place if/when the function is contracted out?

(4) For each support function:

(a) Which joint, Service Component or CSA staff has the lead for planning support arrangements for this function?

(b) Will this function be fully or partially contracted out?

(c) If function will be partially contracted out, what tasks will be contracted and what tasks will be retained by the government?

d. Annex K–Command, Control, Communications, and Computer Systems.

(1) What processes and automated Information Technology (IT) will provide contract and contractor management visibility and accountability?

(3) How will requiring activities and contracting organizations communicate with contracting units, requiring activities in the field, and with local vendors?

(3) Will communication capabilities provide contracting personnel the necessary capabilities to support reach-back requirements?

(4) Has the command identified contractors that are operationally critical to its mission so that the contractors can know their obligation to report cyber incidents?

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APPENDIX B TO ENCLOSURE D

ANNEX W EXAMPLE

HEADQUARTERS, U.S. XXXXXX COMMAND
XXXXXXXX, XX XXXXX-XXXX
XX XXXX 20XX

ANNEX W TO CONPLAN xxxx-xx RESPONSE TO ORANGELAND INSTABILITY

References:

- a. (U) 32 CFR Part 158, Operational Contract Support (OCS)
- b. (U) Federal Acquisition Regulation (FAR), (current edition)
- c. (U) Defense Federal Acquisition Regulation Supplement (DFARS), (current edition)
- d. (U) Assistant Deputy Under Secretary of Defense (Program Support) OCS Concept of Operations, 31 March 2010
- e. (U) Office of the Under Secretary of Defense, Acquisition, Technology, and Logistics Memorandum, Procurement Support of Theater Security Cooperation Efforts, 6 May 2011
- f. (U) DoD Instruction 1100.22, Policy and Procedures for Determining Workforce Mix, 12 April 2010
- g. (U) DoD Instruction 3020.41, Operational Contract Support (OCS), 20 December 2011
- h. (U) DoD Instruction 3020.50 CH-1, Private Security Contractors Operating in Contingency Operations, Humanitarian or Peace Operations, or Other Military Operations or Exercises, 1 August 2011
- i. (U) DoD Instruction 4161.02, Accountability and Management of Government Contract Property, 27 April 2012
- j. (U) DoD Directive 2010.9, Acquisition and Cross-Servicing Agreements, 28 April 2003

- k. (U) DoD Directive 3020.49, Orchestrating, Synchronizing, and Integrating Program Management of Contingency Acquisition Planning and Its Operational Execution, 24 March 2009
- l. (U) DoD Directive 4270.5, Military Construction, 12 February 2005
- m. (U) DoD Contingency Business Environment Guidebook, 23 September 2014
- n. (U) CJCSM 3130.01, Theater Campaign Planning Policies and Procedures, 25 November 2014
- o. (U) CJCSM 3130.03, APEX Planning Formats and Guidance, 18 October 2012
- p. (U) CJCSM 4301.01, Planning Operational Contract Support (currently in Draft)
- q. (U) CJCSI 3110.03D, Logistics Supplement to the Joint Strategic Capabilities Plan, FY 2008, 25 June 2009 (includes updates from 18 December 2012)
- r. (U) CJCSN 4130.01, Guidance for Combatant Commander Employment of Operational Contract Support Enabler – Joint Contingency Acquisition Support Office (JCASO), 20 December 2011
- s. (U) Joint Publication 2-01.3, Joint Intelligence Preparation of the Operational Environment, 16 June 2009
- t. (U) JP 4-0, Joint Logistics, 16 October 2013
- u. (U) JP 4-10, Operational Contract Support, 16 July 2014
- v. (U) JP 5-0, Joint Operation Planning, 11 August 2011
- w. (U) Joint Contingency Acquisition Support Office (JCASO), Concept of Operations (CONOPS), 27 June 2012
- x. (U) Joint Contingency Acquisition Support Office (JCASO), Mission Support Team (MST) SOP, 21 January 2016
- y. (U) Applicable Service Acquisition Regulations Supplement
- z. (U) Multi-Service Techniques, Tactics and Procedures (MTTP) 4-10, OCS, February 2016

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- aa. (U) Army Federal Acquisition Regulation Supplement (AFARS) 5101.601, (current edition)
- bb. (U) XXXCOM Instruction 3217.01, Management of Private Security Contractors (PSC) During Contingency Operations, 31 May 2011
- cc. (U) XXXCOM Instruction 4001.1, Logistics Support Using Acquisition Cross-Serving Agreements (ACSA), 28 August 2013
- dd. (U) XXXCOM task order 010828Z October 2009, Expansion of Contractor Tracking via SPOT
- ee. (U) __ (Country Name) __ Status of Forces Agreement, dated DDMMYYYY
- ff. (U) XXXCOM Instruction 2000, XXXCOM Guidance for Conducting Foreign Vendor Vetting, 13 September 2016
- gg. (U) MOD xx to XXXCOM Instruction 1000, XXXCOM Individual Protection and Individual/Unit Deployment Policy, 15 January 2016

1. Situation

a. (U) Enemy. Refer to ANNEX B, Intelligence. Instability in Orangeland is not expected to impact or have an effect on commercial vendor sources in Blueland. Expect the commercial vendor sources to be unavailable in Orangeland if U.S. operations expand. There may be enemy elements or associations, in both Orangeland and Blueland that have linkage to various commercial sectors. It is known that the transportation industry (trucking, rail and sealift) and the entire commercial communication industry (telephone, cable/internet) have links to enemy elements due to family connections. As such, foreign vendor vetting will take on an increased significance during the operation. Both Blueland and Orangeland, commercial services and materials may be impacted and suffer reduced capabilities during the rainy season due to restrictions on the lines of communication.

b. (U) Friendly

(1) (U) Joint Task Force-XXX (JTF-XXX). The joint force responsible for execution of the JTF-XXX mission and the development of overall OCS execution. JTF-XXX J4 has an established OCSIC that has planned and executed OCS throughout the ongoing campaign.

(2) (U) JTF-XXX, U.S. Army Service Component. Comprised of U.S. Army forces that generate OCS requirements and have been designated as the

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LSCC for JTF-XXX. Manning for an OCSIC has been identified to support execution, but not ongoing campaign operation. Has contracting capability to support U.S. Army forces within JTF-XXX JOA. Disbursing capability is organic to the force and will be available to support payment for contracted support.

(3) (U) JTF-XXX, U.S. Air Force Service Component. Comprised of U.S. Air Force forces that generate OCS requirements. Manning for an OCSIC has been identified to support execution, ongoing campaign operation. Has contracting capability to support U.S. Air Forces within JTF-XXX JOA. Disbursing capability is organic to the force and will be available to support payment for contracted support.

(4) (U) JTF-XXX, U.S. Navy Service Component. Comprised of U.S. Navy forces that generate OCS requirements. Manning for an OCSIC has not been identified to support execution. The Service has the appropriate contracting capability to support U.S. Navy forces within JTF-XXX JOA. Disbursing will be provided by the designated disbursing office for the JTF.

(5) (U) JTF-XXX, U.S. Marine Corps Service Component. Comprised of U.S. Marine Corps forces that generate OCS requirements. Manning for an OCSIC has been identified to support execution, but not ongoing campaign operations. Has contracting capability to support U.S. Marine Corps forces within JTF-XXX JOA. Disbursing capability is organic to the force and will be available to support payment for contracted support.

(6) (U) JSOTF, JTF-XXX. Comprised of USSOCOM forces that generate OCS requirements. Manning for an OCSIC has not been identified on the JSOTF JMD to support execution. Has contracting capability to support SOCOM specific requirements, but does not have the ability to support Service unique contracting requirements within the JTF-XXX JOA.

(7) (U) Commander, U.S. Transportation Command (CDRUSTRANSCOM). As a Supporting CDR, execute contracting support relating to strategic lift/distribution in support of JTF-XXX.

(8) (U) U.S. XXXXX Command (USXXCOM). USXXCOM is a supporting command that may coordinate and execute contracts within their geographic area that are in support of this operation (e.g., humanitarian assistance (HA), contracting support from an operating base located within the XXXXX AOR).

(9) (U) Defense Logistics Agency (DLA)

(a) (U) DLA is combat support agency and is the executive agent for subsistence (Class I); bulk fuel (Class III); construction and barrier materiel (Class IV); and medical materiel (Class VIII) and provides support to JTF-XXX

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through Commander, DLA Region XXX (DLA-X). CDR DLA-X is the primary point of contact for operation XXXXX for enterprise-wide joint logistics and will coordinate reach back with the DLA CCMD LNO and DLA HQ enterprise for required combat support.

(b) (U) Joint Contingency Acquisition Support Office (JCASO). JTF-XXX coordinates with the embedded CCMD JCASO planner for JCASO MST capability and determines initial requirements for support. Routed through the applicable GCC, the JCASO MST request is forwarded to HQ JCASO for further coordination. The JCASO MST is a temporary enabling capability, to advise, assist, and support JTF-XXX oversight of OCS operations, typically for 60 days.

(10) (U) U.S. Embassy, Blueland, Chief of Mission (COM) and support staff. U.S. Embassy, Blueland General Services Officer (GSO). The GSO is responsible for contracting support for the U.S. Embassy-Blueland. During peacetime [or campaign activities], the GSO may be a source for paying for contracted support. U.S. forces operating in Blueland should not plan on the GSO providing contracting support of any type. The GSO may provide OCS operational environment information to support U.S. military forces operating in Blueland during the theater campaign.

(11) (U) Defense Finance and Accounting Service (DFAS). DFAS may be utilized as a paying activity supporting contract execution in support of the Theater Campaign Plan as well as other operations. However, utilization of DFAS as a paying activity should not be assumed, coordination must be done during planning as well as execution.

(12) (U) Defense Contract Management Agency (DCMA). DCMA may be requested to provide augmentation to support JTF-XXX Service component execution of CCAS/ECA. DCMA support should be requested via the request for forces (RFF) process.

(13) (U) Other Government Agencies. Add specific information related to government agency contributions to the plan and how these agencies may/will be involved in OCS equities. Other government agencies can include: USAID, Department of Justice, Department of Energy, etc.

(14) (U) Multinational Forces

(a) (U) NATO. NATO forces will have the ability to conduct contracting operations within JTF-XXX JOA. NATO forces will participate and utilize the JTF-XXX JRRB for designate common contracted supplies/services. NATO contracting organizations will also participate in the JTF-XXX JCSB.

(b) (U) (U) Yellowland Defense Forces. The government of Yellowland has designated forces to support this plan. Yellowland forces will

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participate and utilize the JTF-XXX JRRB for designate common contracted supplies/services. Yellowland contracting organizations will also participate in the JTF-XXX JCSB.

c. (U) Commercial Business Environment

(1) (U) Blueand has a significant petroleum industry. Most of the petroleum industry capability is foreign owned and managed.

(2) (U) Commercial sources for services and commodities are available within Blueand to support the expected U.S. force footprint for short duration periods. It is anticipated that HN will make commercial resources available. However, anticipate potential local vendor limitations to U.S. forces as a result of contracted support requirements for humanitarian assistance (HA) efforts from USAID's Office of U.S. Foreign Disaster Assistance (OFDA) and NGOs.

(3) (U) The local national work force does not have a significant number of people who would be considered "skilled" labor.

(4) (U) Within Blueand, there are known cultural difference between people living and working in the northern and southern regions of Blueand. Some degree of cultural tolerance is recognized within the capital region. For additional information on geographic cultural boundaries within Blueand, see Annex B.

(5) (U) Monitoring integrated financial operations and their impacts within Blueand will be critical. Visibility of the contracting effects on the local/regional vendor base is critical, especially for top commodities and services.

(6) (U) A listing of all U.S. Government contracts within Blueand can be obtained on the XXXXXXXXXXXX J4-CONTRACTING webpage.

(7) (U) There is no ACSA or SOFA between the U.S. and Blueand. There could be significant issues related establishing theater support contracts because of local laws. Likewise, the U.S. Embassy, Blueand, has established a process to expedite the visa process for U.S. citizens entering Blueand.

(8) (U) There are currently restrictions related to the arming of contractors supporting U.S. forces. However, there have been previous cases when contractors have been armed due variable security situation in Blueand.

(9) (U) The lines of communication and national infrastructure within Blueand is limited. Infrastructure supporting the petroleum industry is robust, but very immature when not directly linked to the petroleum industry.

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(10) (U) Blueland is not normally effected by natural disasters, however acts of God are inevitable. Blueland Civil Defense forces are ill prepared to handle natural disasters that affect more than 10,000 people. NGOs are currently in Blueland supporting numerous humanitarian efforts. NGOs are conducting operations utilizing local contracted support. If the U.S. forces planned on using theater contracting to obtain support, this may impact NGO operations and guarantee an increase in prices.

(11) (U) Blueland business law within the country is a facade for a very corrupt government. Corruption is pervasive at all levels of government. As such, local businesses are corrupt as well. U.S. contracting organizations need to be on the lookout for corrupt practices and are prepared to deal with this challenge.

(12) (U) Supplies and services availability within Blueland and the countries within the vicinity (1000 miles) of Blueland.

(a) (U) The following supplies and services have a robust capability: transportation assets (trucking [bulk liquid, break-bulk]), (maritime [bulk liquid, bulk dry materials]); construction assets (maritime, pipeline).

(b) (U) The following supplies and services are limited: medical infrastructure (clinic, hospital, ambulance); digital communication (WIFI, fiber optic networks). Only hard-wire telephone exists and only in the capital. However, cell phones are easy to obtain and used widely.

(c) (U) The following are supplies and services that have sparse capability: engineer/architectural design; factory production; ports—only 1 seaport with container cranes and 12 meter depth, two airports with 10,000 feet runways; construction materials—the majority of construction materials are imported—with the exception of rock-based products.

(13) (U) The local currency is the Blueland Peshba. The strength of the Peshba is linked to the price of oil. Inflation in Blueland is high. Historically, inflation has added approximately 75% to the cost of goods and services when compared to the cost for comparable items in the US. Petroleum companies operating in Blueland have indicated that if payment is made in U.S. dollars, the cost for goods and services decreases by approximately 75% thereby erasing the effect of inflation.

(14) (U) The banking system in Blueland is government controlled. As such, corruption is pervasive. Vendors in the capital area will accept electronic fund transfer, however, payment cash, U.S. dollars, is preferred.

d. (U) Assumptions

(1) (U) Contracting support at HA zones will be conducted by the Government of Blueland, USAID/OFDA, or IGOs/NGOs.

(2) (U) Contract support will be limited to operating locations within Blueland.

(3) (U) Bluelandian operating locations for U.S. Forces will not meet all bed down requirements and expeditionary life support sets will be required. Theater support contracting from HN sources will be required to augment base life support.

(4) (U) CAP contractors will be authorized by the government of Blueland to support JTF-XXX operations during a hostile and/or uncertain operational environment.

(5) (U) Bluelandian first program will be instituted for contracted support when the JOA operational environment becomes permissive.

(6) (U) There will be a boots on ground/troop cap for U.S. forces when the operational environment changes from hostile to permissive.

e. (U) Limiting Factors.

(1) (U) Blueland has an established commercial vendor base that can be leveraged to support operational requirements via expeditionary contracting for short durations. Although an established vendor base exists, it could be restricted due to competing HA requirements.

(2) (U) The Bluelandian Armed Forces (BAF) may reserve the right to coordinate via sole source some contracted support requirements for U.S. Forces through Homegrown Contracted Services Corporation, which is a state-owned enterprise. Under the ACSA, BAF could be the sourcing entity without violating the FAR for logistics support, supplies and services. In the event a DoD contract is required through Homegrown Contracted Service Corp., Contracting Officers should document the sole source requirement in a supporting, legally approved justification and approval memo.

(3) (U) Bluelandian approval of Third Country Nationals (TCNs) in the event external support contracts are required.

(4) (U) The Bluelandian Minister of Labor requires that Bluelandian citizens compose at least 45% of the contractor workforce supporting all theater support contracts. (Constraint)

(5) (U) No CAAF personnel will be authorized to carry weapons off of military installations. (Restraint)

(6) (U) The Blueland government is requiring any external support contractors, regardless of nationality, pay a 25% tax on all wages earned every 30 days; if the period of employment is less than 30 days a tax of 25% on all wages earned during the period of employment will be paid. Coordination for the payment of taxes by external support contractors will be made through the Embassy of the contractor. (Constraint)

(7) (U) Only personnel in possession of a U.S. Department of Defense issued Geneva Conventions Identification Card will be allowed to enter Blueland territory without an appropriate visa. (Restraint)

2. (U) Mission. See base plan.

3. (U) Execution

a. (U) Concept of Contract Support Operations

(1) (U) This operation will employ a Lead Service for Contracting Coordination (LSCC) construct IAW the references (list the pertinent references).

(2) (U) USARXXXX is the designated LSCC within Blueland for this operation and exercises contracting coordination authority for all Service and DoD contracting activities operating in Blueland to ensure the synchronization, leveraging and unity of contracting in support for JTF-XXX.

(3) (U) In order to execute this function, JTF-XXX will establish an OCSIC. The JTF OCSIC will plan OCS and coordinate and synchronize contracted support requirements. A JCASO MST may be requested by the CCMD to deploy as an enabling capability for the JTF OCSIC. The JTF-XXX OCSIC will serve as the secretariat and oversee the conduct of the JTF J4 Joint Requirements Review Board (JRRB). The JTF OCSIC will coordinate validated contracted support requirements with the LSCC, who will conduct a Joint Contracting Support Board (JCSB) to determine the contracting strategy to support the requirements.

(4) (U) Each Service component will vet contracted support requirements through the JTF JRRB (if specific thresholds are met) and LSCC JCSB. This allows the synchronization of all contracted support requirements and contracting actions which will contribute to unity of contracting, avoid competition for resources/service, and leverage like contracts for efficiency for JTF forces operating in Blueland.

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(5) (U) All Service components and DoD contracting activities operating in the JOA will participate in JTF OCSIC and LSCC directed OCS or contracting coordination B2C2WGs in order to facilitate unity of effort and synchronization of contracted requirements.

(6) (U) OCS requirements will be vetted through the JRRB and through the JCSB if the contract is more valued at more than \$100,000 or involves any private security capability. The OCSIC, in coordination with the supporting contracting command(s), may alter the threshold for contracted support requirements based on the operation. When determining thresholds, OCS planners will coordinate with staff, (J1-9), but specifically the Resource/Financial Managers (J8), Engineer (for minor construction issues), Operations (J3), and the Chief of Staff.

(7) (U) IAW the CONOPS, U.S. Forces will operate from three primary basing locations in Blueland. USXXCOM will designate a Base Operating Support-Integrator (BOS-I) for each operating location. The BOS-I is generally based on the preponderance of force at each operating location. SOF presence as the sole or preponderance of forces at a location does not eliminate the responsibility of the theater Service Component Commander to provide Service common logistics support. The BOS-I is responsible for coordinating and providing common base life support contracting for all tenants at the operating location. BOS leads for this operation are initially designated below:

(a) (U) Sea/Air Base Alpha (Northwest Blueland) contains the SPOD and APOD to facilitate JRSO operations. NAVXXXX and MARFORXXXX will have the preponderance of assets at Sea/Air Base Alpha. NAVXXXX is the designated BOS-I.

(b) (U) Air Base Bravo (East Blueland) will be primarily used by AFXXXX. AFXXXX is the designated BOS-I.

(c) (U) Army Base Charlie (South Blueland) is the expected to be the primary location for the JTF HQ and other ARXXXX forces. ARXXXX will be is the designated BOS-I. The JTF HQ, JTF OCSIC and LSCC will be located at Army Base Charlie. The JRRB and JCSB will be conducted from Army Base Charlie, however, it will also be conducted virtually.

