

UNCLASSIFIED  
INITIAL CAPABILITIES DOCUMENT  
FOR  
*OPERATIONAL CONTRACT SUPPORT (OCS)*

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- 1    1. Concept of Operations Summary. Operational Contract Support (OCS)  
2 delivers battlefield outcomes using contract solutions (contracts and  
3 contractors) to support joint force commanders during contingencies. Achieving  
4 contracted outcomes requires synergy among four functional areas:  
5 institutional/capacity building, OCS program management (PgM)<sup>1</sup>,  
6 requirements definition (RD), and contingency contracting (CC). OCS depends  
7 on strong governance, continuous reporting, coordination, and adequate  
8 oversight. OCS must be managed, maintained, and transitioned before, during,  
9 and after a contingency. The required capabilities to support OCS either do not  
10 exist or are deficient. Requirements contained in federal statute and  
11 operational experience have identified myriad shortfalls. Use of and need for  
12 OCS at the tactical level tends to increase over the duration of a contingency  
13 operation, peaking during phases III (dominate), IV (stabilize), and V (enable  
14 civil authority) of an operation. Further insights into how OCS supports  
15 military missions are captured in the OCS Concept of Operations (CONOPS) at  
16 [http://www.acq.osd.mil/log/PS/cio/OCS\\_CONOPS\\_v8Jun2010.pdf](http://www.acq.osd.mil/log/PS/cio/OCS_CONOPS_v8Jun2010.pdf) and  
17 highlighted in paragraph 2 of this document; the OCS operational view (OV-1)  
18 illustrates the players and activities by echelon (reference appendix A).
- 19        a. Outcomes provided. OCS provides contracted support and augmentation  
20 to force structure in contingency operations that support military  
21 missions at all echelons. Strategically, OCS provides global response and  
22 freedom of action, an agile force structure, access to commercial assets

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<sup>1</sup> Program Management = the process of planning, organizing, staffing, controlling, and leading the OCS efforts to meet the Joint Force Commander's objectives. (per DoDD 3020.49)

23 and specialized skill sets, a non-military force option, and reduced  
24 military ops tempo. It may also provide shorter supply chains, increased  
25 readiness, a deterrent to insurgency, and an increased labor pool.  
26 Operationally, OCS provides support to military forces, stimulates host  
27 nation economic stability, builds partner capacity<sup>2</sup>, improves civil-  
28 military relations, and enhances unity of effort among whole of  
29 government (WoG), host nation, and coalition partners. Tactically, OCS  
30 may provide operational access and battlespace awareness for friendly  
31 forces. It may also deny the enemy freedom of action and battlespace  
32 awareness and help isolate the adversary.

33 b. Effects required. To achieve the above outcomes, OCS must be effective  
34 and efficient. Effectiveness requires that OCS be visible, accountable,  
35 integrated across staff functions, and synchronized among partners.  
36 Efficient OCS must leverage economies of scale, minimize or eliminate  
37 competition among requiring activities, reduce complexity, and lighten  
38 contract support burdens.

39 c. Complement to the Joint Force. OCS facilitates the integration of  
40 contracted support among the Services, WoG, and multinational (MN)  
41 partners in support of contingencies to deliver maximum benefit at  
42 minimal cost. Contingency requirements have expanded to include  
43 numerous complex tasks beyond planned military service-level missions,  
44 capabilities, and training. For example, contracted support provides  
45 more than three-fourths<sup>3</sup> of the joint logistics support required by  
46 current military operations (OIF and OEF<sup>4</sup>). These contracts provide  
47 logistics base support services, including: operating dining facilities,  
48 purification of water, testing and distribution of fuel, sheltering of  
49 soldiers and civilians and disposal of solid and liquid waste and  
50 hazardous materials. Beyond logistics, OCS provides critical functional  
51 support, including linguists and interpreters, report writers, public  
52 affairs, capacity development, and information technology technicians.  
53 Furthermore, OCS delivers battlefield outcomes in response to mission  
54 objectives. It supports the building of partnership capacity to isolate the  
55 adversary and achieve the commander's intent.

56 d. Enabling capabilities. To achieve the vision articulated in the OCS  
57 CONOPS, multiple capabilities beyond OCS must be addressed. DoD must  
58 establish a force mix policy for military (active and reserve), civilian, and

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<sup>2</sup> Capacity = the ability of individuals, institutions, and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner.

<sup>3</sup> Interim findings from the Chairman of the Joint Chiefs of Staff Dependence on Contractor Support in Contingency Operations Task Force report, *Phase II: An Evaluation of the Range and Depth of Service Contract Capabilities in Iraq*, March 30, 2010, Final Draft.

<sup>4</sup> OIF = OPERATION IRAQI FREEDOM; OEF = OPERATION ENDURING FREEDOM.

59 contractor forces. Success also requires a maturity of OCS that includes a  
60 more evolved Universal Joint Task List (UJTL), force development to  
61 include prepackaged contract capabilities (e.g., UTCs<sup>5</sup>), and availability  
62 and responsiveness reporting, as well as institutionalization of OCS in  
63 DoD processes (POM, CD&E, etc.<sup>6</sup>). As part of the Total Force, OCS  
64 considerations must be integrated in and across all functional areas, and  
65 primary and special staff sections from planning (JOPES<sup>7</sup>), through and  
66 during execution (deployment and redeployment via TPFDD<sup>8</sup> to, from, and  
67 within the operational theater), and in governance and reporting processes  
68 (e.g., lessons learned, AARs<sup>9</sup>). Commanders must be educated on the use  
69 of contracted support, and requiring activities must be responsible for  
70 requirements determination and management. Early involvement of  
71 auditing activities should be used to enhance financial stewardship,  
72 ensure compliance with regulations, and mitigate corruption. In addition,  
73 convergence and coherence must be achieved with Joint, DoD, WoG, and  
74 coalition (MN, intergovernmental) partners and potentially non-  
75 governmental organizations. Adopting and implementing a WoG approach  
76 should include the planning for and use of facilities (construction and  
77 their use and management) during contingency operations; reconstruction  
78 support (agriculture, finance, energy, transportation, law enforcement,  
79 etc.); the provision of a civil structure to govern communities in a  
80 contingency environment; and integration with the government-wide  
81 Contingency Contracting Corps (CCC), and Department of State's Civilian  
82 Reserve Corps (CRC) and Response Readiness Corps (RRC).

83 2. Joint Capability Area. Operational Contract Support (JCA 4.5) is defined as  
84 the ability to orchestrate and synchronize the provision of integrated contract  
85 support and management of contractor personnel providing that support to the  
86 joint force in a designated operational area. OCS spans all planning phases (0-  
87 V) across the range of military operations (ROMO). OCS supports joint  
88 operating concepts (JOCs): major combat operations (MCOs); homeland  
89 defense (HD) and civil support (CS); military support to stabilization, security,  
90 transition, and reconstruction (SSTR); irregular warfare (IW); deterrence  
91 operations; and military contribution to cooperative security<sup>10</sup>. OCS can be a  
92 significant enabler during MCOs and SSTR operations. Execution of these  
93 concepts during operations in Iraq and Afghanistan—where contractors  
94 comprise at least half the Total Force—provided a realistic, valuable venue for  
95 assessing the functions, needs, and potential solutions required to effectively

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<sup>5</sup> UTCs = unit type codes.

<sup>6</sup> POM = program objective memorandum; CD&E = concept development and experimentation.

<sup>7</sup> JOPES = Joint Operation Planning and Execution System.

<sup>8</sup> TPFDD = time-phased force deployment data

<sup>9</sup> AARs = after action reports

<sup>10</sup> Reference Section IV. (Strategic Context) of the OCS CONOPS (located at [http://www.acq.osd.mil/log/PS/cio/OCS\\_CONOPS\\_v8Jun2010.pdf](http://www.acq.osd.mil/log/PS/cio/OCS_CONOPS_v8Jun2010.pdf)) for specific relationships to all JOCs.

96 and efficiently conduct OCS. To overcome urgent shortfalls identified during  
97 current operations, the timeframe assumed for the OCS analysis was near-  
98 (2010) to mid-term (2016).

99 3. Required Capability. Review of OCS, as a Department of Defense core  
100 competency, is directed by federal statute.<sup>11</sup> To support this requirement, the  
101 OCS Community of Interest (COI) conducted a capabilities based assessment  
102 (CBA), the outputs of which are included in the text of this document. OCS  
103 supports the *National Security Strategy* (NSS), *National Defense Strategy* (NDS),  
104 *Quadrennial Defense Review* (QDR), *Guidance for Development of the Force*  
105 (GDF), *Capstone Concept for Joint Operations*– (CCJO-) defined categories of  
106 military action—combat, security, engagement, and relief and reconstruction—  
107 and all Unified Command Plan– (UCP-) assigned missions. The functions  
108 required to execute OCS—institutional/capacity building, OCS program  
109 management, contingency contracting, and requirements definition—are  
110 further defined in the OCS CONOPS. During the OCS CBA, a functional  
111 decomposition of OCS was conducted to determine the functions needed to  
112 plan, execute, and manage OCS and better understand the requirements  
113 dictated by federal statute and lessons learned from past operations. The major  
114 OCS functions summarized below are further decomposed at appendix D with  
115 specific tasks:

- 116 a. Institutional/capacity building. At the strategic national level, the DoD  
117 requires processes that generate: 1) a unified OCS strategy across the  
118 DoD and with interagency (IA) and MN partners; 2) sufficient OCS  
119 capacity (trained and experienced contracting and requiring activity  
120 personnel) that is aligned with DoD policy for force mix of military,  
121 civilian, and contractor personnel; and 3) measurable tasks (i.e., UJTLs),  
122 which require readiness reporting to drive force development and capital  
123 investment. The strategic national echelon must monitor, champion and  
124 enable holistic solutions for OCS capabilities, ensure funding is  
125 available, and institutionalize OCS throughout DoD.
- 126 b. OCS program management. PgM facilitates responsive, coordinated  
127 action, thus enabling OCS to meet mission objectives in a timely manner  
128 at all echelons. At the strategic national level, the DoD requires  
129 integration of OCS in training, exercises, across Joint functions, and  
130 with Joint and mission partners. It is also necessary to collect lessons  
131 learned that may drive continuous improvement. At the strategic theater  
132 echelon, the geographic combatant commander (GCC) requires the  
133 capabilities to plan, organize, staff, monitor, control, and lead OCS  
134 effectively and efficiently across the theater.

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<sup>11</sup> *National Defense Authorization Act (NDAA) Fiscal Year (FY) 2008*, Sections 941 and 942.