(d) (U) SOCXXXX contingency contracting officers operating under USSOCOM contracting authorities will be prepared to support SOF at locations where they are operating independently. When collocated, the designated BOS-I will provide common base life support contracting to SOF.

(8) (U) All JTF-XXX Service Components and CSAs conducting contracting within Blueland will participate in JTF OCSIC and LSCC directed B2C2WGs.

(9) (U) All JTF-XXX Service Components and CSAs conducting contracting within Blueland will plan for and conduct appropriate CCAS for all contracts.

(10) (U) Priorities of OCS by phase are:

(a) (U) Campaign/predeployment planning. Identify existing contract vehicles in use by DoD or USM-B in Blueland for potential leveraging or expansion. Identify and refine contract support requirements IAW force packages and basing locations to support potential contingency operations. It is essential to acquire/update local vendor sources for key commodities and services. The JTF OCSIC, ICW the LSCC, will develop and maintain a local vendor database vetted through the U.S. Embassy/Consulate, as part of the JTF OCS COP, for likely sources of contractor services and commodities. Additionally, analyze and develop OCS effects on the operational environment, develop OCS information requirements and provide OCS input to JIPOE. A primary focus will be on coordinating contracts to support JRSOI, base construction, and force protection barriers for potential bases in preparation for execution at a later date. If required, coordinate preparatory actions and parallel planning with DLA for JCASO MST augmentation.

(b) (U) Phase 1 (Deploy). Establish contracts to facilitate JRSO (e.g., transportation), conduct infrastructure improvements, and in support of expeditionary BOS at operating locations. Determine actions to begin establishment and execution of CAP contracts/activities to support future phases of the operation. The JTF and contractors supporting the JTF will begin using SPOT-ES and will maintain an OCS COP for the JOA that at a minimum provides:

1. (U) Locations of Regional Contracting Centers
2. (U) Links to established contracts valued at more than \$100,000 within the JOA (IDIQ, CAP, theater support, husbanding, etc.)
3. (U) CORs with date estimated return from overseas (DEROS)
4. (U) Naval Facilities Engineering Command (NAVFAC) and U.S. Army Corps of Engineers (USACE) contracts
5. (U) Locations of CAAF within the JOA updated on a 24- hour basis
6. (U) Links to essential contracts outside the JOA that have a direct impact on operations.

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(c) (U) Phase 2 (Deter/Seize). Buildup combat power, continue improvement of infrastructure and BOS. Be prepared to and begin to support contracting in support of the Concept of Operations as required.

(d) (U) Phase 3 (Decisive Operations). Support combat operations.

(e) (U) Phase 4 (Stabilize). Stabilize operations, transition OCS responsibilities, and support redeployment. Contract terminations and close-out will begin.

(f) (U) Phase 5 (Redeploy). Support the redeployment of forces, conduct contract terminations and close-outs, and transition OCS responsibilities to successor, if applicable.

(11) (U) Systems Support Contracts. This is an expeditionary operation and Services will deploy with only mission essential systems support contractors required to maintain weapon systems and critical platforms required for operations.

(12) (U) External Support Contracts. As this is an expeditionary operation, external support contracts, such as the civil augmentation program (e.g., LOGCAP and AFCAP), will be restricted to supporting major operating/support bases and related JRSOI activities while theater support contracts will be used as much as practical outside of these major support requirements. As required, DLA may execute contracts to provide strategic supply of commodities and prime vendor support.

(13) (U) Theater Support Contracts. Theater support contracting (contingency contracting within Blueland) will be the primary source of contracting support for this operation. HN resources will be used to the maximum extent possible. All theater support contracts will be processed through the JTF OCSIC JRRB, then passed to the LSCC to synchronize the best contract execution action through the JCSB. These B2C2WGs ensure contracting actions are synchronized with the operational requirement, existing contract vehicles are leveraged to save time, unity of effort is maintained, and internal competition among requiring activities is avoided to conserve resources. Other OGAs and various IO/NGOs will likely have local contracting requirements and must be represented in these forums in order to prioritize and synchronize all contracting efforts.

b. (U) Contingency Contract Administrative Services (CCAS). Services will provide their own CCAS as required, to include ensuring adequate quality assurance, contract and property administration for their awarded or delegated contracts. Additionally, each Service component/requiring activity is responsible for having an adequate number of trained and appointed CORs to monitor their supporting contracts supporting. Components will ensure that a

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thorough turnover is conducted between incoming and outgoing CORs during RIP/TOA execution. Services will follow quality assurance plans, execute close out actions, and take steps to prevent waste, fraud and abuse. Although the Services are principally responsible for CCAS, they may request DCMA augmentation to support large and complex contracts.

c. (U) Tasks to Major Subordinate Units

(1) (U) JTF XXX.

(a) (U) Establish a JTF OCSIC. JTF OCSIC positions are to be included in the JTF Joint Manning Document (JMD).

(b) (U) Establish a Joint Requirements Review Board (JRRB) to validate and synchronize all contract support requirements in the JOA.

(c) (U) Establish and maintain an OCS knowledge management portal with updated information requirements.

(d) (U) Coordinate with the LSCC to ensure effective OCS contract execution. Ensure vetted JTF contract support requirements are transmitted to the LSCC. Track and monitor contracts to update the OCS knowledge management portal.

(e) (U) Be prepared to request DLA, JCASO to provide an MST as a temporary OCSIC enabling capability.

(f) (U) DIRALUTH with Service components, the LSCC and CCDR J4 OCSIC to facilitate OCS parallel planning. Per the references, provide CCDR J4 OCSIC reports on a routine basis or as directed.

(g) (U) Establish procedures to provide force protection and accountability for CAAF supporting JTF XXX Headquarters and USARXXXX on a daily basis. CAAF numbers should be accessible via SPOT-ES and the OCS COP.

(2) (U) Service Component Common Tasks

(a) (U) Adhere to USARXXXX coordinating authority for contracting.

(b) (U) Participate in all JTF OCSIC and LSCC B2C2WGs, to include the JRRB, JCSB and OCS working groups.

(c) (U) Serve as the BOS-I at operating locations where designated in paragraph 3.a.(7). Coordinate with all tenant units at the designated operating location to ascertain contract support requirements. Coordinate and provide all common base life support to tenants at the designated operating location. Coordinate all contract support requirements with the JTF OCSIC.

(d) (U) Provide the JTF OCSIC information pertaining to commercial vendors and contracts.

(e) (U) Identify OCS requirements needed for the BOS-I by phase of operation. As appropriate, conduct site surveys to determine infrastructure and vendor capabilities and to facilitate OCS mission analysis.

(f) (U) Provide Service contracting forces and authorities for theater support contracting in direct support of Service forces operating in BlueLand and at operating locations where designated BOS-I.

(g) (U) IAW this plan, develop an Annex W.

(h) Before awarding any new support contract or expanded task order, all JTF components will submit designated contracted support requirements per published JRRB guidance.

(i) (U) Provide the JTF OCSIC/LSCC as well as the CCDR J4-OCSIC reports IAW the references or as directed JTF OCSIC/LSCC as well as the CCDR J4-OCSIC.

(j) (U) Each component will ensure all theater support contracting is coordinated with the JTF OCSIC and the LSCC.

(k) (U) Provide the JTF OCSIC/LSCC and CCDR J4-OCSIC reports IAW the references or as directed JTF OCSIC/LSCC and CCDR J4-OCSIC.

(l) (U) As required, provide Service specific system support contracting required to maintain weapon systems. Ensure that Systems Program offices understand and comply with GCC and JTF contractor management requirements and processes.

(m) (U) The JTF will thoroughly vet any contractors that could be used to obtain support in order to ensure no contracts are awarded to vendors/individuals with links to the enemy. Additional information will be provided in Annex B, Intelligence.

(3) (U) U.S. Army XXXXXXXXXXX (USARXXXX)

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(a) (U) Serve as the LSCC for this operation. Exercise coordinating authority for contracting with all DoD contracting activities in the JOA.

(b) (U) Establish a JCSB to synchronize and determine the best contracting action to fulfill validated contract requirements.

(c) (U) Develop contracting concept of operations that supports the execution of the JTF operations. As required, establish Regional Contracting Offices and/or Centers to provide contracting support.

(d) (U) As the LSCC, coordinate with the JTF OCSIC. Provide the JTF OCSIC information pertaining to commercial vendors and contracts IOT maintain the JTF OCS COP.

(e) (U) Provide theater support contracting in direct support of JTF-XXXX Headquarters and USARXXXX. Be prepared to expand support to accommodate changes in the operational environment.

(f) (U) As required, coordinate with the Army acquisition authority for appropriate system support and provide detail to enable compliance with JOA contractor management requirements/policy.

(g) (U) As the LSCC, conduct analysis of OCS aspects of the operational environment (aOE) during campaign plan execution. As appropriate, conduct site surveys to facilitate OCS mission analysis. On behalf of the CCDR J4 OCSIC, develop a method to collect and utilize OCS operational environment information from the JTF XXX Service Components as well as be prepared to utilize this information during deliberate or crisis action planning. Coordinate with the GSO at the U.S. Embassy-Blueland, USAFXXXX, USNAVXXXX, MARFORXXXX and USSOXXXX on existing contracts in Blueland and maintain visibility of available contract vehicles that may be leveraged in support of JTF requirements. Establish vendor database for Blueland. Determine and consolidate the contracting requirements for General Support transportation, material handling for Blueland during campaign plan execution and Phase 1.

(h) (U) Determine the contracting requirements for BOS at Army Base Charlie (South Blueland) for Phase 1. Establish contract vehicles to the extent possible to facilitate JRSO and BOS requirements.

(i) (U) As the LSCC, establish direct coordination and communication with USAFXXXX, USMARFORXXXX, USNAVXXXX, USSOXXXX and CCDR J4 OCSIC to facilitate parallel planning. Per the references, provide CCDR J4-OCSIC reports on a routine basis or as directed CCDR J4-OCSIC.

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(j) Develop and publish a contracting concept of support utilizing the LSCC construct.

(k) Prior to the awarding of any theater support contract, USARXXXX will coordinate with the JTF OCSIC/LSCC for the vetting of contracting requirements as well as the JTF J2 for the vetting of contractors in order to comply with NDAA language associated with no contracting with the enemy.

(l) Be prepared to provide LNOs to the JTF OCSIC.

(4) (U) U.S. Air Force XXXXXXXXXXX (USAFXXX)

(a) (U) Be prepared to expand USAFXXX contracting capabilities in order to support/accommodate changes in the operational environment.

(b) (U) Provide the JTF OCSIC/LSCC as well as the CCDR J4-OCSIC reports IAW the references or as directed JTF OCSIC/LSCC as well as the CCDR J4-OCSIC.

(c) (U) IAW this plan, ensure contracting support specific to USAFXXXX requirements are integrated. Ensure USAFXXX supporting plans indicate coordinating relationship with the LSCC.

(d) (U) Develop and synchronize, with the JTF OCSIC and LSCC, a USAFXXX contracting concept of operations that support the execution of the JTF operations.

(e) (U) As required, coordinate with the Air Force acquisition authority for appropriate system support and provide detail to enable compliance with JOA contractor management requirements/policy.

(f) (U) Support USARXXXX in the collection and analysis of information used to conduct OCS analysis and preparation of the operational environment throughout all phases of the operation. As appropriate, conduct site surveys to facilitate OCS mission analysis. Pass any OCS operational environment information to the JTF OCSIC and USARXXX for use during deliberate and crisis action planning as well as for inclusion in planning documents.

(g) (U) Comply with established JTF contractor management procedures for CAAF supporting USAFXXXX on a daily basis. CAAF numbers supporting USAFXXXX should be reported via SPOT-ES and the OCS COP.

(5) (U) U.S. Marine Forces XXXXXXXXXXX (USMARXXXX)

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(a) (U) Be prepared to expand MARFORXXXX contracting capabilities in order to support/accommodate changes in the operational environment. Provide any system support contracting required to maintain weapon systems.

(b) (U) Develop and synchronize, with the JTF OCSIC/LSCC, a MARFORXXXX contracting concept of operations that support the execution of the JTF operations.

(c) (U) Support USARXXXX in the collection and analysis of information used to conduct OCS analysis and preparation of the operational environment throughout all phases of the operation. As appropriate, conduct site surveys to facilitate OCS mission analysis. Pass any OCS operational environment information to the JTF OCSIC and USARXXXX for use during deliberate and crisis action planning as well as for inclusion in planning documents.

(d) (U) Comply with established JTF contractor management procedures for CAAF supporting USAFXXXX on a daily basis. CAAF numbers supporting USAFXXXX should be reported via SPOT-ES and the OCS COP.

(6) (U) U.S. Navy XXXXXXXXXXXX (USNAVXXXX)

(a) (U) Be prepared to expand USNAVXXXX contracting capabilities in order to support/accommodate changes in the operational environment. Provide any system support contracting required to maintain weapon systems.

(b) (U) Determine transportation, material handling and base life support requirements for campaign plan execution and Phase 1 at Sea/Air Base Alpha (Northwest Blueland) that requires contracted support to facilitate JRSO and base life support requirements.

(c) (U) Develop and synchronize, with the JTF OCSIC/LSCC, a USNAVXXXX contracting concept of operations that support the execution of the JTF operations.

(d) (U) Support USARXXXX in the collection and analysis of information used to conduct OCS analysis and preparation of the operational environment throughout all phases of the operation. As appropriate, conduct site surveys to facilitate OCS mission analysis. Pass any OCS operational environment information to the JTF OCSIC and USARXXXX for use during deliberate and crisis action planning as well as for inclusion in planning documents.

(e) (U) Assist USTRANSCOM and the JTF OCSIC/LSCC with husbanding contracts and services to facilitate JRSO requirements.

(7) (U) U.S. Special Operations Command XXXXXXXXXX (USSOCXXXX)

(a) (U) Ensure Service SOF elements are prepared to coordinate non-SOF unique contracted support with their parent Service or BOS-I lead as appropriate. Provide any system support contracting required to maintain weapon systems.

(b) (U) Support USARXXXX in the collection and analysis of information used to conduct OCS analysis and preparation of the operational environment throughout all phases of the operation. As appropriate, conduct site surveys to facilitate OCS mission analysis. Pass any OCS operational environment information to the JTF OCSIC and USARXXXX for use during deliberate and crisis action planning as well as for inclusion in planning documents.

d. (U) Initial Guidance by Support Function. Service components will address specific and anticipated contracted support and contracting support requirements for logistics and non-logistics functional areas for each operating location. Additionally, Service components will address other essential non-logistics support requirements such as interpreters, communications, and other areas.

e. (U) Coordinating Instructions

(1) (U) Coordinate all planning with the JTF OCSIC as well as USARXXXX as the LSCC. Component Supporting Plans and annexes are due to XXXXCOM NLT 30 Days from approval of this plan. Plans will be IAW APEX format and guidance. Submit OCS plan and concept of support in Annex W.

(2) (U) The JTF OCSIC will establish a JRRB to review all requirements IAW JTF thresholds.

(3) (U) The JOA LSCC (USARXXXX) will conduct a JCSB to coordinate and synchronize contracting activities.

(4) (U) All DoD contracting activities operating in Blueland will participate in the JRRB and JCSB.

(5) (U) All contracting actions will be IAW Service regulations and per JTF guidelines.

(6) (U) All DoD activities will coordinate procurement of common contracted support supplies and services through the JTF-XXX OCSIC. The following supplies/commodities and services are designated as “common contracted support supplies and services” for the JTF-XXX JOA:

- (a) (U) Force protection barriers
- (b) (U) Line-haul trucking (liquid and break-bulk)
- (c) (U) Non-tactical vehicles (to include all-terrain vehicles)
- (d) (U) Cellular phones
- (e) (U) Vector control
- (f) (U) Waste removal (hazardous and general (solid/liquid))
- (g) (U) Translators
- (h) (U) Base operating support (showers, latrines, laundry, power generation)
- (i) (U) Tentage
- (j) (U) Dining facilities
- (k) (U) Heating and air conditioning (HVAC)
- (l) (U) Ice production and distribution
- (m) (U) Joint Reception Staging Onward Movement and Integration (JRSOI) support.

(7) (U) Consider availability of resources from military supply channels and HNS sources prior to using contracting capabilities. When organic sources are not available, maximize the use of preexisting contracts and host-tenant relationships.

(8) (U) Contracting officers shall use expedited contracting procedures to the extent authorized by law and ensure that all actions taken are in the best interest of the USG.

(9) (U) JTF XXX CDR or his designated representative will approve the use, and provide the delegation authority, of external support contracts.

(10) (U) Commanders will ensure that personnel supporting this operation are fully aware that unauthorized commitments are illegal. Unratified, unauthorized commitments are the responsibility of the person who made the commitment. In appropriate cases, such persons may be subject to disciplinary action or liable for payment from personal funds.

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(11) (U) The JTF OCSIC and each Service Component contracting activity will take measures to record OCS and contractor management observations, insights and lessons (OILs) and lessons learned. The JTF OCSIC will consolidate OILs and lessons learned inputs and submit them to the XXXXXXXXXXXX J4 OCSIC upon conclusion of the operation, or when requested by CCDR J4-OCSIC. XXXXXXXXXXXX J4-OCSIC will submit/provide lessons learned to the Joint Lessons Learned Information System and the contracting and OCS communities of practice as applicable.

4. (U) Administration and Logistics

a. (U) Funding/Fund Disbursement

(1) (U) CCDR and JTF XXX will not provide funding. JTF XXX Headquarters operating costs will be supported by USARXXXX.

(2) (U) Services or USSOCOM, as applicable, and other supporting commands and agencies will fund contract purchases. Service components designated BOS-I at operating locations will fund all common base life support contracts. The JTF Service component designated to provide common user logistics (see Annex D) will be responsible for funding these common user logistics capabilities. In lieu of designated OCO funding, Services may seek reimbursement for contract support rendered to tenants via a service support agreement.

(3) (U) Incremental and total costs will be captured. Report costs to Service comptroller for reimbursement. Service financial support may be provided from a reach-back capability.

(4) (U) The JTF OCSIC and JTF Comptroller will develop and issue specific guidance and tasks for the reporting of funding executed in support of JTF-XXXX operations.

(5) (U) JTF XXX Service Components should not expect or plan for Commander's Emergency Response Program (CERP) funds to be available for use during the contingency.

b. (U) Contract/Fiscal Law Support. Each Service component is responsible providing their own contract/fiscal law support. Contract/fiscal law support may be provided through reach-back capability as feasible.

c. (U) OCS Battle Rhythm/OCS COP/Boards Bureaus Centers Cells and Working Groups (B2C2WGs). When the EXORD is issued, the JTF OCSIC will provide reporting information for: Battle Rhythm synchronization, OCS COP

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requirements, B2C2WG execution, TPFDD modification, reporting and identifying CIR/EEI/PIR information, etc.

d. (U) OCSIC Manning. The JTF OCSIC billets/manning will be included in the JTF Joint Manning Document (JMD), the JTF JMD will be validated by Service Operations Deputies (OPSDEPS). JTF XXX Service Components should be prepared to provide acquisition and non-acquisition personnel and training required to support the establishment of the JTF OCSIC.

5. (U) Command, Control and Contracting Authority.

a. (U) Theater Support Contracting Organization Structure.

(1) (U) JTF Commander exercises command and control over all U.S. Forces involved in this operation.

(2) (U) JTF XXX will establish a JTF OCSIC and has designated USARXXXX as the LSCC for the operation. The JTF OCSIC will exercise coordination authority for contracting with all Service and DoD contracting activities operating in Blueland. The JTF OCSIC will be OPCON to JTF XXX and report through the JTF J4.

(3) (U) Service Components, CSAs and other DoD contracting activities supporting JTF XXX will retain command and control over organic contracting forces. However, all DoD contracting activities operating in Blueland will keep the JTF OCSIC informed on all contracting requirements and the LSCC on all contracting activities IOT enable the coordination, synchronization and execution of OCS in support of JTF XXX.

b. (U) Contracting Authority

(1) (U) Contracting authority is not the same as command authority. Contracting authority is the legal authority to obligate funds, while command authority includes authority to organize and employ forces. Command authority does not include the ability to make binding contracts for the USG. Only warranted contracting officers, not operational CDRs, have the authority to obligate funds on behalf of the U.S. Government. Contracting authority flows from Congress to the President, then to the SecDef, through the Service/agency head, to the HCA, then to the contracting officers. Contracting authority does not run through the Combatant Commander or the JTF CDR. Contracting and command authorities are separate and distinct in order to avoid undue influence and conflicts of interest or its appearance.

(2) (U) Each Service, CSA and other DoD contracting activities will retain their own contracting authorities. As such, they are responsible for the oversight of contracts administered by their respective contracting activities.

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Although organizations retain their own contracting authorities, they will vet all contract requirements within Blueland through the JTF OCSIC and LSCC for this operation to ensure synchronization, leveraging, and unity of effort. Theater support contracting in Blueland will be leveraged when possible.

James L. Smith

Admiral, U.S. Navy

Commander

OFFICIAL

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Jackson B. Lee

BG, U.S. Army

Director of Logistics

Appendixes

1 -- Summary of Contracting Capabilities and Capacities Support Estimate

2 -- Contractor Management Plan

3 -- Summary of Contractor Support Estimate

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HEADQUARTERS, U.S. XXXXXX COMMAND

XXXXXXXX, XX XXXXX-XXXX

XX XXXX 20XX

APPENDIX 1 TO ANNEX W TO CONPLAN XXXX-XX RESPONSE TO
ORANGELAND INSTABILITYSUMMARY OF CONTRACTING CAPABILITIES AND CAPACITIES SUPPORT
ESTIMATE (U)

(U) References. See Annex W.

1. (U) Situation. See Annex W.

2. (U) Mission. See Annex W.

3. (U) Execution. This operation will maximize theater support contracting (contingency contracting) capabilities. Each Service is responsible for providing this capability for their respective forces. USARXXXX, as the Lead Service for Contract Coordination (LSCC), will exercise coordinating authority for contracting with the other Service theater support contracting forces through the Operational Contract Support Integration Cell (OCSIC) that will be collocated with the JTF HQ. The OCSIC will exercise coordinating authority for contracting with all JTF Service Components and DoD contracting activities in Blueland. JTF Service Components and DoD contracting activities will vet their requirements with the JTF OCSIC prior to executing contracts and will participate in directed B2C2WGs.

a. (U) Tab A to this appendix depicts the anticipated total Service and SOF contracting capabilities anticipated by phase based on current planning. (Note: figures reflect contracting specialists and quality assurance personnel. Figures do not represent CORs, which are to be provided by the requiring activity or designated supported unit. Tab A also shows where these forces are arrayed in the JOA.

b. (U) Contracting support for this operation will focus support at the three basing locations for U.S. Forces plus the major commercial area vicinity Blueland's capital. Each basing location has a designated Service component as the base operating support-integrator (BOS-I) and is responsible for coordinating and providing all common base support to include support being provided by contracted means, for all tenants at that location. The BOS-I will vet contract requirements through the JTF OCSIC JRRB process for validation. The LSCC JCSB will determine the best contracting action to fulfill validated requirements throughout the JOA. BOS-I responsibilities for this operation are designated below:

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- (1) (U) Sea/Air Base Alpha (Northwest Blueland): NAVXXXX
- (2) (U) Air Base Bravo (East Blueland): AFXXXX.
- (3) (U) Army Base Charlie (South Blueland): ARXXXX

c. (U) Guidance is to minimize military presence in the vicinity of the Capital and major urban areas to the greatest extent possible. Therefore, contracting officers performing interface with Capital vendors could be required to perform their duties in a manner to avoid a perception of military presence (e.g., civilian attire, travel in non-tactical vehicles). However, this guidance will be set by the JTF Commander.

4. (U) Administration and Logistics. See Annex W.
5. (U) Command, Control and Contracting Authority. See Annex W.

Tab A-Summary of Contracting Capabilities and Capacities Support Estimate

HEADQUARTERS, U.S. XXXXXX COMMAND
XXXXXXXX, XX XXXXX-XXXX
xx xxxxx 20xx

TAB A TO APPENDIX 1 TO ANNEX W TO CONPLAN xxxx-xx

SUMMARY OF CONTRACTING CAPABILITIES AND CAPACITIES SUPPORT ESTIMATE

Service Component/CSA: JTF Roll-Up (Provide a separate report section for each Service Component / CSA assigned by geographic location (if locations for supported forces are													
PHASE	0		1		2		3		4		5		Other
Contracting Capability (units/personnel (Pers)/PAX) ¹	Units	Pers /PAX	Other										
OCSIC: IVO Army Base Charlie (N/A for Phase 0)													
Contracting Support Brigade(s)	1	24	1	24	1	24	1	24	1	24	1	24	
ARXXXX: IVO Army Base Charlie													
Contracting Support Battalion(s)	2	26	2	26	2	26	2	26	2	26	2	26	
AFXXXX: IVO Air Base Bravo (N/A for Phase 0)													
Contracting Squadrons	1	15	1	25	1	35	1	35	1	40	1	35	
NAVXXXXX: IVO Sea/Air Base Alpha (N/A for Phase 0)		2		10		15		15		18		15	
MARFORXXXX: IVO Sea/Air Base Alpha (N/A for Phase 0)		1		4		8		8		10		8	
SOCXXXX (throughout JOA)		6		5		5		5		5		5	
Other													
JCASO Mission Support Team (augmenting JTF OCSIC)			1	5	1	5	1	5	1	5	1	5	
LOGCAP Planner (IVO Army Base Charlie)				1		2		2		2		2	
AFCAP Planner (IVO Air Base Bravo)				1		1		1		1		1	
US Navy Construction Capabilities Contract Planner (IVO Sea/Air Base Alpha)				1		1		1		1		1	
Unit, Pers./PAX Totals	0	74	5	102	5	122	5	122	5	132	5	122	0
Contracting Individual Augmentees (e.g. supporting JMDs, Navy, USMC, Civilian Expeditionary Work Force) (pers./PAX only)	N/A												
USA OCSIC IA	N/A		N/A	2									
USAF OCSIC IA	N/A		N/A	2									
USN OCSIC IA	N/A		N/A	2									
USMC OCSIC IA	N/A		N/A	2									
CSA OCSIC IA	N/A		N/A	2									
OGA OCSIC IA	N/A		N/A	2									
Contracting capability Pers/PAX Totals	N/A		N/A	114	N/A	134	N/A	134	N/A	144	N/A	134	

¹Units/Pers./PAX expressed in endstate summary numbers by phase of operation

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HEADQUARTERS, U.S. XXXXXX COMMAND

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APPENDIX 2 TO ANNEX W TO CONPLAN XXXX-XX RESPONSE TO
ORANGELAND INSTABILITY

CONTRACTOR MANAGEMENT PLAN (U)

(U) References. See Annex W.

1. (U) Purpose. The CMP provides guidance regarding deployment preparation, in-theater management (to include legal jurisdiction and discipline matters), government furnished support and redeployment of contractors authorized to accompany the force (CAAF) in support of U.S. Forces executing OCONUS/CONPLAN XXXX-XX. The CMP also addresses contractor management and support aspects for non-CAAF (Local National contractors) required to support U.S. forces on any U.S. operating location within the JOA.

2. (U) General Instructions. This CMP will be used as a general guideline, in conjunction with DoD instructions and policies, to outline responsibilities of DoD organizations when utilizing contractor support. Furthermore, this CMP outlines contractor requirements applicable prior to deployment, and while deployed in support of U.S. forces including redeployment activities.

3. (U) Applicability. This CMP is applicable to all CAAF in support of U.S. Forces executing OCS operations in the JOA. Furthermore, the CMP outlines general responsibilities for support when the performance of non-CAAF personnel is required on any U.S. operating location in JOA.

4. (U) Definitions. IAW DoDI 3020.41, "Operational Contract Support", the following definitions define contractor types:

a. (U) Contractors Authorized to Accompany the Force (CAAF). Contractor personnel authorized to accompany the force generally includes all U.S. citizen and Third Country National (TCN) employees not normally residing within the operational area, whose area of performance is in the direct vicinity of U.S. forces, and who routinely reside with U.S. forces (especially in non-permissive environments). Personnel residing with U.S. forces shall be afforded CAAF status via a Letter of Authorization (LOA). In some cases, USXXXCOM may designate mission-essential local national contractor employees (e.g., interpreters), as CAAF.

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b. (U) Non-CAAF. Non-CAAF contractor employees normally include local nationals (and TCN expatriates who are permanent residents in the operational area), who perform support functions away from the close proximity of, and do not reside with, U.S. forces. Non-CAAF contractor employees are non-mission essential employees (e.g., day laborers, delivery and cleaning service personnel, etc.), and generally are not conveyed CAAF status.

5. (U) Situation. See Annex W.

6. (U) Mission. See Annex W.

7. (U) Execution. The Combatant Commander has provided guidance that this operation will be expeditionary. Therefore, this operation will not use civil augmentation program (CAP) for base life support and services unless absolutely necessary. Any LOGCAP or AFCAP requirements must be approved by the JTF Commander. External Support contracts will be limited to services, such as interpreter and translator support from the U.S. Army Intelligence and Security Command (INSCOM), in support of JTF operations. It is anticipated that the majority of CAAF will consist of System Support contractors to maintain operability and readiness of key military equipment. The JTF will maximize use of theater support contracts for services required to augment base life support. The BlueLand Minister of Labor requires that at least 45% of the contractor workforce supporting all theater support contracts be made up of BlueLandian citizens.

a. (U) Contractor Accountability. SPOT-ES will be the system utilized for contractor accountability for this operation. All CAAF contractors deploying in support of this operation must be entered into SPOT, and obtain a Letter of Authorization (LOA) generated from that database, prior to deployment. Non-CAAF with a period of performance greater than 30 days will be included into SPOT as well. Contracting officers (KOs) must review and authorize LOAs. The KO will also indicate government furnished services on LOAs IAW paragraph 7.b. below. The contractor will be responsible for entering and maintaining SPOT information. KOs will ensure in the contract that the contractor's performance includes the administrative actions required to keep the SPOT database current. Contractors failing to update the SPOT database may be imposed a financial penalty.

b. (U) Government Furnished Support. CAAF personnel deploying in support of U.S. forces in a contingency environment are generally provided government furnished services commensurate to those provided to U.S. military forces. However, such services may be cost reimbursable. Non-CAAF do not generally warrant government furnished services beyond reasonable physical security while working on a U.S. operating location. The below summarizes government furnished services for CAAF and Non-CAAF for this operation, unless otherwise authorized by the JTF Commander.

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(1) (U) Billeting. For CAAF personnel, billeting will be made available in order to ensure the force protection and safety of the contractor personnel accompanying or in support of U.S. forces. The requirement for billeting must be coordinated with the JTF Commander and/or the appropriate base/operating location commander and be authorized by the contracting officer on the LOA. There is no requirement at this time to house/billet Non-CAAF personnel.

(2) (U) Primary/Routine Medical/Dental Care. Primary medical and/or dental care is normally not authorized for CAAF personnel unless specified in their contract IAW DoDI 3020.41. Exceptions may be granted on a case-by-case basis provided it is annotated on their LOA and prior coordination has been accomplished with the JTF Surgeon General and with forward treatment facilities. Primary care includes routine, non-emergency inpatient and outpatient services; non-emergency evacuation; pharmaceutical support; dental services and other medical support as determined by the appropriate component/JTF surgeons based on existing capabilities of the forward deployed MTF. Primary /routine care will not be provided to Non-CAAF.

(3) (U) Medical Costs. Any routine, primary and/or emergency medical/dental care provided to CAAF personnel IAW their contract will be rendered on a reimbursable basis to the U.S. Government provided the facility has the capacity to support such requests. Any routine care must be authorized on the LOA before care is provided.

(4) (U) Emergency Medical Care. CAAF will receive resuscitative care and emergency medical care considered to save life, limb and/or eyesight. These emergency interventions include emergency medical treatment, advanced trauma management and lifesaving surgery to enable the patient to tolerate evacuation to the next level of care. Non-CAAF may receive resuscitative care and emergency medical care to save life, limb and/or eyesight only when Non-CAAF are physically located on U.S. operating locations, or in support of U.S. operations, and no such services are available by the HN.

(5) (U) Quarantine/Restriction of Movement. The JTF Commander, or subordinate commander, has the authority to order quarantine or restrict movement of contractor personnel according to DoD Directive 6200.3.

(6) (U) Evacuation. In the event of an evacuation, the JTF will provide services to evacuate CAAF. Non-CAAF will not be evacuated. CAAF evacuated for emergency medical reasons from the designated operational area may be subject to reimbursement for services rendered. Reimbursement is the responsibility of the contractor, the employee or their health insurance provider.

(7) (U) Mortuary Affairs. CAAF personnel who die while in support of U.S. forces within the designated joint operational area shall fall under the DoD mortuary affairs program (See Annex D—Logistics). Non-CAAF are not generally afforded mortuary affairs services and handling of their remains is a HN responsibility.

(8) (U) Subsistence. Government meals (field feeding/combat rations) will be furnished to CAAF. Non-CAAF are generally not authorized government meals. Contracts will specify any cost reimbursement to DoD.

(9) (U) Personnel Recovery. CAAF will receive personnel recovery services. Personnel recovery will not be provided for Non-CAAF.

(10) (U) Signal Support. CAAF may be provided limited unsecure internet services commensurate to that established for MWR purposes. Non-CAAF is not warranted services.

(11) (U) Protective Gear. Due to the potential threats all CAAF deploying to JOA must be provided with Chemical, Biological, Radiological, Nuclear, and High Yield Explosives (CBRNE) equipment and defensive personal protective equipment (PPE) prior to deployment. Non-CAAF personnel working in the vicinity of U.S. forces will have access to the same type of CBRNE equipment.

(12) (U) Other Government Furnished Support. For CAAF personnel, other areas of support such as exchange privileges, MWR facilities, religious support, and mail support are authorized to be provided as long as it is annotated on their LOA. Legal assistance will not be provided and individual contractor personnel are responsible for preparing and completing personal legal affairs (including powers of attorney, wills, trusts, estate plans, etc.) before reporting to deployment centers in preparation for deployment.

c. (U) Equipment Requirements. Any equipment provided by the Government to contractor personnel in order to fulfill the terms of any contract will be properly signed, accounted and ultimately returned or disposed of through proper accountability procedures. Service Components will delineate in their supporting plans the requirement to issue CBRNE and PPE to CAAF personnel. Plans should also include how Non-CAAF personnel working in the vicinity of U.S. forces will have access to the same type of CBRNE equipment. Contracting officers will specify proper accountability procedures per FAR part 45 and its supplements, part 52 clauses, addendums, and other sections of the contractual document.

d. (U) Force Protection. Military commanders have a responsibility to provide reasonable force protection to both CAAF and Non-CAAF personnel

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operating in the vicinity of or in support of U.S. forces. The JTF Commander, or his representatives, will develop a security plan for protection of those contractor personnel in locations where there is not sufficient or legitimate civil authority, and where it is in the interests of the Commander to provide security as the contractor cannot obtain effective private security services; such services are unavailable at a reasonable cost; or threat conditions necessitate security through military means.

e. (U) Discipline and Laws Applicable To Contractors. CAAF and Non-CAAF personnel serving with or accompanying U.S. Armed Forces are subject to U.S. laws and USG regulations, as well as international law, local law and host nation support agreements or status of forces agreements (SOFA). JTF XXX orders will provide mission specific guidance on contractor discipline and legal jurisdiction. This information should be contained in Appendix 4 (Legal) to Annex E with appropriate links into this appendix. Requiring activities utilizing contracted support need to incorporate applicable details of this information in the appropriate requirements documents e.g., statement of work (SOW), performance work statement (PWS), etc.

(1) (U) Applicability of U.S. Law. Contractor personnel fulfilling contracts with the U.S. Armed Forces may be subject to prosecution under federal law, including, but not limited to, the Military Extraterritorial Jurisdiction Act (MEJA). This Act extends U.S. federal criminal jurisdiction to certain DoD contractor personnel for offenses committed outside U.S. territory. Additionally, contractor personnel serving with or accompanying Armed Forces overseas during declared war and in contingency operations are subject to prosecution under the Uniform Code of Military Justice (UCMJ).

(a) (U) Legal Jurisdiction over Local National Contractors for Criminal Offenses. Local nationals are generally not subject to U.S. law except in specific incidences related to serious criminal offenses conducted directly against U.S. personnel and/or interests. Plans and orders should provide guidance on how to handle/process crimes committed by local national contractors on U.S. controlled installations.

(b) (U) CAAF personnel shall conform to all general orders applicable to DoD civilian personnel issued by the ranking military commander (see SECDEF Memo, Subject: UCMJ Jurisdiction Over DoD Civilians, DoD Contractor Personnel, and Other Persons Serving With or Accompanying the Armed Forces Overseas During Declared War and in Contingency Operations, 10 Mar 08 (U)).

(c) (U) Non-Punitive Measures. DoD contractor companies are responsible for ensuring employees perform under the terms of the contract to include compliance with relevant military orders, applicable directives, laws, and regulations; and maintaining employee discipline. With the exception of

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jurisdiction for criminal level misconduct, the contractor (vendor/Company management chain) is responsible for determining/carrying out any disciplinary measures for their employees. As such, no special guidance/planning guidance should be required related to these non-punitive measures and processes for non-criminal misconduct.

(2) (U) Applicability of International Law, Local Law, and Host Nation Support Agreements. In addition to U.S. law, CAAF and Non-CAAF are also subject to international law, local Bluelandian law, and any current host nation support agreements. These must be considered when planning OCS as they may affect contracting by restricting the services to be contracted, limiting contracted services to local or host nation contractor sources, restricting issuance of work visas for U.S. citizen and/or TCN employees or, in some cases, prohibiting contractor use altogether. Legal jurisdiction guidance should always cover the applicability of local/host nation law on U.S. citizens and TCN personnel. Any such restrictions must be reviewed during the requirements development process and validated in the applicable JRRB. Refer to Appendix 4 (Legal) to Annex E for additional information.

f. (U) Restrictions on Contracting Inherently Governmental Functions. Duties that are inherently governmental are barred from private sector performance according to the FAR Subpart 7.5—Inherently Governmental Functions.

g. (U) CAAF Deployment, Training, Theater Entrance Requirements, In-Theater Management, and Redeployment.

(1) (U) Country Entry Requirements. CAAF personnel employed in support of a DoD mission are considered DoD-sponsored personnel for DoD Foreign Clearance Manual purposes. Contracting officers shall ensure contracts include a requirement that contractor personnel must meet theater personnel clearance requirements and obtain personnel clearances prior to entering any country. In accordance with the Bluelandian Department of State, only personnel in possession of a U.S. Department of Defense DD Form 489, Geneva Convention Identification Card will be allowed to enter Blueland territory without an appropriate visa. Diplomatic clearances will be requested through the U.S. Embassy and theater clearances requested through XXXXXXXX. When theater conditions necessitate further clearances, the XXXXXXXX Commander will notify the JTF CDR and the CDRs of the Service Components expeditiously.

(2) (U) Medical, Dental, Physical, and Psychological Requirements. Minimum medical and dental requirements for contractors deploying into the XXXXXXXX AOR are delineated in MOD xx to XXXXXXXXXX Individual Protection and Individual/Unit Deployment Policy (reference gg).

(3) (U) Deployment and Training. Specific entrance and deployment/training requirements must be completed in order for CAAF personnel to deploy IAW reference DoDI 1100.22. Specific details and exceptions to information are stated below.