135 c. Requirements definition. Requiring activities must manage requirements,  
136 oversee contractors, and integrate OCS into their operations. RD requires  
137 the development, coordination, approval, and prioritization of contract  
138 requirements. Operational ownership of requirements from generation to  
139 contract close out, including monitoring contractor performance and  
140 providing contractor support, ensures contract solutions achieve the  
141 intended operational outcomes.

142 d. Contingency contracting. Operationally and tactically, contingency forces  
143 require contracting capabilities that deliver integrated contracted  
144 support—among system, external, and theater support contracting  
145 organizations—to satisfy the needs of commanders in coordination with  
146 Service, IA and MN partner contract providers. This function manages,  
147 tracks, monitors, oversees, and closes contingency contracts.

148 e. Governance and reporting. At each echelon, governance provides  
149 guidance, policy, reporting requirements (measures), oversight, and  
150 resources to facilitate execution at lower levels. Conversely, reporting  
151 begins when the lower echelons execute, provide metrics, identify lessons  
152 and issues, and generate reports (e.g., after action reports, SITREPS) that  
153 are sent back up the chain. The flow of information between echelons  
154 enables visibility and accountability, elicits command and control, and  
155 promotes issue resolution and process improvement.

156 OCS-required functions (a–e above) comply with public law (e.g., NDAAs, U.S.  
157 Code), leverage PgM best practices, and address lessons learned from current  
158 operations. Current policy (DoDD 3020.49, signed out by the Deputy Secretary  
159 of Defense) provides guidance from OSD on federal statute (e.g., NDAA FY  
160 2007, Section 854). Strategic guidance and doctrine (e.g., NDS, QDR, GDF,  
161 CCJO) recognizes the importance of contractors as a component of the Total  
162 Force. It is essential to integrate OCS capabilities in DoD, among the Services,  
163 across the federal government, and with our international partners. Integration  
164 will facilitate unity of effort, preclude excessive spending, and simplify the use  
165 of contract solutions in supporting the mission and all partners. The prioritized  
166 capability attributes for OCS are defined at appendix E.

#### 167 4. Capability Gaps and Overlaps or Redundancies

168 a. OCS capability gaps affect other functions (beyond logistics) and JCAs to  
169 varying degrees (e.g., the vast majority of interpreters) in current  
170 operations. These gaps also will negatively impact future operations that  
171 require contracted support. The latter impacts all staff functions  
172 (Personnel, Intelligence, Operations, etc.) and spans other JCAs (e.g.,  
173 building partnerships, force support). OCS tasks and shortfalls were  
174 identified from law, strategic guidance, policy, doctrine, reports, and  
175 lessons learned from operations and exercises. During the OCS CBA, the

176 COI identified the following prioritized tasks, which must be completed to  
177 support the OCS functions (identified in the previous section) and which  
178 require the most urgent attention:

179 1. *Integrate OCS into Operations.* OCS must be integrated in mission  
180 planning, deployment, execution, and command decisions. OCS  
181 delivers strategic, operational, and tactical outcomes that, when  
182 responsive to contingency battle rhythms, provide commanders  
183 flexible options to include non-military force capabilities to achieve  
184 battlefield outcomes.

185 2. *Institutionalize OCS.* OCS must be integrated into DoD processes and  
186 staff functions. OCS UJTLs should drive reporting, force development,  
187 and resourcing for this core DoD capability. Readiness reporting for  
188 OCS capabilities will improve understanding and application of this  
189 capability in training and contingency operations.

190 3. *Staff for OCS.* Developing and maintaining OCS capabilities at the  
191 strategic level includes recruiting and retaining personnel (e.g.,  
192 contracting officers, OCS planners, requirements developers, CORs) to  
193 perform the functional roles of OCS to include all tasks for  
194 institutional/capacity building, PgM, RD, and CC. These personnel  
195 must then be trained to proficiency (individually and collectively),  
196 developed and deployed to support operations. The demand signal is  
197 driven by strategic planning but refined by operational requirements.

198 4. *Plan for OCS.* OCS planning continues to evolve, but is currently a  
199 task pursued by a coalition of the willing; it is not programmed,  
200 resourced, or integrated sufficiently as the core capability it is. OCS  
201 must be integrated across staff functions for pre-contingency and  
202 adaptive planning in OPLANs, CONPLANs, OPORDs, FRAGOs, etc.  
203 OCS planning requires consideration of roles and coordination  
204 between the Services' and partner contracting organizations,  
205 deployment and in-theater contractor support (i.e., GFS<sup>12</sup>), contract  
206 oversight, entrance/exit processing and procedures, and reporting.

207 5. *Monitor OCS.* Personnel, processes, and tools should provide  
208 battlespace awareness of OCS solutions (i.e., contracts) as well as  
209 capacity for generating solutions (rules, tools, and processes). Efforts  
210 to monitor OCS should also satisfy legal and regulatory requirements  
211 associated with visibility and accountability of contracted solutions.

212 6. *Lead OCS.* Leading OCS involves designation of a functional lead to  
213 foster collaboration among various organizations (internal and  
214 external to the theater and DoD). This task requires definition of a

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<sup>12</sup> GFS = government-furnished support.

215 theater acquisition strategy that includes OCS objectives in support of  
216 mission requirements and performance measures to guide future  
217 decisions. OCS leadership must assess and advise the GCC on risk,  
218 opportunity, resources, communication, transition, improvement, and  
219 issues among multiple joint operations areas (JOAs).

220 7. *Integrate common contract support.* Integrating common contract  
221 support requires awareness of OCS capabilities, limitations, and  
222 restrictions among partner organizations to preclude competition  
223 between requiring activities, leverage economies of scale, minimize  
224 redundancy, and improve effectiveness. This task capitalizes on best-  
225 of-breed solutions and promotes unity of effort among partners.

226 8. *Conduct contingency contract administration services (CCAS).*  
227 Requiring activities and contracting offices must be involved in the  
228 conduct of CCAS. Requiring activities must ensure sufficient assigned  
229 and trained personnel (e.g., CORs, QARs, PAs, SMEs) are available to  
230 oversee the compliance of contractors in accordance with contract  
231 requirements and provide reporting. Under certain circumstances,  
232 this may include establishment of a theater-wide contract  
233 administration (TWCA) process to ensure: implementation of optimal  
234 CCAS solutions at the contract level, formally define the roles of key  
235 TWCA CCAS players and standardize reporting and oversight.

236 9. *Develop requirements package.* Development and coordination of  
237 requirements packages remains a non-standard, manual practice that  
238 is not well defined, understood, or implemented. Lack of proficiency  
239 causes delays and errors in generating contracted support to meet  
240 operational requirements. Requiring activities must maintain  
241 proficiency in generating acquisition-ready packages. Ad hoc  
242 requirements must be rapidly coordinated to enable integration of  
243 common contract solutions and delivery in a timely manner.

244 10. *Manage contractors.* Management of contractor personnel and  
245 equipment is a major task that requires significant coordination  
246 among multiple staffs and organizations. A key challenge is lack of a  
247 single primary or special staff officer responsible to lead contractor  
248 management planning and integration. Such responsibilities cross all  
249 primary and special staff functional lanes. Contractor management  
250 subtasks include verifying clearances, coordinating deployments,  
251 maintaining contractor accountability, establishing base access and  
252 security controls (currently not standardized across geographic  
253 locations), providing force protection, coordinating movement control,  
254 providing government-furnished support (GFS), establishing  
255 standards and procedures that ensure contractor discipline, defining  
256 rules for the use of force (RUF), investigating incidents involving

257 contractors, disciplining contractors, and controlling government-  
258 furnished equipment (GFE) and contractor-acquired, government-  
259 owned (CAGO) material.

260 During the OCS CBA, the above tasks were all assessed and found to be  
261 deficient. Either the ability to perform these tasks did not exist, existing  
262 performance levels lacked proficiency (i.e., cannot accomplish the  
263 mission to the level expected), capabilities were insufficient (force  
264 shortages or other commitments), or performance or completion required  
265 policy changes. Table 1 characterizes these shortfalls. Additional tasks  
266 and subtasks were identified; however, they were not prioritized as  
267 urgent and thus excluded from this report.

268 b. Based on the OCS functions (i.e., institutional/capacity building, OCS  
269 PgM, RD, CC) and the ten tasks listed above, the COI identified ten  
270 critical capability gaps during the OCS CBA. These 10 shortfalls (below)  
271 and each number relates to the corresponding task above in section 4.a.  
272 Current initiatives by the Services and combatant commands (COCOMs)  
273 to satisfy some of these gaps could result in additional redundancies if  
274 joint solutions are not adopted to satisfy the universal shortfalls.  
275 Developing standard solutions will accelerate U.S. response to  
276 contingencies and preclude development of ad hoc capabilities.

277 1. The DoD and Joint Force (JF) lack sufficient ability to leverage the full  
278 potential of OCS because of insufficient awareness and appreciation  
279 for the significance and complexity of OCS.

280 2. The DoD and JF lack the ability to fully integrate OCS into capability  
281 and task planning, operational assessments, force development,  
282 training, readiness reporting, lessons learned, and continuous  
283 process improvement.

284 3. The DoD lacks a human capital strategy—recruit, train, track, and  
285 retain—for all OCS functions, which encumbers deployment and  
286 staffing for the JF and complicates execution of OCS and compliance  
287 with legislation and regulation.

288 4. The JF lacks the ability (personnel, rules, tools, or processes) to  
289 integrate OCS into theater plans across all phases (including IV and  
290 V), all directorates (J-staff functions), and with our partners (IA, MN).

291 5. The JF lacks sufficient ability to visualize, track, and monitor the  
292 types, location, and status of OCS capabilities in theater.

293 6. The JF lacks sufficient leadership oversight and awareness to address  
294 risk, opportunities, resources, communications, transitions,  
295 improvements, and inter-contingency issues associated with OCS.



- 296 7. The JF lacks the ability to identify existing contract vehicles and  
 297 capabilities by region and direct integration of common contract  
 298 support.
- 299 8. The JF lacks sufficient capacity to effectively administer, oversee, and  
 300 close contracts to ensure contractor performance is properly tracked  
 301 and desired outcomes are achieved.
- 302 9. The JF lacks a common capability to simply, rapidly, and accurately  
 303 generate and coordinate acquisition-ready requirements packages.
- 304 10. The JF lacks a common means to identify contractors and control  
 305 base/post access across all geographic locations.
- 306 c. The OCS attributes were (reference Appendix E) mapped to the required  
 307 capabilities defined in Table 1. The attributes are listed for each  
 308 capability, from most significant to least significant.
- 309 d. The capabilities with gaps identified in Table 1 are listed in descending  
 310 order from highest to lowest recommended priority. This prioritization is  
 311 based on input from subject matter experts during the OCS CBA which  
 312 considers impact to operations and prioritizes capabilities that address  
 313 multiple tasks.
- 314 e. Table 1 summarizes the urgent required capabilities identified during the  
 315 OCS CBA and their relevant attributes. They are ranked by priority.