(a) (U) Contractors are required to process through a formally designated group or individual joint or Military Department deployment centers or Military Department-approved, contractor-run process.

(b) (U) Requirements fulfilled at the deployment center will include confirmation of enrollment in the DoD approved accountability database (e.g., SPOT-ES); ensure minimum medical and dental requirements/ standards are met; force protection training; standards of conduct training, as well as coping skills if they become Prisoners of War; appropriate cultural awareness training; issuance of and training on any government provided equipment (i.e. CBRNE and defensive PPE); issuance of required identification (e.g., DD Form 489 (Geneva Convention Identification Cards) and filling out of the DD Form 93, "Record of Emergency Data".

(c) (U) For deployments of less than 30 days, the CCDR or designee, may waive a portion of these formal requirements.

(4) (U) In-Theater Management. All CAAF personnel will be processed into the designated operational area through a Deployment Reception Station (DRS), or other designated personnel center. Services will be responsible for the management and accountability of CAAF and Non-CAAF under their respective contracts. JTF XXX Service Components will ensure a trained contracting officer representative (COR) is appointed to oversee performance and management of contractors, as well as assisting the contracting officer (KO). The COR must be knowledgeable on the services rendered by the contractor, routinely observe contractor performance, and document any observations. The procuring contracting officer (PCO) and COR will validate and approve LOAs and ensure contractor compliance with SPOT-ES. When required, the KO, COR, or base mayor will coordinate/conduct a manual census of contractor personnel to verify SPOT-ES accountability.

(5) (U) Redeployment. CAAF, and Non-CAAF when applicable, will accomplish all personnel and redeployment requirements set forth by the JTF. JTF XXX Service Components, through the respective KO and COR, will ensure contractor demobilization, repatriation and redeployment is synchronized with the LSCC and overall JTF plan.

h. (U) Weapons and Arming of Contractors. Contractor personnel will not be authorized to possess or carry personally owned firearms or ammunition or be armed during contingency operations except if contracted to perform private security contractor (PSC) functions.

i. (U) Contractor Personnel for Private Security Services. This operation does not intend to use private security contractor services. If the operation evolves and requires such services, only the XXXXXXXX and JTF Commander, in consultation and approval with the Chief of Mission and the government of Blueand, may approve the arming and use of contracted security services. If private security contractor services are utilized at any time for this operation, the JTF will implement and ensure adequate rules for the use for force (RUF).

8. (U) Administration and Logistics. See Base Annex W.

9. (U) Command, Control and Contracting Authority. See Base Annex W.

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APPENDIX 3 TO ANNEX W TO CONPLAN XXXX-XX RESPONSE TO
ORANGELAND INSTABILITY

SUMMARY OF CONTRACTOR SUPPORT ESTIMATE (U)

(U) References. See Annex W.

1. (U) Situation. See Annex W.

2. (U) Mission. See Annex W.

3. (U) Execution. Estimated contractor support requirements in the anticipated CAAF “footprint” are identified by joint capability area (JCA), location, and phase in TAB A. Estimates were derived from planning guidance from Annex W, paragraph 3.d., “Initial Guidance by Support Functions” and the synchronization matrix described in 3.d.(2)(g).

4. (U) Administration and Logistics. See Annex W.

5. (U) Command, Control, and Contracting Authority. See Annex W.

Tab A -- Summary of Contractor Support Estimate

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HEADQUARTERS, U.S. XXXXXX COMMAND

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TAB A TO APPENDIX 3 TO ANNEX W TO CONPLAN XXXX-XX RESPONSE TO ORANGELAND INSTABILITY

SUMMARY OF CONTRACTOR SUPPORT ESTIMATE

Service Component/CSA Name [Provide a separate report section for each Service Component/CSA assigned by geographic location (if locations for supported forces are planned)]												
Joint Capability Area (Tier 3 required, Tier 4 desired for common support functions based on commonly contracted logistics and other JCAs)	Phase 0 Pre-deployment		Phase 1 Deploy		Phase 2 Deter/Seize		Phase 3 Decisive Operations		Phase 4 Stabilize		Phase 5 Redeploy	
	CAAF#	Location	CAAF#	Location	CAAF#	Location	CAAF#	Location	CAAF#	Location	CAAF#	Location
Interpreters, Translators: Battlespace Awareness: 2.2.4.3 Observation- The ability to use human resources to obtain, by visual observation and other detection methose, information about surrounding activities, physical environment, and resources.	X Translators	IVO Army Base Charlie supporting scheduled exercises	X Translators	IVO Army Base Charlie supporting XX Mech Division	X Translators	IVO Army Base Charlie supporting XX Mech Division	X Translators	IVO Army Base Charlie supporting XX Mech Division	X Translators	IVO Army Base Charlie supporting XX Mech Division	X Translators	IVO Army Base Charlie supporting XX Mech Division
Interpreters, Translators: Battlespace Awareness: 2.2.4.3 Observation- The ability to use human resources to obtain, by visual observation and other detection methose, information about surrounding activities, physical environment, and resources.	X Translators	IVO Air Base Bravo supporting scheduled exercises	X Translators	IVO Air Base Bravo supporting operations	X Translators	IVO Air Base Bravo supporting operations	X Translators	IVO Air Base Bravo supporting operations	X Translators	IVO Air Base Bravo and within Orangeland supporting operations	X Translators	IVO Air Base Bravo and within Orangeland supporting operations
Interpreters, Translators: Battlespace Awareness: 2.2.4.3 Observation- The ability to use human resources to obtain, by visual observation and other detection methose, information about surrounding activities, physical environment, and resources.	X Translators	IVO Sea/Air based Alpha supporting scheduled exercises (US Navy)	X Translators	IVO Sea/Air based Alpha supporting SPOD /APOD operations	X Translators	IVO Sea/Air based Alpha supporting SPOD /APOD operations	X Translators	IVO Sea/Air based Alpha supporting SPOD /APOD operations	X Translators	IVO Sea/Air Base Alpha and within Orangeland supporting SPOD /APOD operations	X Translators	IVO Sea/Air Base Alpha and within Orangeland supporting SPOD /APOD operations
Interpreters, Translators: Battlespace Awareness: 2.2.4.3 Observation- The ability to use human resources to obtain, by visual observation and other detection methose, information about surrounding activities, physical environment, and resources.	X Translators	IVO Sea/ Air Base Alpha supporting scheduled exercises (USMC)	X Translators	IVO Sea/ Air Base Alpha supporting X MEB	X Translators	IVO Sea/ Air Base Alpha supporting X MEB	X Translators	IVO Sea/ Air Base Alpha supporting X MEB	X Translators	IVO Sea/ Air Base Alpha and within Orangeland supporting X MEB	X Translators	IVO Sea/ Air Base Alpha and within Orangeland supporting X MEB
Interpreters, Translators: Battlespace Awareness: 2.2.4.3 Observation- The ability to use human resources to obtain, by visual observation and other detection methose, information about surrounding activities, physical environment, and resources.	X Translators	SOCXXX (multiple locations in JOA)	X Translators	SOCXXX (multiple locations in JOA)	X Translators	SOCXXX (multiple locations in JOA)	X Translators	SOCXXX (multiple locations in JOA)	X Translators	SOCXXX (multiple locations in JOA)	X Translators	SOCXXX (multiple locations in JOA)

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APPENDIX C TO ENCLOSURE D

ESTIMATE CONTRACT SUPPORT PROCESS AND SUMMARY OF CONTRACTOR SUPPORT ESTIMATE (TAB A to APPENDIX 3 to ANNEX W)

1. Purpose. The Estimate Contract Support Process (Figures 9 and 10) illustrates the decision process for how contractor estimates are derived and recorded in supporting templates. OCS planners use the information obtained through this process to develop other OCS-related planning products, including the CSSM, the OCS inputs to the TPFDD, and portions of Annex W.

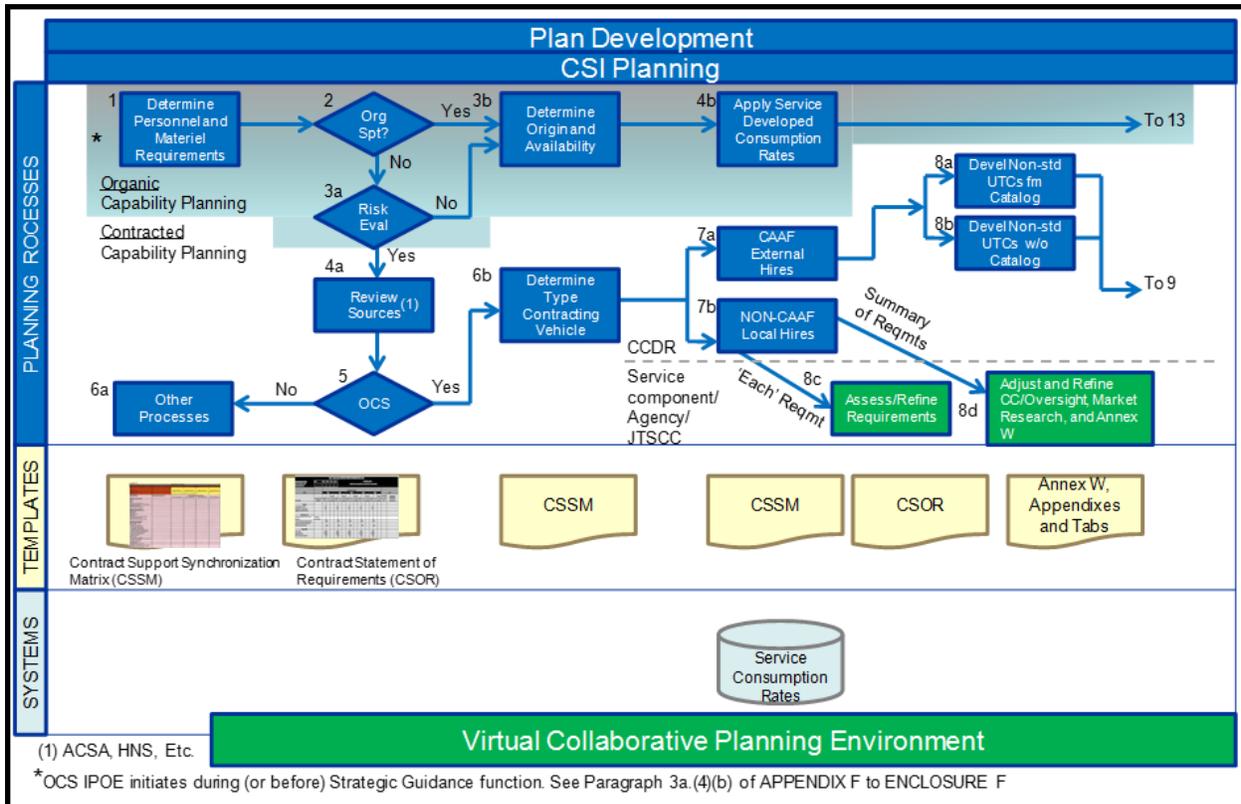


Figure 9. Estimate Contract Support Process -- Part 1

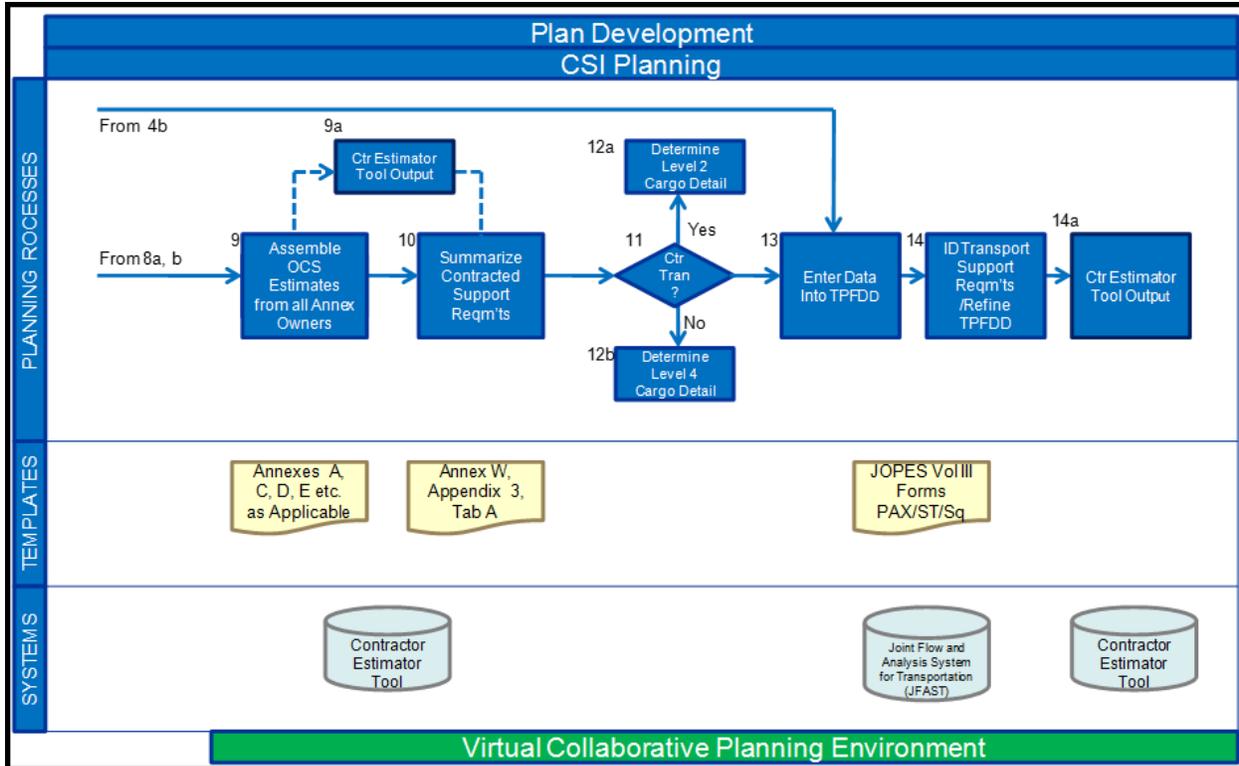


Figure 10. Estimate Contract Support Process -- Part 2

2. Methodology. OCS planners use the illustrated process to determine a planning estimate of contractor support. The process is underpinned by supporting templates and systems. OCS planners document the results of this process in Appendix 3 to Annex W of the OPLAN or OPORD.

a. Planners determine required capabilities by operational phase during Step 1.

b. Planners evaluate required capabilities against possible sourcing solutions (Steps 2, 4a, 5, 6a), conduct a risk assessment (Step 3a), and determine optimal and alternative sourcing options to provide the required capability and ensure sufficiency.

c. If organic support is part of the solution, appropriate planners determine the origin and availability of non-Service controlled materiel provided by GSA and DLA (Step 3b). The planners apply Service developed consumption rates (Step 4b) for the force to use in establishing non-unit movement requirements and then proceed directly to Step 13.

d. If other sources of support (e.g., HNS, ACSA, etc.) are part of the solution (Step 6a), planning continues by incorporating that source into the joint planning process as required.

e. If OCS is a part of the solution, OCS planners determine the type contracting vehicle (Step 6b); i.e., External, or Theater support, and annotate/update the CSSM.

f. For external support and systems support contracts utilizing CAAF (Step 7a), OCS planners provide applicable unit type codes (UTCs) to populate the TPFDD in one of two ways:

(1) OCS planners derive non-standard UTCs from the UTC catalog to identify the capability requirements for OCS-related passengers (PAX) and cargo (Step 8a). OCS PAX and cargo are likely lower than those identified in the UTC catalog.

(2) OCS planners create non-standard UTCs for capability requirements where no UTC currently exists for the specific capability (Step 8b). Proceed to Step 9 after Step 8a/8b.

g. For External Support contracts and Theater Support contracts utilizing local hires/Non-CAAF (Step 7b), the service component/agency/subordinate CCMD assess and refined CCMD defined requirements (Step 8c). Service components, agencies, and subordinate elements utilize the summary of requirements during their planning to: size and shape contingency contracting oversight capability; refine/focus efforts associated with the preparation of the OCS operating environment; develop OCS estimate as well as portions of the Annex W; refine CSORs and the CSSM (Step 8d).

h. In Step 9, OCS planners consolidate contractor estimates from all annex and appendix owners (e.g., A-Task Organization, B-Intelligence, C-Operations, D-Logistics, etc.). Planners may use a joint planning capability such as the Contingency Acquisition Support Module (cASM), the future joint planning system, or a similar method to determine the estimated number of contractors to be employed and record these numbers (Step 10) in Tab A to Appendix 3 to Annex W of the OPLAN or OPORD. See Appendix B to this Enclosure and Figure 11 for the Tab format. It is important that OCS planners disseminate the CAAF estimate to other logistics and directorate planners in order to develop a holistic estimate of requirements.

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Tab A of Appendix 3, to Annex W to US COMBATANT COMMAND OPLAN XXXX-XX
Summary of Contractor Support Estimate¹

Service Component/CSA: (Provide a separate report section for each Service Component/CSA assigned by geographic location (if locations for supported forces are planned))												
Joint Capability Areas (Tier 3 required, Tier 4 desired for common support functions based on commonly contracted logistics and other JCAs)	Phase 0		Phase 1		Phase 2		Phase 3		Phase 4		Phase 5	
	CAAF*		CAAF									

¹ System Support and External Support contractors....Theater Support contractors to the extent known
² Details of Summary Contractor Support Estimates will be reflected in applicable Annexes
* CAAF: Contractors Authorized to Accompany the Force

Figure 11. Format for Summary of Contractor Support Estimate

i. Step 11 represents a determination of whether or not applicable contractor(s) will provide their own strategic transportation, and the resulting transportation data is submitted to the supported command's staff point of contact for coordinating contractor deployment requirements for TPFDD entry. The component/staff section that identified the contracted support requirement will be responsible to ensuring that the appropriate data is submitted and entered in the TPFDD. The OCSIC is responsible for monitoring the TPFDD and working with the requiring component/staff section during planning and execution. Details specific to each TPFDD will be published by the JFC J5 in the TPFDD Letter of Instruction (LOI).

j. Step 12a, cargo-level detail 2 is submitted for contractors arranging their own transportation in order to provide the supported commander visibility of assets arriving in the area of operations over time. Cargo detail level 4 is submitted (Step 12b) when the government is providing transportation for the contracted capability.

k. Step 13 reflects the same path as previously described where the supported commander consolidates all contracted support requirements for sustainment and personnel to achieve total force deployment visibility. Requiring activities, through their Service Component Command or unit (JOPES Office, normally the J3 or J5), will utilize JOPES to build contractor

ULNs for associated unit and non-unit related UTC (non-standard) data in the TPFDD. At this point in the planning process, requiring activities will also need to know what contracted support (personnel and equipment) require government or commercial lift. The contractor must provide non-standard personnel and/or cargo detail to the requiring activity using a the “Sample Requirements Data Form” found in Enclosure E of reference __ (CJCSM 3122.02D), or a locally developed ULN worksheet promulgated by the CCMD JOPES point of contact. The CCMD TPFDD Letter of Instruction (LOI) will provide more specific detail on responsibilities to collect contractor information and how it will be included in the TPFDD.

(1) If the contractor is responsible for transportation and cargo handling for the entire itinerary, then “Level II detail” gross short tons and number of passengers being moved will be provided by the contractor to the requiring activity and JOPES office (e.g., J3/5) for the entire itinerary.

(2) If the DoD provides transportation and cargo handling for any personnel and/or cargo at any point in the itinerary, then “Level IV - VI detail” (aggregated data) must be provided by the contractor to the requiring activity and JOPES office (e.g., J3/5).

1. Step 14, once the requiring activity receives the personnel and/or cargo detail, the requiring activity will enter the information into JOPES.

m. Step 14a, after entry into JOPES, planners may enter the associated UTCs and ULNs for contractor personnel and cargo into cASM, if used. This information will enable the requiring activity, contractor and contracting officer to link the JOPES data to the contracted support requirement.