316 Table 1. Capability Gap Table

Priority	Tier 1 & 2 JCA	Description	Measure	Metric
1	Logistics, OCS	Provide OCS strategic communication and evolve strategy to leverage OCS		
		1) Responsiveness	Are OCS capabilities defined in a roadmap that supports the full range of contingency operations?	Y/N
		2) Attainability	Is OCS integrated in strategic guidance?	Y/N
		3) Flexibility	Is OCS doctrine/policy aligned with Joint, Interagency, Intergovernmental, and Multinational (JIIM) partners?	Y/N
		5) Sustainability	Is OCS represented at the appropriate level (e.g. GO/Flag oversight in a theater of operations)?	Y/N
2	Logistics, OCS	Institutionalize OCS in DoD processes		
		1) Responsiveness	Percent of OCS tasks defined in UJTLs.	95%
		2) Attainability	Is OCS integrated in the PPBE process?	Y/N
		5) Sustainability	Is OCS integrated into the training and lessons learned processes?	Y/N
		6) Simplicity	Is OCS integrated into the contingency acquisition process?	Y/N
3	Logistics, OCS	Recruit, train, track, retain, and staff OCS functions		
		1) Responsiveness	Are all OCS functions defined in a human capital strategy?	Y/N
		2) Attainability	Percent of OCS authorizations manned with trained personnel.	80%
		5) Sustainability	Are sufficient OCS positions established to ensure expertise is maintained?	Y/N
		6) Simplicity	Are special experience/skill identifiers used to track personnel expertise?	Y/N

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Table 1. Capability Gap Table (cont)

Priority	Tier 1 & 2 JCA	Description	Measure	Metric
4	Logistics, OCS	Integrate OCS in staffs and planning		
		1) Responsiveness	Is OCS sufficiently defined and included in the deliberate and adaptive planning processes?	Y/N
		2) Attainability	Are OCS positions appropriately identified to ensure expertise in staffs?	Y/N
		7) Economy	Does OCS planning and coordination preclude competition for common support?	Y/N
		6) Simplicity	Are common/interoperable OCS tools also used ISO JIIM requirements?	Y/N
5	Logistics, OCS	Monitor OCS availability and responsiveness, and integrate OCS into the Cdr's decision processes		
		1) Responsiveness	Are OCS processes supportive of the operational battle rhythm decision processes?	Y/N
		2) Attainability	Are OCS solutions easily tracked by location and status?	Y/N
		3) Flexibility	Are OCS processes and solutions responsive to operational needs?	Y/N
		6) Simplicity	Can OCS be integrated within the operational COP?	Y/N
6	Logistics, OCS	Develop OCS theater strategy and manage OCS risk, opportunity, resources, communications, transitions, improvements		
		1) Responsiveness	Is there an OCS strategy developed at the theater level?	Y/N
		4) Survivability	Are OCS risks identified at the theater level?	Y/N
		2) Attainability	Is access to OCS sufficiently considered at the theater level?	Y/N
		3) Flexibility	Is there an OCS transition and improvement strategy considered at the theater level?	Y/N
7	Logistics, OCS	Identify existing contract solutions by region and direct integration of common contract support		
		1) Responsiveness	Are JIIM contract solutions integrated into a database and searchable by region?	Y/N
		7) Economy	Are previous contract solution details (type, price, performance, etc) readily available?	Y/N
		6) Simplicity	Are existing contract solutions easily leveraged to meet ad hoc requirements?	Y/N
		2) Attainability	Is JIIM OCS C2 established to optimize access to contract solutions between external, system, and theater support providers?	Y/N
8	Logistics, OCS	Effectively administer, oversee, and close contracts and ensure desired outcomes are achieved		
		2) Attainability	Are sufficient personnel available to administer, oversee, and close contracted support?	Y/N
		1) Responsiveness	Are personnel trained to administer, oversee, and close contracted support?	Y/N
		3) Flexibility	Does OCS oversight ensure desired outcomes are achieved?	Y/N
		7) Economy	Are JIIM oversight capabilities and OCS processes sufficiently coordinated to minimize duplicity of OCS capabilities?	Y/N
9	Logistics, OCS	Rapidly generate and coordinate acquisition-ready requirements packages		
		1) Responsiveness	Are standardized requirements packages available (including statements of work, independent government cost estimates, COR nominations, funding sources, etc)?	Y/N
		6) Simplicity	Are OCS tools available to aid in generating requirements packages?	Y/N
		3) Flexibility	Are general requirements packages easily modified to be theater (contingency) specific and easily coordinated between requiring activities, commanders, contracting offices, etc?	Y/N
		8) Accountability	Do requirements identify OCS requirements (# of contractors and available GFS, military forces support like CCOs/CORs/SMEs)?	Y/N
10	Logistics, OCS	Standardize identification of contractors and control of base/post access across all geographic locations		
		3) Flexibility	Can contractors provide support across multiple locations via a single identification and authentication solution?	Y/N
		1) Responsiveness	Is contractor access to base/post controlled and standardized within/among AORs?	Y/N
		6) Simplicity	Are contractor access controls updatable for all locations and can contractors easily comply with the requirements?	Y/N