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APPENDIX D TO ENCLOSURE D

OPERATIONAL CONTRACT SUPPORT (OCS) INPUT TO LOGISTICS
SUPPORTABILITY ANALYSIS (LSA)

1. General. Logistics supportability analysis (LSA) is a complex, analytically-driven process conducted by the CCMD staff, Service components, Services, and CSA planners. It is a detailed assessment of key logistics joint capabilities areas (JCAs) required to support the JFC as well as MN, Interagency, and NGOs.

a. OCS planners providing input to the LSA will examine and analyze all logistics JCAs that will use OCS and any CCDR-designated OCS critical items, materiel, services or capabilities. The process begins when the CCMD J4 directs the staff and Service components and requests DLA to collaborate on an assessment of their ability to support the plan.

b. OCS requirements are made against available capabilities (resource informed) needed for execution of the supported commander's CONOPS. OCS planners seek to determine if their integrated and synchronized OCS capabilities meet or exceed the requirements levied by the JFC.

c. Findings in the LSA should highlight OCS gaps, shortfalls and associated risks to supporting theater operations. Significant shortfalls and deficiencies should be identified and presented in the CCDR's readiness assessment reports, such as Defense Readiness Reporting System (DRRS), Joint Combat Capability Assessments, and the integrated priority lists (IPLs) submitted by CCMDs (See Enclosure A, paragraph 7).

d. An LSA is required for Level 3T and Level 4 plans (plans with a TPFDD) and is included as Appendix 4 to Annex D

2. Factors to Consider in the LSA (partial list)

a. Analysis of existing contracts and task orders available during the CCMD campaign that could be utilized to support the plan

b. Analysis of OCS support dedicated to current operations and not available to support the plan

c. Analysis of plan and the ability for OCS to surge and sustain capability requirements, both organic and external

d. OCS specified and implied tasks derived from mission analysis

- e. OCS limitations, constraints, restraints or other limiting factors
- f. OCS facts and assumptions (potential risks) bearing on operations
- g. OCS centers of gravity
- h. Phase changes necessitating a change of priorities for OCS planners as well as planners throughout the staff/command
- i. Assessment of the designated Service component to support the directed contracting construct for the plan by phase
- j. Analysis on the dependency on non-organic support (HNS and OCS) by warfighting function throughout all phases of the plan
- k. Analysis of contractor management plan with relation to the changes in contracted support requirements throughout all phases of the plan

3. Process. OCS planners at CCMDs, JTFs, Service components and CSAs and, if applicable, civil augmentation program planners follow the steps below to determine if the plan can be supported as well as identify critical OCS shortfalls requiring action. The OCS portion of the LSA identifies that the correct mix of OCS capabilities, personnel, materiel, equipment, services, and skills are arranged at the right place at the right time.

a. Conduct an analysis of TPFDD considering numbers of individual contractors, amount of contractor organizational equipment (e.g., numbers of vehicles/rolling stock and engineer equipment with dimensional data, numbers of containers/cargo) and any other applicable factors for quantitative and qualitative data to support plan assessment and development of the LSA. For initial TPFDD input, materiel weight is estimated and pseudo cargo increment numbers (CINs) are built in JOPEs as placeholders for actual weight and size data to follow.

b. Compare results, verify their data, facts and assumptions, and integrate the information into a single joint refined OCS concept of support. JFC critical requirements by operational phase are examined to determine potential shortfalls as well as the impact of those shortfalls.

c. Continue analysis until appropriate mitigating factors can be applied. Examples of mitigation include:

(1) Selection of a different combination of existing OCS capabilities more suitable to mission accomplishment

- (2) Coordination to move OCS capabilities earlier in force flow
- (3) Augmentation by non-organic support: contracted or host nation
- (4) Available host nation or multinational logistics capabilities
- (5) Reprioritization of missions
- (6) Re-designation of a different service for common item or common user service lead
- (7) Selected ramp-up, and, if necessary, full mobilization of the industrial base.

d. Answer for the JFC via the J4: "Does the OCS Concept of Support provide the needed support to accomplish the CONOPS?" See Appendix C to Enclosure D for a checklist with examples of OCS planning considerations for the development of the LSA.

4. The LSA format. The overall LSA rating with the CCDR summary of logistics JCA assessments will be displayed as a chart with color coding of each JCA by each phase of the plan. Verbiage is added to clarify exceptions, mitigation strategies, and to support the overall assessment. OCS shortfalls causing an operational pause, potentially high risk which might result in mission failure or safety considerations for the force are identified and appropriate mitigation is recommended. If the CCDR is not convinced the operation will meet with success, the risks are assessed and potential consequences provided to the appropriate authority for review and action. Annex A to Appendix D of this enclosure is an example chart for presenting an OCS assessment across the JCAs. Each CCMD determines their LSA metrics and their components, supporting organizations and CSAs are expected to comply with supported command direction for reporting.

5. Planning Considerations. The CCDR and his staff may use the LSA Planning Consideration Table as a guide for components, supporting organizations, and CSAs to synchronize their analysis of their operational joint capability. A CCDR should consider the minimum planning considerations necessary through early planning and assessment stages knowing planners will identify additional considerations as the plan or assessment process matures. OCS planners must consider special operations, multinational, interagency, and non-governmental organizations involvement and potential requirements during planning.

a. Planning for a Multinational Contracting Command. A multinational contracting command capability may be a viable solution in long-term alliance operations. Planning for such a capability is more complicated than planning

for U.S. support to multinational partners and entails additional challenges such as contracting command operating cost sharing, establishing acceptable auditing processes and procedures, etc.

b. Drawdown/Redeployment and/or Transition Planning. Redeployment and/or drawdown of forces may entail both contract close out and transition of contract support responsibilities to a multinational or interagency partner, sometimes a combination of both. Planning for contracted support during drawdown and transition should begin as early as practicable and involve the entire staff, all major troop contributing nations and/or interagency partners. Drawdown of contractors and equipment and/or transition plans must be closely coordinated with the operational plan to ensure proper support and the proper care of contractors.

ANNEX A TO APPENDIX D TO ENCLOSURE D

LOGISTICS SUPPORTABILITY ANNEX (LSA) PLANNING CONSIDERATIONS
CHECKLIST

Purpose. The checklist below provides questions for each logistics joint capability area (JCA) for use during logistics supportability planning. OCS planners, in conjunction with functional planners, should consider each question from an OCS perspective in order to assess JCA-specific information for the OCS portion of the logistics supportability annex (LSA).

LSA Planning Considerations by JCA	Y/N
Deployment and Distribution	
<p>Visibility:</p> <ol style="list-style-type: none"> 1. Will the plan provide timely and accurate visibility information to the CCDR enabling the ability to see/predict consumption, quickly respond to changing requirements, identify bottlenecks, and redirect personnel, equipment, and/or materiel to other priority missions as necessary? 2. Are OCS implications included? 3. Does the CCDR have the required visibility for items in the strategic distribution pipeline? 4. Does the CCDR have the required visibility within the AOR? 5. Does the CCDR direct the use of radio frequency identification device equipment for in-transit visibility at the key locations across the AOR? Is this applicable to contractor equipment as well as contracted support? 	
<p>Capacity:</p> <ol style="list-style-type: none"> 6. Did the CCDR identify the theater's and AO's distribution pipeline capacity by phase? 7. Was the infrastructure base assessed as immature and limited or mature and robust? Was that assessment captured in the distribution pipeline's capacity estimate? 8. Does the plan address if threat conditions to commercial lift assets force the establishment of transload operations? 	
<p>Physical Network:</p> <ol style="list-style-type: none"> 9. Does the plan identify the distribution's physical network in terms of capacity and capability for fixed structures and facilities, such as airfields, harbors, ports, waterways, roads, railroads, and pipelines necessary to support distribution operations? 10. Does the plan address use of commercial or HN partners' physical networks to add to the theater's capability? 	
<p>Financial Network:</p> <ol style="list-style-type: none"> 11. Are mechanisms defined for the CCDR to ensure compliance by all commands with financial guidance, policies, and procedures as outlined in DoD regulations for distribution operations? 12. Are mechanisms defined for promptly reporting financial or resource shortfalls that will negatively affect mission accomplishment to the CCDR? 13. Are mechanisms defined and in place to track the flow of money and its effect on the battlefield. Are contracts established with bad actors or companies that have policies counter to our overall intent/negatively affect mission accomplishment? 	
<p>Information Network:</p>	

LSA Planning Considerations by JCA	Y/N
14. Did the CCDR specify use of data collection, decision support tools, asset visibility, logistics planning tools, or other technologies to support or facilitate C2 over the entire distribution/logistics/contracting system?	
<p>Communications Network:</p> <p>15. Did the CCDR require use of, along with estimates of the capacity, reliability, and security of Global Command and Control System-Joint (GCCS-J) and the Global Combat Support System-Joint (GCSS-J) across the operational phases? What are the OCS implications?</p> <p>16. Are theater communications networks sufficient to support automated OCS tools and systems bandwidth requirements? Are redundant conduits identified and continuity of OPLAN developed?</p>	
Supply	
<p>17. Is there a list of contracted critical items, by phase, that are based on operational requirements and does it project accurate Service requirements?</p> <p>18. Have cross-service agreements and local acquisition candidates been identified as possible sources for contracted support to gain efficiencies?</p> <p>19. Have critical contracted item shortages been identified and prioritized? How and when will prioritization be communicated to the appropriate contracting organization?</p> <p>20. Are theater communications networks sufficient to support automated OCS tools and systems bandwidth requirements? Are redundant conduits identified and continuity of OPLAN developed?</p>	
<p>CL I:</p> <p>21. Are appropriate distribution platforms (to include refrigerated and bulk water trucks) sufficient to support distribution requirements?</p> <p>22. Has local sourcing of packaged/bottled water been negotiated to include flexibility in changing volume and destination?</p> <p>23. Have requirements for support of non-combatants been included?</p>	
<p>CL III:</p> <p>24. Did the plan identify fuels-related requirements such as offshore petroleum discharge system (OPDS) associated tankers, miles of pipe, storage terminals for inland petroleum distribution system (IPDS), Army watercraft to be used for inland fuel distribution, aerial bulk fuel delivery systems, air transportable hydrant refueling systems, fuel bladders, fuel pumps, and POL truck companies?</p> <p>25. Were HNS capabilities and/or use of acquisition and cross-servicing agreements considered and are they available for utilization?</p> <p>26. Are projected bulk supply and throughput locations (total per hour receiving rate) sufficient to meet all time-phased bulk fuel requirements?</p> <p>27. Have sources for ground fuels (location, distance, mode of supply) been identified? Are these sources sufficient to meet the projected ground product requirement?</p> <p>28. Have inland fuel distribution requirements been projected and satisfied?</p> <p>29. Can fuel be re-supplied year round? Are there local conditions requiring extra consideration (tides, currents, weather, geography, etc.)?</p> <p>30. Are local fuel storage options available? Consider Using host storage facilities to minimize berm construction or use of bladders.)</p> <p>31. Are bladders or fuels mobility support equipment needed to augment facilities/pumping capability? Does ample space exist for their setup? Will the terrain and existing facilities allow running hose lines/traces from the initial distribution point to the selected interim/permanent storage area?</p>	
<p>CL IV:</p> <p>32. What staff or subordinate command has been designated as the senior requiring activity to control CL IV material?</p> <p>33. What are the critical barrier and construction materials required for this operation and are these materiel's available at the locations required to support each phase of the operation?</p>	

LSA Planning Considerations by JCA	Y/N
<p>a. Barrier and Obstacle Systems b. Fixed and Rotary Wing Matting c. Construction Materiel</p> <p>34. Can global or local sourcing be used for preferred item inventories if theater inventories are known to be insufficient?</p> <p>35. Are suitable locations for in-theater depots and forward Engineer supply points (Class IV yards) available?</p> <p>36. Can intra-theater distribution assets support relocating barrier and construction materiel as operations and phases shift?</p> <p>37. Do timelines allow surface transport or will key materiel require airlift to meet operational timelines?</p>	
<p>CL V:</p> <p>38. Will foreign munitions need to be purchased? Are authorities and funding available to do so?</p> <p>39. Have these foreign munitions been properly relocated, positioned, or sourced to support all operational phases?</p> <p>40. Have ammunition storage sites been selected and properly sited for net explosive weight?</p> <p>41. Have arrangements been made in peacetime for the contingency transportation of munitions within the theater?</p> <p>42. Was U.S. Army Materiel Command (USAMC), through the Joint Munitions Transportation Coordinating Activity (JMTCA), tasked with the responsibility for sourcing all munitions requirements moving out of USAMC facilities?</p>	
<p>CL VII:</p> <p>43. Are there plans in place, to include sufficient contracted support to process and retrograde large amounts of major end items (e.g., large amounts of theater provided equipment required to be destroyed, sold or moved out of the JOA during major drawdown of forces)?</p>	
<p>CL VIII:</p> <p>44. Has transportation of crucial HAZMAT, e.g., medical gasses and medical waste, been planned?</p> <p>45. Have plans been drawn up and supplies considered for the storage and disposal of medical and infectious waste?</p>	
<p>CL IX:</p> <p>46. Is the retrograde system sufficient to support return of reparable critical items (weapons systems and secondary repairables)?</p>	
<p>CL X:</p> <p>47. Have requirements to support non-military programs been determined and coordinated with local government and non-government support organizations?</p> <p>48. Are regional sources of material for reconstitution of civil authority sufficient?</p>	
Maintain	
<p>49. Are the components' support plans for sufficient facilities and infrastructure for repair/maintenance facilities adequate?</p> <p>50. Provide guidelines for integrating two or more Services or MN members or contracted maintenance support into a centralized theater maintenance capability to reduce transportation time, better leverage assets, and reduce duplication.</p> <p>51. Is there available HNS, MN support, and materiel (sharing of resources) to support joint or MN maintenance functions?</p> <p>52. Is there an ability/frequency to conduct retrograde of battle damaged equipment and inventories and locations Class IX repair parts for theater or CONUS emergency repairs?</p> <p>53. Does the theater distribution concept capacity by phase to support the timely delivery of critical and routine repair parts?</p>	

LSA Planning Considerations by JCA	Y/N
<p>54. Is the required maintenance/repair capability located where and when it will be needed to ensure no maintenance-driven operational pauses?</p> <p>55. Are the required locations and timing for rotary wing aircraft rebuild/teardown capability arriving or departing theater to support each phase of the operation?</p> <p>56. Are commercial off-the-shelf (COTS) equipment maintenance requirements and warranty actions in place to ensure supportability?</p>	
Logistics Services	
<p>57. Are logistics services capabilities determined and scheduled to arrive to sufficiently meet the minimum joint standards of life support, by phase of operation?</p> <p>58. Are there plans to utilize Civil Augmentation Program (CAP) contracts for support?</p> <p>59. Have Logistic Services support requirements beyond the force identified, to include but not limited to contractors, civilians, interagency, other militaries, EPW, internees, and internally displaced persons (IDP)?</p> <p>60. Is there a plan to use HN local resources, as well as local and foreign military logistics facilities, to provide support?</p> <p>61. Have conditions that would alter logistics services consumption factors (e.g., support to MN partners, environmental, geographical, climatological, and topographical factors) been identified and planning factors modified to reflect changes during appropriate plan phases?</p> <p>62. Does the plan reflect contracting and logistics services consideration for MN partners?</p> <p>63. Have existing external Theater Support Contracts been identified, and does the plan reflect the ability to surge the Theater Support Contracting capability?</p> <p>64. Are water and ice purification, production, packaging, distribution, and storage capabilities available? Are bladders or water and ice mobility support equipment needed to augment facilities/pumping capability? Does ample space exist for setup? Will the terrain and existing facilities allow the running hose lines/traces?</p> <p>65. Is there a list of contracted critical services, by phase, that are based on operational requirements and does it project accurate Service requirements for each critical item?</p> <p>66. Have any shortages for critical contracted services been identified and prioritized? Has/will the prioritization be communicated to the theater lead contracting organization (LSC or JTSCC)?</p>	
<p>Base Operating Support:</p> <p>67. Does the plan contain the joint or contracted capability to provide food service, water purification/distribution, shelter, laundry, and shower services to the JFC by phase and location of forces?</p> <p>68. What contracted solution is best suited for this complex, integrated support requirement?</p> <p>69. Is it practical, from both a requiring activity and theater support contracting organization perspective, to meet these requirements with multiple theater support contracts or is a CAP task order best?</p>	
<p>Food products receipt, storage, and issue/distribution capabilities:</p> <p>70. Does ample space exist for setup and operation?</p> <p>71. Are processes and systems in place to enable food service and head count accounting, field feeding, levels of supply, requisitioning, resupply time, re-order and shipping?</p>	
<p>Mortuary Affairs:</p> <p>72. Does the plan contain adequate joint force search, recovery, collection, and human remains/personal effects processing requirement and mortuary affairs resource capacity?</p>	
<p>HAZMAT:</p> <p>73. Have requirements for collection, retrograde, storage, and disposal for HAZMAT been determined and satisfied with policy and resources?</p>	
OCS	
<p>74. Are CAAF support requirements incorporated in the logistics requirements estimate?</p> <p>75. Is there/will there be a lead Service designated for CUL/BOS-I at the JOA and/or individual, major base level? Does it include contracting?</p>	

LSA Planning Considerations by JCA	Y/N
<p>76. Will the theater support contracting effort be single service, lead-service, or joint organization?</p> <p>77. Are there trigger points to move from Service support to LSCC, LSC, JTSCC and back?</p> <p>78. Are the head of contracting activity (HCA) and/or senior contracting official (SCO) properly identified to include primary duties, location (in or out of the JOA), and their flow of contracting authority? With which Service component does the authority for the HCA originate?</p> <p>79. What triggers would require movement of the HCA within or out of an operational area?</p> <p>80. How will the organization be structured (by buying activity, geographical area, customer, etc.) to include flows of authority?</p> <p>81. Have the number of forces the contracting organization will support been identified?</p> <p>82. Have the number and capability of contracting officers/administrators been determined?</p> <p>83. Will there be stability operations-related transition and reconstruction requirements? If so, are facilities reconstruction-related requirements addressed?</p> <p>84. Will the contracting organization support other Federal Government or non-governmental agencies?</p> <p>85. Which Service will provide the majority of the contingency contracting officers?</p> <p>86. Have all contracting support agencies been identified? Are contracting relationships established?</p> <p>87. Are procedures identified for the requiring activities, sustainment organizations, and supply system to interact through (e.g., JRRB) to ensure no duplication of effort?</p> <p>88. Are procedures for the contracting organization interface with financial management and legal?</p> <p>89. Will external support logistical-related contracts be utilized (i.e., logistics civil augmentation program (LOGCAP), Air Force contract augmentation program (AFCAP), DLA, or prime vendor)? Are there procedures to ensure external support contracts are managed with no undue competition for the limited commercial vendor base?</p> <p>90. Are specific contract administration delegations in place?</p> <p>91. Has the plan accounted for CCAS capability for external support/system support/theater support contracting? Who will provide this support?</p> <p>92. Are administrative contracting officer (ACO) requirements to include location and reporting chain identified?</p> <p>93. Are there reach-back arrangements made to non-deployed contracting and/or legal counsel organizations?</p> <p>94. Are there procedures for contract visibility, to include contract closeout?</p> <p>95. Are existing ACSAs and HNS agreements are in place? How will they impact contracting support?</p> <p>96. Are there plans, policies, and procedures, along with sufficient theater support contracting capabilities, in place to allow for task orders to be routinely transferred over to theater support contracts?</p> <p>97. Are there banking/financial institutions identified for contractor use?</p> <p>98. Was information concerning potential sources currently available (see U.S. embassy, consulate, attachés, DLA, etc.) gathered and used during planning and execution?</p> <p>99. Are there procedures for the contracting organizations to use foreign funds?</p> <p>100. Is it clear who will set operational priorities for contracting/procurement?</p> <p>101. Will there be a Joint Requirements Review Board (JRRB) and/or Joint Contracting Support Board (JCSB) established? If so, are the required contracting organization members of these boards identified to include the chairperson of the JCSB?</p> <p>102. Are requiring activities advised of approximate administrative and procurement lead times for contracted support?</p> <p>103. Will the government purchase card (GPC) or field ordering officer (FOO) be utilized? Are there procedures and systems in place to manage and control these programs?</p> <p>104. Are adequate CORs identified and trained to assist in managing contractor performance?</p> <p>105. Are there procedures and systems in place to provide visibility, management and control of COR responsibilities and activities?</p>	