- 320  
321 5. Threat and Operational Environment. Although not a typical weapon  
322 system, OCS is conducted during contingencies in the operational space and  
323 does have traditional as well as unique threats associated with it.
- 324 a. Operational environment. OCS links Business and Warfighting domains  
325 that support missions at all echelons (strategic national to tactical). OCS  
326 planning, execution, and transition occur in and through all phases (O–V)  
327 of an operation. It is also executed across the range of military operations  
328 and threats (permissive and non-permissive environments) around the  
329 world. Today, contracts support current operations and contractors work  
330 in the JOA to provide critical services. OCS must support dynamic,  
331 uncertain, complex (urban), dispersed (deployed and in-garrison), and  
332 continuous operations today and into the future.
- 333 b. Joint operational environments. The Military Services and Agencies  
334 provide contracted support to their own forces until the GCC determines  
335 a joint solution is required (e.g., when a JTF is necessary, an IPC<sup>13</sup> is  
336 established). Military Departments must be capable of providing Joint  
337 OCS solutions (e.g., Lead Service, JTCC<sup>14</sup>) and integrating theater,  
338 system, and external support contracts as well as work with WoG, MN,  
339 and coalition partners to optimize and transition the use of OCS.
- 340 c. Employment. As a component of the Total Force, contractor personnel  
341 often require force protection, movement control, and other GFS (e.g.,  
342 billeting, messing, and medical). These requirements may be outsourced  
343 (i.e., included in the contract cost as part of the contractor-provided  
344 support) or provided by the government. Synchronization among  
345 requiring activities, contracting offices, theater personnel, and  
346 contractors requires significant coordination and information sharing.  
347 OCS can be used as a means (via private security contractors) to guard  
348 against threats, but it also introduces some unique threats.
- 349 d. Threat. The extensive coordination involved in OCS relies on the net-  
350 centric capabilities of the Global Information Grid (GIG), which is a  
351 potential target for adversary information operations attacks (as identified  
352 in the Defense Intelligence Agency’s Information Operations Capstone  
353 Threat Assessment). While not a direct threat to the OCS systems, threats  
354 to the communications infrastructure used by the GIG may impact the  
355 ability of OCS systems to meet their mission requirements. OCS solutions  
356 will address degraded environment or attacks IAW CJCSI 6212.01  
357 requirements. Information operations (IO) threats include physical  
358 attacks on OCS systems. While unlikely, radio frequency weapons could

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<sup>13</sup> IPC = integration planning cell.

<sup>14</sup> JTCC = joint theater contracting command/center.

359 be used to disrupt or damage OCS systems' electronics, if an adversary is  
360 able to get the radio frequency weapon close enough to the targeted  
361 electronics. Failure to integrate contracted support may escalate the cost  
362 of OCS to levels that are unsupportable, precluding OCS from being a  
363 viable option. Because contractors operate in the battlespace, they are  
364 susceptible to traditional lethal threats (e.g., CBRNE<sup>15</sup>). OCS solutions will  
365 address CBRN requirements IAW DoDI 3150.09. Another significant and  
366 unique threat inherent with OCS stems from threats to the supply chain.  
367 Because OCS acquires civilian products, processes, and services to  
368 support military forces and achieve outcomes, it is susceptible to  
369 adversary influence. Substandard products (whether delivered through  
370 calculated adversarial intent or negligent commercial practice) pose a  
371 threat to the Joint Force. Vigilance of contractor suitability likewise must  
372 preclude the employment of non-sympathetic civilians and inappropriate  
373 access to personnel, facilities, and information. Access to information  
374 systems creates susceptibility to the insider threat, where a person with  
375 legitimate access to the system works (either intentionally or  
376 unintentionally) on behalf of the adversary. This inside access may provide  
377 them the ability to manipulate, disrupt, destroy, or exploit the data that  
378 resides on OCS systems. Also, computer network attack (CNA) by state  
379 and non-state actors may be conducted against OCS systems from  
380 anywhere in the world, during peacetime or wartime. Computer network  
381 exploitation (CNE) may be used to gather valuable intelligence from OCS  
382 systems. CNE will often be used to establish a presence on the targeted  
383 network and to facilitate CNA. Background investigations, biometric tools,  
384 and access controls must be implemented effectively to mitigate this risk.

385 6. Ideas for Non-Materiel Approaches (DOTMLPF Analysis). During the CBA, the  
386 OCS community of interest (COI) identified policy, doctrine, organization,  
387 training, leadership and education, and personnel solutions that could partially  
388 overcome the identified OCS deficiencies. Facilities were considered and none  
389 were noted as OCS shortfalls. Integrated product teams (IPTs) manned by OCS  
390 COI organizations should be established to address the non-materiel approaches  
391 summarized below.

392 a. Policy and doctrine. The alignment and expansion of policy (DoDDs,  
393 DoDIs, DFARS, CJCSIs, CJCSMs<sup>16</sup>) and doctrine (JPs, TTPs, handbooks,  
394 guides<sup>17</sup>), expansion and revision of UJTls<sup>18</sup> to establish measures and  
395 standards that dictate reporting requirements for all OCS functions and  
396 communities, and development of agreements and common policy and

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<sup>15</sup> CBRNE = chemical, biological, radiological, nuclear, and high yield explosives

<sup>16</sup> DoDD = Department of Defense Directive; DoDI = Department of Defense Instruction;  
DFARS = Defense Federal Acquisition Regulation Supplement; CJCSIs = CJCS instructions;  
CJCSMs = CJCS manuals

<sup>17</sup> JPs = joint publications; TTPs = tactics, techniques, and procedures.