LSA Planning Considerations by JCA	Y/N
<p>106. Are there Federal Acquisition Regulation (FAR) relief procedures and guidance in place (simplified acquisition threshold raised), and what relief will be considered necessary? Can this relief be pre-arranged?</p> <p>107. Where is the funding source coming from, and are financial management personnel accompanying the mission?</p> <p>108. Are there mechanisms in place for tax relief?</p> <p>109. Are there operational-specific policies and procedures, published orders, and/or other policy documents that effect contracting planning and/or operations?</p> <p>110. Does the JFC have tools to maintain key information (e.g., period and place of performance, contracting office, available ceiling) on existing contracts in order to affect prioritization and decisions?</p> <p>111. Are OCS personnel proficient with and have access to, the data, tools, and systems (e.g., SPOT-ES, cASM, JOPES) that support OCS planning and execution?</p>	
Health Readiness	
<p>112. Does the CCDR identify tactical (dedicated and designated) evacuation locations and strategic evacuation sites, project Class VIII A and B resupply capabilities, and any HNS capabilities?</p> <p>113. Determine the sufficiency of the theater evacuation policy. Assess the theater's capabilities/ resources for treating casualties and holding them until they return to duty or can be evacuated.</p> <p>114. Assess the adequacy of stocks and distribution plan for meeting the chemical, biological, radiological, nuclear, and high-yield explosive (CBRNE) medicinal requirements as identified by the Services and Theater Commander.</p> <p>115. Assess if medical maintenance is available/organic to the theater and whether TPFDD flow can meet the anticipated medical repair and maintenance requirements.</p> <p>116. Assess the service components policies and procedures for disposing of non-regulated and regulated medical waste.</p>	
Engineering	
<p>117. Was the theater engineer staff adequate and positioned to coordinate the efforts of all engineer assets—assigned, host nation, interagency, non-governmental and contract support—to enable the desired end state?</p> <p>118. Were all LOC (air, sea, ground, and waterways) assessed in terms of capacity and ability to expand to meet both operational and distribution requirements?</p> <p>119. Were infrastructure and special facilities requirements identified by phase and location and assessed against available construction authorities and funding sources?</p> <p>120. Determine BOS-I requirements:</p> <ul style="list-style-type: none"> a. Bed-down (to include NGO and interagency needs) b. Supply and maintenance facilities and services c. Medical (both treatment and Class VIII warehousing and storage) d. EPW, refugee and displaced persons facilities e. Water production & Class III storage and distribution f. Munitions storage g. Construction materials & Class IV production (quarry, concrete, asphalt plants) h. Hardened facilities i. Building partnerships and security force assistance <p>121. Was an assessment of establishing essential services and critical utilities (to include power generation and distribution, water supply wastewater treatment and solid waste systems) documented?</p> <p>122. Were provisions made to exploit reach back capabilities to enhance Engineer effects and minimize the deployed footprint?</p> <p>123. Were technical and specialized Engineer elements such as well drilling, Prime Power, real estate teams, environmental units, and base support units timed and in the deployment process to arrive and complete required enhancement according to the operational timeline?</p>	

LSA Planning Considerations by JCA	Y/N
124. Did base camp master plans enable sustainability, phased growth, and a seamless transition from organic point power generation to smart/micro grids and ultimately commercial power sources? Were assessments of firefighting and aircraft crash recovery capability documented?	

Table 1.

ANNEX B TO APPENDIX D TO ENCLOSURE D

OPERATIONAL CONTRACT SUPPORT (OCS) ASSESSMENT ACROSS
LOGISTICS JCAS FOR INPUT TO THE LSA FORMAT

The OCS implications for each logistics JCA will be assessed and given a rating. OCS planners may need to add other JCAs outside of logistics to Table 2 and assess how OCS implications may impact operations. OCS planners will then roll up these ratings to make an overall OCS assessment based upon the CCMD’s LSA rating methodology in accordance with the LOGSUP to the JCSP.

OCS JCA Assessment Roll-up	Campaign Planning	Phase I Deter	Phase II Seize	Phase III Dominate	Phase IV Stabilize	Phase V Enable	Overall
Deployment and Distribution							
Supply							
Maintenance							
Logistics Services							
Operational Contract Support							
Health Readiness							
Engineering							

Table 2. OCS JCA Assessment Roll-up

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APPENDIX E TO ENCLOSURE D

MEASURES OF EFFECTIVES AND PERFORMANCE FOR OPERATIONAL CONTRACT SUPPORT (OCS)

1. As the plan or order is developed, planners also need to develop the measures they will use to assess the progress of the joint force toward mission accomplishment. Measures will help them determine where they are in reaching the desired end state, achieving the commander's objectives, or performing the command's assigned tasks. Commander's objectives, effects, and tasks are in paragraph three of the base order. Measures can trigger branches or sequels or the need to alter the existing plan.

2. Measures must have the following four qualities:

a. Relevance -- measures must have direct bearing to a commander's object, desired effect, or a stated or implied task.

b. Measurability -- measures must be gaged against a standard.

c. Responsiveness -- it must be possible to use the measures to detect changes to the situation in enough time to react or prepare a response.

d. Resourced -- the command must be able to dedicate effort to collect data pertaining to measures and analyze it.

3. There are two types of measures: measures of effectiveness (MOEs) and measures of performance (MOPs).

a. MOEs measure whether the command is accomplishing its purpose or the "why" in the mission statement. MOEs can be subjective and crafted as either qualitative or quantitative measures. As a quantitative measure, MOEs can reflect a trend and show progress toward a standard. If the commander's objective is to "provide a safe and secure environment," then the MOE could capture instances of insurgent activity and a downward trend in the instances over comparable periods can indicate progress toward the objective. They are usually measured at the strategic or operational levels; it may be difficult to identify tactical MOEs.

b. MOPs measure task accomplishment or the "what" in the mission statement. MOPs are generally objective and quantitative. An MOP can be as simple as, "is execution matrix task #1 complete?" MOPs can assess

operational and strategic tasks, but at higher levels the results may not be as precise or easy to observe. Usually, MOPs assess tactical level tasks.

c. Figure 12 graphically summarizes the MOE/MOP discussion.

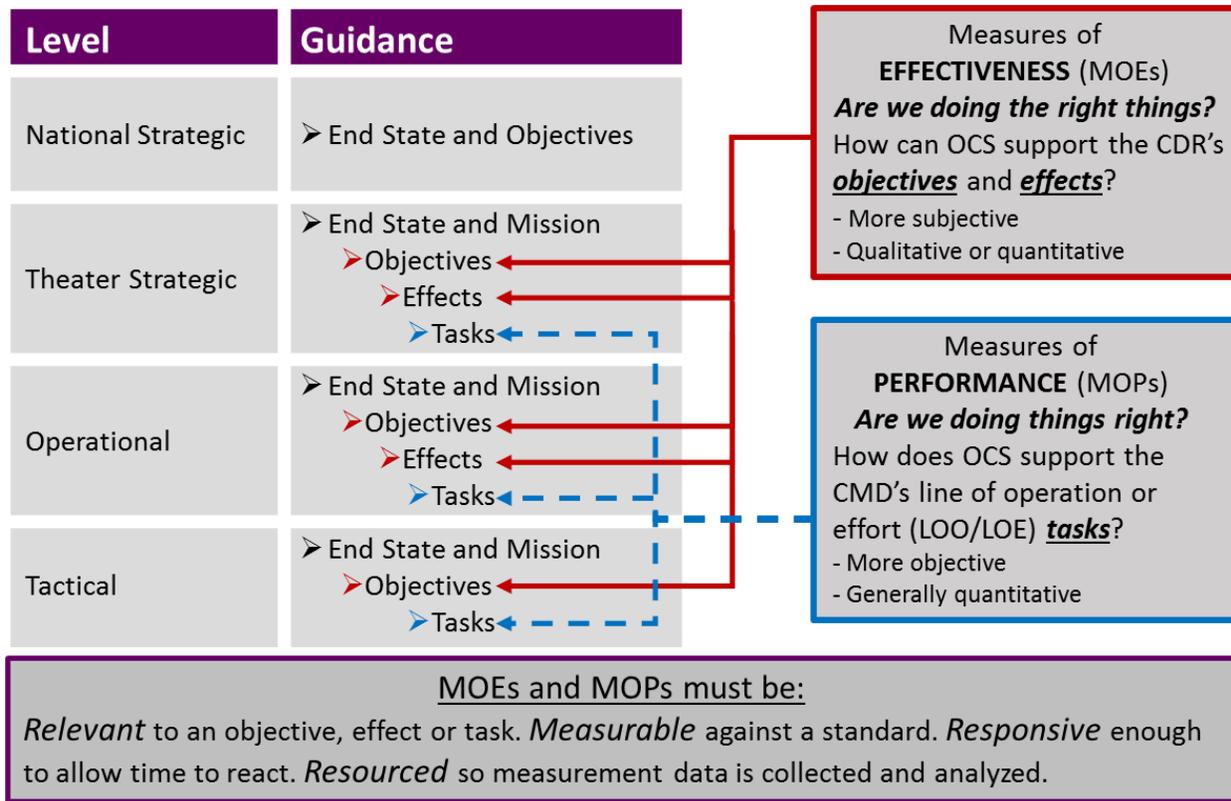


Figure 12. Assessment Levels and Measures

d. Table 3 provides more MOE and MOP samples at the different levels of command.

	Measure of Effectiveness (MOE)	Measure of Performance (MOP)
Strategic	Identify how OCS can support the CCDR's end state, mission statement, strategic objectives and effects.	Identify how OCS can support strategic-level tasks.
Samples	<ul style="list-style-type: none"> • Use of Civil Augmentation Programs meets the commander's desired effects • Use of US or TCN labor meets the commander's desired effects • CLPSB, or JLCB with OCS equities, conducted quarterly in PHO and as required during crisis action planning • PHO Contractor management policies established 	<ul style="list-style-type: none"> • GCC-level MOPs may be difficult identify.

	Measure of Effectiveness (MOE)	Measure of Performance (MOP)
Operational	Identify how OCS can support the CCDR's and JTF Commander's mission statement, strategic objectives and effects	Identify how OCS supports the specific tasks the command is trying to accomplish in support of each line of operation or effort (LOO/LOE). For instance, establishing a foreign vendor vetting program could support degrading the enemy's cash flow and activities.
Samples	<ul style="list-style-type: none"> • % of contracts required to bridge gaps in performance • Does the OCS Concept of Support tie to the commander's desired effects (Paragraph 3 of base order)? • Does the OCS Concept of Support compliment the Concept of Sustainment (linkage to CUL, BOS-I) 	<ul style="list-style-type: none"> • JRRB packets come into the HQ and are staffed within seven days (may be faster or slower depending on command) • Foreign Vendor Vetting process established at the JOA command level. • Do BOSI policies include CAAF and non-CAAF • Did JTF J2 and J34 Force Protection establish base access threat screening for non-CAAF? • JCSB established with 90% participation • Multi-National forces participate in the JCSB • OCSIC participates in the CMOC • OCSIC participates in the JFUB • 33% OCSIC staff with JOPEC training • % of payments to vendors in the appropriate currency • % of theater support contractors using local national banking institutions • % of contractors (or total contract dollars) being paid in cash
Tactical	Tactical level MOEs may be difficult to identify.	Link tactical level MOPs to the command's tasks to accomplish the mission. OCS SMEs should review unit synch matrices for supporting OCS actions.
Samples		<ul style="list-style-type: none"> • Contractor camp access and security screening processes in place • % of contracts with reported performance problems • CORs assigned and trained per contract • % of CORs with in-person COR training • JAMMS machines installed by BOS-I leads • Contractor bed down executed IAW the CMP • Time from requirement planned to submitted to 2-star level OCSIC • % of CORs within 2 hours of contract place of performance • 33% of OCS Team complete Army OCS Course • % of trained Field Ordering Officers (FOOs)

Table 3. Sample MOEs and MOPs

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ENCLOSURE E

PLAN ASSESSMENT

1. General

a. Plan assessment occurs (as required) following plan approval. The goal of the assessment is to provide timely situational awareness of the operational and strategic risks of operations plan execution to the Joint Chiefs of Staff in a common framework.

b. Assessment is the continuous monitoring and evaluation of the current situation and progress of a joint operation toward mission accomplishment. It involves deliberately comparing forecasted outcomes to actual events to determine the overall effectiveness of the plan.

(1) The CCDR extends and refines planning, while supporting and subordinate commanders, if directed, complete their plans for review and approval. The CCDR continues to develop and analyze branch plans and sequels.

(2) The Joint Staff, Military Departments, CCMDs, and CSAs monitor current readiness of required capabilities and the situation to develop impacts, implications, and mitigation to COAs should the plan be considered for near-term implementation or during its periodic review.

2. Inputs to plan assessment

a. Complete plan or order including

(1) All applicable annexes

(2) LSA

(3) Refined TPFDD.

b. OCS Concept of Support.

c. Any changes to the operational environment.

d. Measures of Effectiveness (MOEs).

e. Measures of Performance (MOPs).

3. OCS Activities Supporting Plan Assessment

a. OCS planners continue to evaluate the situation for any changes that would trigger plan refinement, adaptation, termination, or execution (RATE). Assessment and learning enable incremental improvements to the commander's operational approach and the campaign or contingency plan.

b. OCSICs, in conjunction with theater and operational staffs, continuously monitor the situation to identify changes in:

(1) Strategy (e.g., guidance, end states, objectives, mission, assumptions, COAs, estimates, GFM, resources)

(2) Environment (e.g., conditions, circumstances, and influences in physical, military, and civil areas across all domains)

(3) Opportunities (e.g., to reduce force deployments, improve dwell & readiness, provide unique capabilities beyond organic force, free up forces to perform other actions, expand size of force beyond FML, overcome tyranny of distance, reduce resupply time, provide access to local support and supplies, augment global agility, facilitate JOA, combat A2/AD, provide an FDO to preclude crisis, expand partners, impact the human and economic terrain, provide a means to isolate the adversary)

(4) Risk (e.g., contracting with the enemy, Force Protection, base access, arming/safety of contractors; overdependence on contractors, lack of accountability/oversight of contractors, tracking/reimbursement for authorized government services, contracting fratricide, FW&A).

c. Rehearsals help clarify roles and responsibilities, and are essential to effectively prepare for execution of an operation. There are many forms of rehearsals which have historically improved operational execution, such as Rehearsal of Concept (ROC) Drills, exercises, and table tops. Joint OCS planners may use rehearsals to:

(1) Assess the effectiveness of the OCS concept of support.

(2) Ensure assigned or supporting joint forces are familiar with the concept.

(3) Instill confidence in the execution of the concept throughout the command and subordinate units.

d. OCSICs refine MOPs developed during planning based on changes to the situation. MOP for OCS will need to be adjusted by phase of the operation and according to mission/task and priority of effort.

e. OCSICs work with other operational staff to collect OCS metrics reported by requiring activities (e.g., Service components, contracting offices, and contracted companies based on established measures).

f. OCSICs evaluate progress based on reported metrics to determine progress relative to the mission, objectives, and end states. This progress should determine if OCS performance is being executed in accordance with the plan and whether or not that performance is achieving the intended effects.

g. OCSICs refine MOEs (as necessary) developed during planning based on evaluated progress. MOEs for OCS will need to be adjusted by phase of the operation and according to mission/task and priority of effort.

h. OCSICs recommend actions to improve planning, COAs, and assessments. Assessment is incomplete without recommending or directing action. Assessment may diagnose problems, but unless it results in recommended adjustments, its use to the commander is limited. This feedback becomes the basis for learning, adaptation, and subsequent adjustment.

i. Any revisions, adaptations, or terminations result in a new plan/order or could require the development of a branch or sequel. Assessment and learning enable incremental improvements to the commander's operational approach and the campaign or contingency plan.

4. Operational Contract Support (OCS) Output or Products

a. Revised MOEs.

b. Revised MOPs.

c. OCS portion of the Logistics Situation Report (LOGSITREP). See Appendix A to Enclosure E.

d. Recommendations that can cause adjustments (refinement, adaptation, termination, or execution) to the plan or order.

5. Plan assessment output

a. Refined planning guidance

b. New plans or orders

c. Revised plans or orders

d. Plans for branches or sequels

e. Fragmentary orders.

APPENDIX A TO ENCLOSURE E

OPERATIONAL CONTRACT SUPPORT (OCS) INPUT TO LOGISTICS SITUATION
REPORT

The JFC directs the use, format, and frequency of reporting (OCS data). LOGSITREPs are designed to provide critical information to the CCDR. The daily OCS portion of LOGSITREP will include the following minimum information:

1. Status and update on all OCS UJTs

a. Status of deploying contracting as well as contracted capabilities (e.g., JRSOI of contracting assets/units, contacted capabilities expected arrival/departure times/locations).

b. Status of contracted sustainment and services (including all classes of supply and for selected critical commodities, projections for OCS MOP/MOE specified by the CCMD as well as contracted services that are critical to mission success).

c. Status for priority/critical contracted support to include (e.g., end date of current contracts, pending modifications to existing contracts).

2. See the next page for an example format and guidance on OCS input to the LOGSITREP.

FROM: CDRUSXXXXX/ //

TO: NMCC WASHINGTON DC/ //

(OTHER ADDRESSEES AS REQUIRED)

C L A S S I F I C A T I O N

MSGID/OCS INPUT TO LOGSITREP # X/CDRUSXXXXX//

REF/A/VMG/CDRUSXXXX/12005OZMTHYR//

RMKS/1. (U) Narrative assessment of the day's contracting activities impacting operations and logistics. Examples include: a CIR or EEI has been received that could lead to a potential CCIR notification; specific enemy activity that has degraded contracted support/service and affected the CONOPS or will affect the CONOPS within 72 hours; changes in contracts due to a change in the operational phase or situation; impact of weather on contracting; primary mission changes (e.g., change to restoration operations in a support to civil authority scenario or other activity); or any CCIR that have been tripped and have an impact on OCS operations.

2. (U) OVERALL OCS ASSESSMENT. COLOR CODE

3. (U) OCS SUPPORTABILITY ANALYSIS (Note: Times are notional. The CCMD OPT usually establishes standard reporting periods in the OPS SITREP. The purpose of this table is to provide a snapshot of OCS capabilities and commodities from a current operations, future operations and future plans perspective. CCMDs may differ in specific format given the contingency, mission of the force, or other factors impacting on operations.)

Logistics Capability	Current	+ 10	+ 30	+ 90
OCS – Overall				
OCS impact by warfighting function				
OCS impact within each region of the JOA				

4. (U) OCS SUPPORTABILITY NARRATIVE ASSESSMENT (Specific OCS capability or materiel gaps in current operations, future operations and future plans are addressed here. CCMDs may elect to report by exception and provide mitigation efforts.)

5. (U) OTHER ISSUES.//

6. DECL/ORIG: CDRUSXXXXX//

ENCLOSURE F

REFERENCES

- a. Guidance for Employment of the Force (GEF)
- b. CJCSI 3110.01 Series, “Joint Strategic Capabilities Plan (JSCP)”
- c. CJCSI 3110.03 Series, “Logistics Supplement to the Joint Strategic Capabilities Plan (JSCP) for FY 2008, Current as of 18 December 2012”
- d. CJCSM 3130.03 Series, “Adaptive Planning and Execution (APEX) Planning Formats and Guidance”
- e. CJCSM 3122.01 Series, “Joint Operation Planning and Execution System (JOPES) Volume I (Planning, Policies and Procedures)”
- f. CJCSM 3122.02 Series, “Joint Operation Planning and Execution System (JOPES) Volume III (Crisis Action Time-Phased Force and Deployment Data Development and Deployment Execution)”
- g. CJCSM 3150.23 Series, “Joint Reporting Structure (JRS) Logistics Factor Report (LOGFACREP)”
- h. JP 4-10, 16 July 2014, “Operational Contact Support”
- i. CJCSN 4130.01, “Guidance for Combatant Command Employment of Operational Contract Support Enabler - Joint Contingency Acquisition Support Office (JCASO)”
- j. JP 5-0, 11 August 2011, “Joint Operation Planning”
- k. CJCSI 3401.01 Series, “Joint Combat Capability Assessments”
- l. DoD Instruction 1100.22, 12 April 2010, “Policy and Procedures for Determining Workforce Mix”
- m. DoD Instruction 3020.41, 20 December 2011, “Operational Contract Support”
- n. DoD Instruction 5000.72, 9 November 2011, “DoD Standard for Contracting Officer’s Representative (COR) Certification”

- o. CJCSI 2120.01 Series, “Acquisition and Cross Service Agreements”
- p. CJCSM 3170.01 Series, “Joint Capabilities Integration and Development System”
- q. JP 1-02, 8 November 2010, “Department of Defense Dictionary of Military and Associated Terms”
- r. JP 3-0, 17 January 2017, “Joint Operations”
- s. JP 4-0, 16 October 2013, “Joint Logistics”
- t. JP 4-07, “Joint Tactics, Techniques, and Procedures for Common-User Logistics During Joint Operations”
- u. JP 4-08, 21 February 2013, “Logistics in Support of Multinational Operations”
- v. DoD Directive 3000.06, “Combat Support Agencies”

GLOSSARY

PART I-ABBREVIATIONS AND ACRONYMS

Items marked with an asterisk () have definitions in PART II*

ACO	administrative contracting officer
ACSA*	acquisition and cross-service agreements
AFCAP	Air Force contract augmentation program
AGCS	All of Government Contract Spend
AI	acquisition instruction
AIT*	automated identification technology
AOR	area of responsibility
AP*	adaptive planning
APEX	adaptive planning and execution
AT/FP	antiterrorism/force protection
AT&L	acquisition, technology and logistics
AWOL	absent without leave
B2C2WG	boards, bureaus, centers, cells, and working groups
BAF	Bluelandian Armed Forces
BOS-I	base operating support-integrator
C2	command and control
C4I	command, control, communications, computers, and intelligence
CAAF*	contractors authorized to accompany the force
CAP*	crisis action planning, civil augmentation program
CAS	contract administration services
cASM	Contingency Acquisition Support Model
CCAS*	contingency contract administration services
CCDR	Combatant Commanders
CCIR*	commander's critical information requirement
CCMD*	Combatant Command
CCO	contingency contracting officer
CERP*	Commander's Emergency Response Program
CIN	cargo increment number
CLPSB	combatant commander logistic procurement support board
CMOC*	civil-military operations center
CMP	contractor management plan
COA*	course of action
COI	community of interest
COLS*	concept of logistic support
COM*	chief of mission
CONOPS*	concept of operations

CONPLAN*	concept plan
CONUS	continental United States
COP	common operational picture
COR	contracting officer representative
COTS	commercial off-the-shelf
CPG	contingency planning guidance
CRS	Chairman's Readiness System
CSA*	combat support agency
CSOR	contract statement of requirements
CSSM	contract support synchronization matrix
CUL*	common-user logistics
DCMA	Defense Contract Management Agency
DCR	DOTMLPF change recommendation
DEROS	Date Estimated Return from Overseas
DFAC	dining facility
DFAS	Defense Finance and Accounting Service
DFARS	Defense Federal Acquisition Regulation Supplemental
DIA	Defense Intelligence Agency
DLA	Defense Logistics Agency
DoD	Department of Defense
DOS	Department of State
DOTMLPF*	doctrine, organization, training, materiel, leadership and education, personnel and facilities
DPAP	Defense Procurement and Acquisition Policy
DRRS	Defense Readiness Reporting System
DRS	Deployment Reception Station
DSCA*	defense support of civil authorities
EI	essential elements of information
EEO	equal employment opportunity
ESORTS	Enhance Status of Resources and Training System
EXORD	expeditionary contract administration
FAR	Federal Acquisition Regulation
FCB	functional capabilities board
FCP	functional campaign plan
FDO	flexible deterrent option
FOO	field ordering officer
FRAGORD	fragmentary order
FRO	flexible response option
GAO	Government Accountability Office
GCC	geographic combatant commander
GCCS-J*	Global Command and Control System-Joint
GCSS-J*	Global Combat Support System-Joint

GEF	Guidance for Employment of the Force
GFE	government-furnished equipment
GFP	government-furnished property
GFS	government-furnished support
GPC	government purchase card
GSO*	general services officer
HA	humanitarian assistance
HCA	head of contracting activity
HN	host nation
HNS*	host-nation support
HQ	headquarters
HSS	health system support
IDIQ	indefinite delivery, indefinite quantity
IDP	internally displaced person
IFO	integrated financial operations
IGO*	intergovernmental organization
INSCOM	U.S. Army Intelligence and Security Command
IPL	integrated priority list
IPR A	strategic guidance in-progress review
IPR C	concept development in-progress review
IPR F	plan approval in-progress review
IPDS	inland petroleum distribution system
IR	information requirement
ISR	intelligence, surveillance, and reconnaissance
IT	information technology
JAMMS	Joint Asset Movement Management System
JCA*	joint capability area
JCASO	Joint Contingency Acquisition Support Office
JCCA	joint combat capabilities assessment
JCIDS*	Joint Capabilities Integration and Development System
JCS	Joint Chiefs of Staff
JCSB*	joint contracting support board
JFC	joint force commander
JFRR	Joint Forces Readiness Review
JIPOE	joint intelligence preparation of the operational environment
JLLIS	Joint Lessons Learned Information System
JMD	joint manning document
JMETL	joint mission-essential task list
JMTCA	joint munitions transportation coordinating activity
JOA	joint operations area
JOPEs*	Joint Operation Planning and Execution System
JOPP*	joint operation planning process
JP	joint publication

JPEC*	joint planning and execution community
JPG	joint planning group
JROC	Joint Requirements Oversight Council
JRRB*	Joint Requirements Review Board
JRS	joint reporting structure
JRSOI	joint reception, staging, onward movement, and integration
JSCP*	Joint Strategic Capabilities Plan
JSPS	Joint Strategic Planning System
JTF	joint task force
JTS	Joint Training System
JTSCC	Joint Theater Support Contracting Command
JUONS	joint urgent operational need
KO	contracting officer
LCB	Logistics Coordination Board
LNO	liaison officer
LOA	letter of authorization
LOC	line of communications
LOGCAP	logistics civil augmentation program
LOGFACREP	logistics factors report
LOI	letter of instruction
LSA*	logistics supportability analysis
LSC	lead service for contracting
LSCC	lead service for contracting coordination
MEJA	Military Extraterritorial Jurisdiction Act
MEF	Marine expeditionary force
MET	mission-essential task
MN*	multinational
MOB	Main Operating Base
MOE*	Measure of effectiveness
MOP*	Measure of performance
MST	mission support team
MWR	morale, welfare, and recreation
NGO*	nongovernmental organization
NMS*	national military strategy
non-CAAF*	contractor personnel not designated as contractors authorized to accompany the force (CAAF)
OCONUS	outside the continental United States
OCS*	operational contract support
OCSIC	OCS integration cell
OE	operational environment
OFDA*	Office of U.S. Foreign Disaster Assistance

OIL	observation, insight, lesson
OPCON	operational control
OPLAN	operation plan
OPORD	operation order
OPSDEPS	Service Operations Deputies
PA	property administrator
PCO	procuring contracting officer
PII*	personally identifiable information
PIN	personnel increment number
PPE	personal protective equipment
PSC	private security contractor
PWS	performance work statement
QAR	quality assurance representative
RCO	regional contracting office
RFA	request for assistance
RFF	request for forces
RFI	request for information
ROC*	rehearsal of concept
ROM	rough order of magnitude
RUF	rules for the use of force
SAE	Service acquisition executive
SAT	simplified acquisition threshold
SCC	Service component command
SCO	senior contracting official
SecDef	Secretary of Defense
SGS	strategic guidance statement
SITREP	situation report
SOF	special operations forces
SPE	senior procurement executive
SPOT-ES	Synchronized Predeployment and Operation Tracker-Enterprise Suite
SOFA	status of forces agreement
SOW	statement of work
TCN	third country national
TCP*	theater campaign plan
TiP	trafficking in persons
TLA*	theater logistics analysis
TLO	theater logistics overview
TOPSS	Total Operational Picture Support System
TPFDD*	time-phased force and deployment data
TPFDL	time-phased force and deployment list

TPP*	theater posture plan
TSOC*	theater special operations command
TUCHA	type unit characteristics file
UCMJ	Uniform Code of Military Justice
UTC	unit type code
USACE	U.S. Army Corps of Engineers
USAID	United States Agency for International Development
USAMC	U.S. Army Materiel Command

PART II-DEFINITIONS

Acquisition and cross-servicing agreement -- Agreement, negotiated on a bilateral basis with U.S. allies or coalition partners that allow U.S. forces to exchange most common types of support, including food, fuel, transportation, ammunition, and equipment. Authority to negotiate these agreements is usually delegated to the Combatant Commander by the Secretary of Defense. Authority to execute these agreements lies with the Secretary of Defense, and may or may not be delegated. Governed by legal guidelines, these agreements are used for contingencies, peacekeeping operations, unforeseen emergencies, or exercises to correct logistic deficiencies that cannot be adequately corrected by national means. The support received or given is reimbursed under the conditions of the acquisition and cross-servicing agreement. Also called ACSA. (JP 4-08 and CJCSI 2120.01, "Acquisition and Cross Service Agreements")

Adaptive planning -- The Joint capability to create and revise plans rapidly and systematically, as circumstances require. Adaptive planning occurs in a networked, collaborative environment, requires the regular involvement of senior DoD leaders, and results in plans containing a range of viable options. Also called AP. (APEX Roadmap II)

Asset visibility -- Provides users with information on the location, movement, status, and identity of units, personnel, equipment, and supplies. It facilitates the capability to act upon that information to improve overall performance of the Department of Defense's logistics practices. Also called AV. (JP 3-35)

Automated Identification Technology -- A suite of tools for facilitating total asset visibility source data capture and transfer. Automated identification technology includes a variety of devices, such as bar codes, magnetic strips, optical memory cards, and radio frequency tags for marking or "tagging" individual items, multipacks, equipment, air pallets, or containers, along with the hardware and software required to create the devices, read the information on them, and integrate that information with other logistic information. Also called AIT. (JP 3-35)

Branch plan -- Essentially a different path to the same end state of the ongoing operation. (JP 1-02)

C-day -- The unnamed day on which a deployment operation begins. (JP 1-02)

Campaign plan -- A joint operation plan for a series of related major operations aimed at achieving strategic or operational objectives within a given time and space. (JP 5-0)

Capability -- The ability to achieve a desired effect under specified standards and conditions through combinations of means and ways to perform a set of tasks. It is defined by an operational user and expressed in broad operational terms in the format of a joint or initial capabilities document or a joint DOTMLPF change recommendation. In the case of materiel proposals, the definition will progressively evolve to DOTMLPF performance attributes identified in the capability development document and the capability production document. (CJCSI 3170.01, “Joint Capabilities Integration and Development System”)

Civil-military Operations Center -- An organization normally comprised of civil affairs, established to plan and facilitate coordination of activities of the Armed Forces of the United States with indigenous populations and institutions, the private sector, intergovernmental organizations, nongovernmental organizations, multinational forces, and other governmental agencies in support of the joint force commander. Also called CMOC. (JP 3-57)

Chief of Mission -- A diplomatic mission is led by a chief of mission (COM), usually the ambassador, but at times the chargé d'affaires (the chargé), when no U.S. ambassador is accredited to the country or the ambassador is absent from the country. The deputy chief of mission (DCM) is second in charge of the mission and usually assumes the role of chargé in the absence of the COM. For countries with which the U.S. has no diplomatic relations, the embassy of another country represents U.S. interest and at times houses an interests section staffed with USG employees. In countries where an intergovernmental organization (IGO) is headquartered, the U.S. may have a multilateral mission to the IGO in addition to the bilateral mission to the foreign country. (JP 3-08)

Coalition -- An ad hoc arrangement between two or more nations for common action. See also multinational. (JP 5-0)

Combat Support Agency -- The organization that fulfills combat support or combat service support functions for joint operating forces across the range of military operations, and in support of Combatant Commanders executing military operations. The combat support mission of a Combat Support Agency is that portion of its mission involving support for operating forces engaged in planning for, or conducting military operations, including support during conflict or in the conduct of other military activities related to countering threats to U.S. national security. Also called CSA. (DoDD 3000.06, “Combat Support Agencies”)

Combatant Command -- A unified or specified command with a broad continuing mission under a single commander established and so designated by the President, through the Secretary of Defense, and with the advice and assistance of the Chairman of the Joint Chiefs of Staff. Combatant commands

typically have geographic or functional responsibilities. See also Combatant Commander. Also called CCMD. (JP 5-0)

Combatant Command (command authority) -- Nontransferable command authority established by title 10 (“Armed Forces”), United States Code, section 164, exercised only by commanders of unified or specified Combatant Commands unless otherwise directed by the President or the Secretary of Defense. Combatant command (command authority) cannot be delegated and is the authority of a Combatant Commander to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations, joint training, and logistics necessary to accomplish the missions assigned to the command. Combatant command (command authority) should be exercised through the commanders of subordinate organizations. Normally this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. Combatant command (command authority) provides full authority to organize and employ commands and forces as the Combatant Commander considers necessary to accomplish assigned missions. Operational control is inherent in Combatant Command (command authority). Also called COCOM. (JP 1-02)

Commander’s Critical Information Requirement -- An information requirement identified by the commander as being critical to facilitating timely decision-making. The two key elements are friendly force information requirements and priority intelligence requirements. Also called CCIR. (JP 3-0)

Commander’s Emergency Response Program -- Specific authority found in the National Defense Authorization Act (NDAA) to expend funds in support of targeted humanitarian assistance in Iraq and Afghanistan. It is not applicable to missions outside those countries. Also called CERP. (JP 3-22)

Commander’s Estimate -- In the context of the Joint Operation Planning and Execution System Level 1 planning detail for contingency planning, a developed course of action. The product for this level can be a course of action briefing, command directive, commander’s estimate, or a memorandum. The commander’s estimate provides the Secretary of Defense with military courses of action to meet a potential contingency. (JP 5-0)

Commander’s Intent -- A concise expression of the purpose of operation and the desired end state. It may also include the commander’s assessment of the adversary commander’s intent and an assessment of where and how much risk is acceptable during the operation. (JP 3-0)

Common-user logistics -- Materiel or service support shared with or provided by two or more Services, Department of Defense agencies, or multinational

partners to another Service, Department of Defense agency, non-Department of Defense agency, and/or multinational partner in an operation. Common-user logistics is usually restricted to a particular type of supply and/or service and may be further restricted to specific unit(s) or types of units, specific times, missions, and/or geographic areas. Also called CUL. (JP 4-09)

Concept of Logistic Support (COLS) -- A verbal or graphic statement, in a broad outline, of how a commander intends to support and integrate with a concept of operations in an operation or campaign. (JP 4-0)

Concept of Operations -- A verbal or graphic statement, in broad outline, of a commander's assumptions or intent in regard to an operation or series of operations. Concept of operations frequently is embodied in campaign plans and operation plans; in the latter case, particularly when the plans cover a series of connected operations to be carried out simultaneously or in succession. Concept of operations is designed to give an overall picture of the operation. It is included primarily for additional clarity of purpose. Also called commander's concept or CONOPS. (JP 1-02)

Concept plan -- In the context of joint operation planning Level 3 planning detail, an operation plan in an abbreviated format that may require considerable expansion or alteration to convert it into a complete operation plan or operation order. Also called CONPLAN. (JP 5-0)

Contingency Plan -- Plan for major contingencies that can be reasonably anticipated in the principal geographic Combatant Command areas.

(APEX Roadmap II)

Contractors authorized to accompany the force -- Contractor personnel, including all tiers of subcontractor personnel, who are authorized to accompany the force in applicable operations and have been afforded CAAF status through the SPOT-generated letter of authorization (LOA). CAAF generally include all U.S. citizen and TCN employees not normally residing within the operational area whose area of performance is in the direct vicinity of U.S. forces and who routinely are co-located with U.S. forces (especially in non-permissive environments). In some cases, CCDR subordinate commanders may designate mission-essential HN or LN contractor employees (e.g., interpreters) as CAAF. CAAF status does not apply to contractor personnel in support of contingencies within the boundaries and territories of the United States.