<sup>18</sup> Current UJTls and associated metrics are inadequate and should be updated.

397 doctrine for organizations external to the DoD are required to overcome  
398 shortfalls in policy and doctrine related to OCS and achieve  
399 accountability. Specific issues and topics to be addressed in policy and  
400 doctrine revisions are identified at appendix F.

401 b. Organization and personnel. Organizational solutions for implementing  
402 OCS functions and development of contract packages, establishment and  
403 tracking of personnel solutions related to OCS, definition of personnel  
404 skills and qualifications, authorization and allocation of personnel, and  
405 OCS integration with IA and MN partner organizations and personnel are  
406 required to overcome capacity, coordination, and capability shortfalls  
407 associated with OCS. Organizational and personnel solutions that  
408 require resourcing, manning, and policy decisions are identified at  
409 appendix G.

410 c. Training, leadership and education. Certification and training levels and  
411 sources for OCS functions, tracking mechanisms for ensuring personnel  
412 are ready to perform OCS-related activities, integration of OCS into  
413 individual training and leader education venues (e.g., PME<sup>19</sup>, advisors,  
414 tools/system, occupational specialties), integration of OCS in collective  
415 training venues (e.g., unit pre-deployment/readiness, Service, COCOM,  
416 WoG, and MN exercises or experiments), and the review and incorporation  
417 of lessons learned from the Joint Force or Service (JDG, JLLIS, CALL<sup>20</sup>),  
418 WoG (CfCO<sup>21</sup>), and MN (JALLC, ABCA<sup>22</sup>) databases/sources are required  
419 to overcome existing shortfalls in training and leader education. Training  
420 and leader education audiences and issues are identified at appendix H.

421 7. Final Recommendations. Non-materiel approaches were identified to  
422 address the following specific shortfalls: policy and doctrine; organization and  
423 personnel; and training, leadership, and education. Resourced IPTs reporting  
424 to the OCS Functional Capabilities Integration Board (FCIB) will be required to  
425 both develop DOTMLPF change recommendations (DCRs) and implement the  
426 following solutions to those shortfalls.

427 a. Policy and doctrine. Update and align policy, doctrine, JCA definitions,  
428 corresponding UJTls, and agreements (MOA/MOUs) to address  
429 shortfalls and discrepancies, address evolving areas of OCS, and promote  
430 convergence and coherence with WoG and MN partners.

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<sup>19</sup> PME = Professional Military Education

<sup>20</sup> JDG = Joint Doctrine Group; JLLIS = Joint Lessons Learned Information System; CALL = Center for Army Lessons Learned.

<sup>21</sup> CfCO = Center for Complex Operations.

<sup>22</sup> JALLC = Joint Analysis and Lessons Learned Centre; ABCA = American, British, Canadian, and Australian Armies' Program.

431 b. Organization and personnel. Establish a human capital strategy that  
432 incorporates all functions of OCS, validate the responsibilities and  
433 alignment of organizations to ensure sufficient capacity and capability to  
434 conduct the OCS mission; and develop contract package capabilities.

435 c. Training, leadership, and education. Develop training and information  
436 sharing roadmaps to include roles and responsibilities of OSD, J-staff  
437 and Service organizations. Based on these FCIB approved road maps  
438 update training venues to incorporate OCS for all OCS functions in both  
439 acquisition and non-acquisition training, leadership, and education; and  
440 integrate OCS into DoD, WoG, and MN exercises and experiments.

441 In addition to the above non-materiel approaches, required materiel  
442 approaches were also identified. Materiel approaches involve the development  
443 or evolution of information systems. Any OCS system developed will comply  
444 with DoD, national and international spectrum management policies and will  
445 consider electromagnetic compatibility (EMC)<sup>23</sup> and information assurance  
446 (IA)<sup>24</sup> requirements. A strategic roadmap should be developed to identify the  
447 OCS capabilities (including existing and future systems) as well as an all view  
448 (AV-1) developed and register in the DoD architecture repository system  
449 (DARS). New materiel approaches recommended to resolve the gaps are  
450 summarized below, with greater definition identified at appendix I:

451 d. OCS common operational picture (OCOP) capability—information system.  
452 An OCOP solution is required both to facilitate timely visibility and  
453 accountability of OCS capabilities and inform command decisions.

454 e. Business intelligence and market research (BI/MR) capability—  
455 information system. A BI/MR solution is required to facilitate planning  
456 and sourcing of OCS solutions in a timely manner to meet operational  
457 requirements and drive force development where capabilities are  
458 insufficient.

459 f. Economic analysis (EA) capability—information system. An EA solution  
460 is required to aid in the development of a theater acquisition  
461 strategy/plan and to determine the viability and benefit of using OCS to  
462 meet operational requirements.

463 g. Requirements definition generation capability—information system. An  
464 RD-generation solution is required to plan and create standard  
465 requirements packages, accelerate staffing and approval, improve  
466 integration, reduce the cost of contracted support, and improve  
467 accountability and ownership of requirements by requiring activities.

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<sup>23</sup> CJCSI 6212.01E

<sup>24</sup> DoD 8500.2, DoD 8510.01

468 h. Standard biometric access (BA) capability—evolutionary development of  
469 existing capability. A standard BA solution is required to facilitate timely  
470 delivery of support to dispersed locations across the battlefield, improve  
471 accountability and visibility of contractors, and enhance force protection  
472 in accordance with law and DoD policy.