Course of Action -- 1. Any sequence of activities that an individual or unit may follow. 2. A possible plan open to an individual or commander that would accomplish, or is related to the accomplishment of, the mission. 3. The scheme adopted to accomplish a job or mission. 4. A line of conduct in an

engagement. 5. A product of the Joint Operation Planning and Execution System concept development phase and the course-of-action determination steps of the joint operation planning process. Also called **COA**. (JP 5-0)

Crisis Action Planning -- One of the two types of joint operation planning. The Joint Operation Planning and Execution System process involving the time-sensitive development of joint operation plans and operation orders for the deployment, employment, and sustainment of assigned and allocated forces and resources in response to an imminent crisis. Crisis action planning is based on the actual circumstances that exist at the time planning occurs. Also called CAP. See also contingency planning; Joint Operation Planning and Execution System. (JP 5-0)

Defense Support of Civil Authorities -- Civil support provided under the auspices of the National Response Plan. Also called DSCA. (JP 3-28)

Directive Authority for Logistics -- Combatant commander authority to issue directives to subordinate commanders, including peacetime measures, necessary to ensure the effective execution of approved operation plans. Essential measures include the optimized use or reallocation of available resources and prevention or elimination of redundant facilities and/or overlapping functions among the Service component commands. Also called DAFL. See also Combatant Command (command authority); logistics. (JP 1-02)

Distribution -- The operational process of synchronizing all elements of the logistic system to deliver the “right things” to the “right place” at the “right time” to support the geographic Combatant Commander. (JP 1-02)

Distribution Plan -- A reporting system comprised of reports, updates, and information system feeds that articulate the requirements of the theater distribution system to support military operations within the theater. It portrays the interface of the physical, financial, informational, and communications networks for gaining visibility of the theater distribution system, and communicates control activities necessary for optimizing capacity of the system. It depicts, and is continually updated to reflect changes in, infrastructure, support relationships, and customer locations to all elements of the distribution system (strategic, operational, and tactical). (JP 1-02)

Distribution System -- That complex of facilities, installations, methods, and procedures designed to receive, store, maintain, distribute, and control the flow of military materiel between the point of receipt into the military system and the point of receipt to using activities and units. (JP 1-02)

Doctrine, organization, training, materiel, leadership and education, personnel and facilities (DOTMLPF) change recommendation (DCR) -- A recommendation

for changes to existing joint resources when such changes are not associated with a new defense acquisition program. (CJCSI 3170.01G)

a. Joint doctrine -- Fundamental principles that guide the employment of U.S. military forces in coordinated action toward a common objective. Though neither policy nor strategy, joint doctrine serves to make U.S. policy and strategy effective in the application of U.S. military power. Joint doctrine is based on extant capabilities. Joint doctrine is authoritative guidance and will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. (CJCSI 5120.02)

b. Joint organization -- A [joint] unit or element with varied functions enabled by a structure through which individuals cooperate systematically to accomplish a common mission and directly provide or support [joint] warfighting capabilities. Subordinate units/elements coordinate with other units/elements and, as a whole, enable the higher-level [joint] unit/element to accomplish its mission. This includes the joint manpower (military, civilian, and contractor support) required to operate, sustain and reconstitute joint warfighting capabilities. (CJCSI 3110.03E)

c. Joint training -- Military training based on joint doctrine or joint tactics, techniques, and procedures to prepare joint forces and/or joint staffs to respond to strategic and operational requirements deemed necessary by Combatant Commanders to execute their assigned missions. Joint training involves forces of two or more Military Departments interacting with a Combatant Commander or subordinate joint force commander; involves joint forces and/or joint staffs; and is conducted using joint doctrine or joint tactics, techniques and procedures. (CJCSM 3500.03A)

d. Joint materiel -- All items (including ships, tanks, self-propelled weapons, aircraft, etc., and related spares, repair parts and support equipment, but excluding real property, installations and utilities) necessary to equip, operate, maintain, and support [joint] military activities without distinction as to its application for administrative or combat purposes. (JP 1-02)

e. Joint leadership and education -- Professional development of the joint commander is the product of a learning continuum that comprises training, experience, education, and self-improvement. The role of Professional Military Education and Joint Professional Military Education is to provide the education needed to complement training, experience, and self-improvement to produce the most professionally competent individual possible. (CJCSI 3110.03E)

f. Joint personnel -- The personnel component primarily ensures that qualified personnel exist to support joint capabilities. This is accomplished

through synchronized efforts of joint force commanders and Service components to optimize personnel support to the joint force to ensure success of ongoing peacetime, contingency, and wartime operations.(CJCSI 3110.03E)

g. Joint facilities -- Real property consisting of one or more of the following: a building, a structure, a utility system, pavement, and underlying land. Key facilities are selected command installations and industrial facilities of primary importance to the support of military operations or military production programs. A key facilities list is prepared under the policy direction of the Joint Chiefs of Staff. (CJCSI 3110.03E)

Estimate -- 1. An analysis of a foreign situation, development, or trend that identifies its major elements, interprets the significance, and appraises the future possibilities and the prospective results of the various actions that might be taken. 2. An appraisal of the capabilities, vulnerabilities, and potential courses of action of a foreign nation or combination of nations in consequence of a specific national plan, policy, decision, or contemplated course of action. 3. An analysis of an actual or contemplated clandestine operation in relation to the situation in which it is or would be conducted in order to identify and appraise such factors as available as well as needed assets and potential obstacles, accomplishments, and consequences.(JP 1-02)

Force planning -- 1. Planning associated with the creation and maintenance of military capabilities. It is primarily the responsibility of the Military Departments, Services, and U.S. Special Operations Command and is conducted under the administrative control that runs from the Secretary of Defense to the Military Departments and Services. 2. In the Joint Operation Planning and Execution System, the planning conducted by the supported Combatant Command and its components to determine required force capabilities to accomplish an assigned mission, as well as by the Military Departments, Services, and Service component commands of the Combatant Commands, to develop forces lists, source and tailor required force capabilities with actual units, identify and resolve shortfalls, and determine the routing and time-phasing of forces into the operational area. (JP 5-0)

Global Combat Support System-Joint -- A strategy that provides information interoperability across combat support functions and between combat support and command and control functions through the Global Command and Control System. Also called GCSS-J. (JP 1-02)

Global Command and Control System-Joint -- A deployable command and control system supporting forces for joint and multinational operations across the range of military operations with compatible, interoperable, and integrated communications systems. Also called GCCS-J. (JP 6-0)

General services officer -- Staff responsible for a broad range of functions including the management of physical resources and logistics at U.S. government diplomatic and consular posts worldwide. GSOs develop, plan, implement, and manage ongoing support programs including contracting, warehousing and inventory of property and supplies, shipping and customs, motor pool, housing, travel, and VIP visit support. Also called GSO. (www.state.gov)

Host-Nation Support -- Civil and/or military assistance rendered by a nation to foreign forces within its territory during peacetime, crises or emergencies, or war based on agreements mutually concluded between nations. Also called HNS. (JP 4-0)

Humanitarian Assistance -- Programs conducted to relieve or reduce the results of natural or manmade disasters or other endemic conditions such as human pain, disease, hunger, or privation that might present a serious threat to life or that can result in great damage to or loss of property. Humanitarian assistance provided by U.S. forces is limited in scope and duration. The assistance provided is designed to supplement or complement the efforts of the host nation civil authorities or agencies that may have the primary responsibility for providing humanitarian assistance. Also called HA. (JP 3-57)

Integrated Consumable Item Support -- A decision support system that takes time phased force and deployment data (i.e., Department of Defense deployment plans) and calculates the ability of the Defense Logistics Agency, the warehousing unit of the Department of Defense, to support those plans. Integrated Consumable Item Support can calculate for the planned deployment supply/demand curves for over two million individual items stocked by the Defense Logistics Agency in support of deployment. Integrated Consumable Item Support allows planners to identify critical end items and anticipated shortfalls in the Defense Logistics Agency inventories. Integrated Consumable Item Support provides materiel readiness information for Defense Logistics Agency managed items to Defense Logistics Agency management, to all Services, and to the Joint Staff, to be used as a piece of the larger wartime logistic picture, which ultimately is used to assess total readiness and sustainability for deliberately planned contingencies. The goals and objectives of Integrated Consumable Item Support are to know the “war stoppers,” know the weapons systems affected, and know when the Defense Logistics Agency will run out of stock. Also called ICIS. (JP4-03)

Intergovernmental Organization -- An organization created by a formal agreement (e.g., a treaty) between two or more governments. It may be established on a global, regional, or functional basis for wide-ranging or narrowly defined purposes. Formed to protect and promote national interests shared by member states. Examples include the United Nations, North

Atlantic Treaty Organization, and the African Union. Also called IGO. (JP 3-08)

Interoperability -- The ability of systems, units or forces to provide data, information, materiel, and services to, and accept the same from other systems, units, or forces, and to use the data, information, materiel and services so exchanged to enable them to operate effectively together. Information technology and National Security Systems interoperability includes both the technical exchange of information and the end-to-end operational effectiveness of that exchanged information as required for mission accomplishment. (JP 1-02)

Joint Capability Area -- Collection of like DoD activities functionally grouped to support capability analysis, strategy development, investment decision making, capability portfolio management, and capabilities-based force development and operational planning. (JCA Baseline Reassessment Terms of Reference). Also called JCA. (CJCSI 3170.01G)

Joint Capabilities Integration and Development System -- Military capabilities derived from concept development and joint experimentation may be entered into the JCIDS analysis process to determine gaps, redundancies, and potential DOTMLPF and policy solutions. Also called JCIDS. (CJCSM 3170.01G)

Joint Contracting Support Board -- A board established to coordinate all contracting support and to determine specific contracting mechanisms to obtain commercially procured common logistic supplies and services the operational area. Also called JCSB. (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)

Joint Operation Planning and Execution System -- A system of joint policies, procedures, and reporting structures, supported by communications and computer systems, that is used by the joint planning and execution community to monitor, plan, and execute mobilization, deployment, employment, sustainment, redeployment, and demobilization activities associated with joint operations. Also called JOPEs. (JP 5-0)

Joint Operation Planning Process -- An orderly, analytical process that consists of a logical set of steps to analyze a mission; develop, analyze, and compare alternative courses of action against criteria of success and each other; select the best course of action; and produce a joint operation plan or order. Also called JOPP. See also Joint Operation Planning (JP 5-0)

Joint Operations Concept -- The Joint Operations Concept (JOpsC) guides the transformation of the joint force so that it is prepared to operate successfully 8 to 20 years in the future. These concepts are informed by top-level strategic guidance in the effort to identify future capabilities requirements. JOpsC presents a detailed description of “how” future operations may be conducted and provides the conceptual basis for joint experimentation and capabilities-based assessments. The JOpsC family consists of a Capstone Concept for Joint Operations (CCJO), Joint Operating Concepts (JOCs), Joint Functional Concepts (JFCs), and Joint Integrating Concepts (JICs). Also called JOpsC. (CJCSI 3010.02 series)

Joint Planning and Execution Community -- Those headquarters, commands, and agencies involved in the training, preparation, mobilization, deployment, employment, support, sustainment, redeployment, and demobilization of military forces assigned or committed to a joint operation. It consists of the Joint Staff, the Services, and their major commands (including the Service wholesale logistics commands), the Combatant Commands (and their Service component commands), the subordinate unified commands and other subordinate joint forces of the Combatant Commands, and the combat support agencies. Also called JPEC. (JP 5-0)

Joint Requirements Review Board -- A joint task force or sub-unified commander established board to review, validate, approve, and prioritize selected Service component contract support requests. Also called JRRB. (JP 4-10)

Joint Strategic Capabilities Plan -- The Joint Strategic Capabilities Plan provides guidance to the Combatant Commanders and the Joint Chiefs of Staff to accomplish tasks and missions based on current military capabilities. It apportions limited forces and resources to Combatant Commanders based on military capabilities resulting from completed program and budget actions and intelligence assessments. The Joint Strategic Capabilities Plan provides a coherent framework for capabilities-based military advice provided to the President and Secretary of Defense. Also called JSCP. (JP 5-0)

Lead Nation -- One nation assumes the responsibility for procuring and providing a broad spectrum of logistic support for all or a part of the multinational force and/or headquarters. Compensation and/or reimbursement will then be subject to agreements between the parties involved. The lead nation may also assume the responsibility to coordinate logistics of the other nations within its functional and regional area of responsibility. See also logistic support. (JP 4-0)

Lead Service or agency for common-user logistics -- A Service component or Department of Defense agency that is responsible for execution of common-user item or service support in a specific Combatant Command or

multinational operation as defined in the combatant or subordinate joint force commander's operation plan, operation order, and/or directives. See also common-user logistics. (JP 4-07)

Logistic support -- Logistic support encompasses the logistic services, materiel, and transportation required to support the continental U.S.-based and worldwide-deployed forces. (JP 1-02)

Logistics -- The science of planning and carrying out the movement and maintenance of forces. In its most comprehensive sense, those aspects of military operations that deal with a. design and development, acquisition, storage, movement, distribution, maintenance, evacuation, and disposition of materiel; b. movement, evacuation, and hospitalization of personnel; c. acquisition or construction, maintenance, operation, and disposition of facilities; and d. acquisition or furnishing of services. (JP 1-02)

Logistics assessment -- An evaluation of the logistic support required to support particular military operations in a theater, country, or area; and the actual and/or potential logistic support available for the conduct of military operations either within the theater, country, or area, or located elsewhere. (JP 1-02)

Logistics Supportability Analysis -- CCMD internal assessment of capabilities and shortfalls of key logistics Joint Capability Areas required to execute and sustain the Combatant Commander's concept of support conducted on all Level 3 plans with TPFDDs. Also called LSA. (CJCSI 3110.03E)

Logistics Synchronization Matrix -- Allows the CCDR and his staff to display many of the known activities of the operation by phases, functional areas and operating systems. It also allows the CCDR to assign responsibility for task accomplishment and identify metrics for future execution monitoring. The joint logistic concept of support is synchronized with the OPLAN. Particular attention is given to linking critical joint logistical tasks and responsibilities to key operational objectives and vice versa. The joint logistician develops his own logistic synchronization matrix (or decision support tool) as part of joint logistic detailed planning, which can assist in identifying logistical requirements matched to force deployment and sustainment actions, operational phasing, scheme of maneuver, and the generation of logistic theater capabilities.(JP 4-0)

Measure of Effectiveness -- A criterion used to assess changes in system behavior, capability, or operational environment that is tied to measuring the attainment of an end state, achievement of an objective, or creation of an effect. (JP 1-02)

Measure of Performance -- A criterion used to assess friendly actions tied to measuring task accomplishment. Also called MOP. (JP 3-0)

Multinational -- Between two or more forces, agencies of two or more nations or coalition partners. See also coalition. (JP 5-0)

Multinational logistics -- Any coordinated logistic activity involving two or more nations supporting a multinational force conducting military operations under the auspices of an alliance or coalition, including those conducted under United Nations mandate. Multinational logistics includes activities involving both logistic units provided by participating nations designated for use by the multinational force commander as well as a variety of multinational logistic support arrangements that may be developed and used by participating forces. See also logistics; multinational. (JP 4-08)

National Military Strategy -- A document approved by the Chairman of the Joint Chiefs of Staff for distributing and applying military power to attain national security strategy and national defense strategy objectives. Also called NMS. (JP 3-0)

Non-CAAF -- Personnel who are not designated as CAAF, such as LN employees and non-LN employees who are permanent residents in the operational area or TCNs not routinely residing with U.S. forces (and TCN expatriates who are permanent residents in the operational area), who perform support functions away from the close proximity of, and do not reside with, U.S. forces. Non-CAAF status does not apply to contractor personnel in support of operations within the boundaries and territories of the United States.

Nongovernmental organization -- A private, self-governing, not-for-profit organization dedicated to alleviating human suffering; and/or promoting education, health care, economic development, environmental protection, human rights, and conflict resolution; and/or encouraging the establishment of democratic institutions and civil society. Also called NGO. (JP 3-08)

Office of U.S. Foreign Disaster Assistance -- A subordinate element of the U.S. Agency for International Development (USAID) responsible for leading and coordinating the U.S. government's response to disasters overseas. OFDA sends regional and technical experts to the affected country to identify and prioritize humanitarian needs. In the wake of a large-scale disaster, OFDA can deploy a Disaster Assistance Response Team (DART) to coordinate and manage an optimal U.S. government response, while working closely with local officials, the international community, and relief agencies. OFDA also maintains stocks of emergency relief supplies in warehouses worldwide and has the logistical and operational capabilities to deliver them quickly.

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 4-10)

Personally identifiable information (PII) -- Any information about an individual maintained by an agency including (1) any information that can be used to distinguish or trace an individual's identity, such as name, social security number, date and place of birth, mother's maiden name, or biometric records; and (2) any other information that is linked or linkable to an individual, such as medical, educational, financial, and employment information. (National Institute of Standards and Technology (NIST) Special Publication 800-122)

Rehearsal of Concept (ROC) Drill -- A rehearsal drill that uses small-scale replicas of terrain or buildings to help visualize an operating area. Allows leaders to not only explain their plans, but also walk through their actions or move replicas across the rehearsal area or sand table. Designed to reinforce the subordinates' back brief since everyone can see the concept of operations and sequence of tasks. Also called ROCK Drill. (Defense Logistics Agency and FM 5-0)

Role Specialist Nation -- A nation that has agreed to assume responsibility for providing a particular class of supply or service for all or part of the multinational force. Also called RSN. See also lead nation. (JP 4-08)

Sequel -- In a campaign, a major operation that follows the current major operation. In a single major operation, a sequel is the next phase. Plans for a sequel are based on the possible outcomes (success, stalemate, or defeat) associated with the current operation. (JP 5-0)

Single Integrated Medical Logistics Manager -- This is assigned as required by a CCDR to a service component command or JTF commander to provide medical logistics support to other services and designated multinational partners. When directed, the Single Integrated Medical Logistics Manager, in coordination with the joint force surgeon, DoD executive agent, and supporting theater lead agent for medical materiel (if designated), will develop a health service logistic support plan and identify additional requirements necessary to provide medical logistics support to all designated customers and effectively extend health service logistic support into the theater in support of forward medical elements. (JP 4-02)

Special Operations -- Operations requiring unique modes of employment, tactical techniques, equipment and training, often conducted in hostile, denied, or politically sensitive environments and characterized by one or more of the following: time sensitive, clandestine, low visibility, conducted with and/or

through indigenous forces requiring regional expertise, and/or a high degree of risk. Also called SO. (JP 3-05)

Special Operations-peculiar -- Equipment, material, supplies, and services required for special operations missions for which there is no Service- common requirement. Also called SO-peculiar. See also special operations. (JP 3-05)

Supportability -- A key component of system availability. It includes design, technical support data and maintenance procedures to facilitate detection, isolation, and timely repair and/or replacement of system anomalies. This includes factors such as diagnostics, prognostics, real-time maintenance data collection, and human systems integration considerations. (JP 4-0)

Supported commander -- 1. The commander having primary responsibility for all aspects of a task assigned by the Joint Strategic Capabilities Plan or other joint operation planning authority. In the context of joint operation planning, this term refers to the commander who prepares operation plans or operation orders in response to requirements of the Chairman of the Joint Chiefs of Staff. 2. In the context of a support command relationship, the commander who receives assistance from another commander's force or capabilities, and who is responsible for ensuring that the supporting commander understands the assistance required. (JP 3-0)

Sustainability -- The ability to maintain the necessary level and duration of operational activity to achieve military objectives. Sustainability is a function of providing for and maintaining those levels of ready forces, materiel, and consumables necessary to support military effort. (JP 1-02)

Sustainment -- The provision of logistics and personnel services necessary to maintain and prolong operations until mission accomplishment. The focus of sustainment in joint operations is to provide the joint force commander with the means to enable freedom of action and endurance and extend operational reach. Effective sustainment determines the depth to which the joint force can conduct decisive operations; allowing the joint force commander to seize, retain and exploit the initiative. (JP 3-0)

Theater Campaign Plan -- A document detailing the execution of the theater strategy. Geographic Combatant Commanders (GCCs) develop a theater strategy focused on achieving specified end states for their theaters. A theater strategy is a broad statement of the commander's long-term vision for the area of responsibility (AOR). It is the bridge between national strategic guidance and the joint operation planning required to achieve national and regional objectives and end states. Specifically, it links Combatant Command (CCMD) activities, operations, and resources to United States Government (USG) policy and strategic guidance. Also called TCP. (JP 5-0)

Theater Lead Agent for Medical Materiel -- An organization or unit designated to serve as a major theater medical distribution node and to provide the customer-facing support interface for medical logistics and supply chain management. Also called TLAMM. (JP 4-02)

Theater Logistics Analysis -- Provides detailed country-by-country analysis of key infrastructure by location or installation (main operating base/forward operating site/cooperative security location, footprint projections, and host nation agreements required to support logistically theater peacetime through contingency operations. Also called TLA. (3110.03E)

Theater Posture Plan -- Describes the [assigned] forces, footprint, and agreements present in a theater, and it proposes a set of posture initiatives and other posture changes, along with corresponding cost data, necessary to support the Department's activities as detailed in each geographic CCMD Theater Campaign Plan, including theater contingency, operational, and supporting plans. Also called TPP. (2010 Guidance for Employment of the Force)

Theater Special Operations Command -- A subordinate unified command established by a Combatant Commander to plan, coordinate, conduct, and J4, support joint special operations. Also called TSOC. See also special operations. (JP 3- 05)

Time-phased Force and Deployment Data -- The Joint Operation Planning and Execution System database portion of an operation plan; it contains time-phased force data, non-unit-related cargo and personnel data, and movement data for the operation plan, including the following: a. in-place units; b. units to be deployed to support the operation plan with a priority indicating the desired sequence for their arrival at the port of debarkation; c. routing of forces to be deployed; d. movement data associated with deploying forces; e. estimates of non-unit-related cargo and personnel movements to be conducted concurrently with the deployment of forces; and estimate of transportation requirements that must be fulfilled by common-user lift resources as well as those requirements that can be fulfilled by assigned or attached transportation resources. Also called TPFDD. (JP 5-0)

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