473 Appendices

474 Appendix A. OCS Operational View (OV-1)

475 Appendix B. References

476 Appendix C. Acronym List

477 Appendix D. OCS Functional Task Decomposition

478 Appendix E. Attributes

479 Appendix F. Policy and Doctrine

480 Appendix G. Organization and Personnel

481 Appendix H. Training, Leadership and Education

482 Appendix I. Materiel

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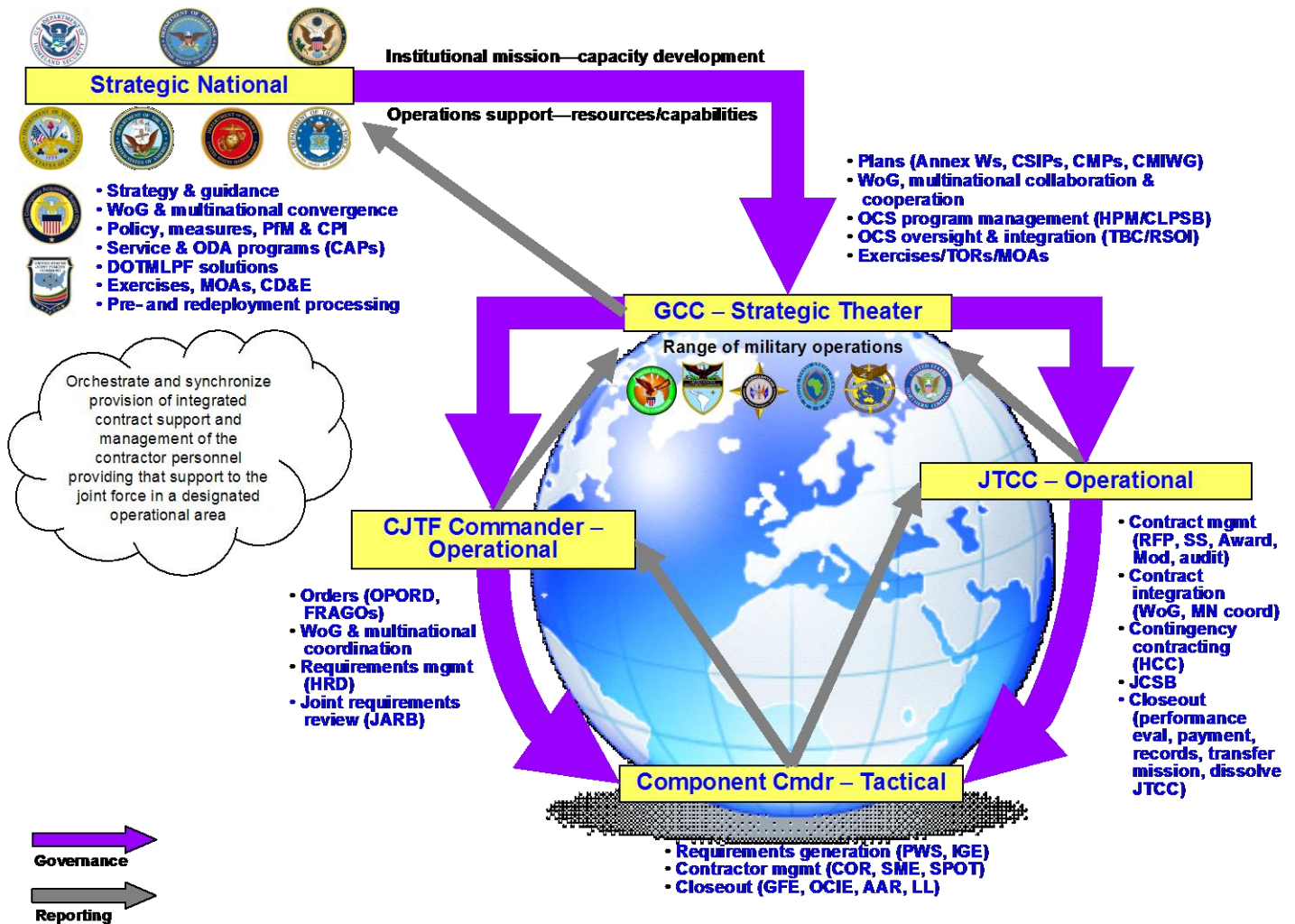
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# Appendix A OCS Operational View (OV-1)

487 Below is the OCS operational view (OV-1) as defined in the OCS CONOPS  
488 ([http://www.acq.osd.mil/log/PS/cio/OCS\\_CONOPS\\_v8Jun2010.pdf](http://www.acq.osd.mil/log/PS/cio/OCS_CONOPS_v8Jun2010.pdf)).

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Figure A-1: OCS OV-1.



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Operational Contract Support (OCS) provides the Joint Force Commander options to achieve operational outcomes and support to forces. It operates at varying degrees across all echelons of DoD—from strategic to tactical—and across the range of military operations in the six planning phases (0-V). The



499 impact of OCS by echelon and phase is directly dependent on the U.S.  
500 government’s strategic, operational, and tactical engagement objectives. The  
501 obvious dynamics require that DoD’s OCS concept fully embrace a Whole of  
502 Government (WoG), responsive, and flexible approach to its role in the  
503 national and military strategy.

504 OCS involves participation of many players—other government agencies  
505 (OGAs), Office of the Secretary of Defense (OSD), Military Departments  
506 (MilDeps), functional combatant commands (FCCs), Joint Contingency  
507 Acquisition Support Office (JCASO), geographic combatant commands  
508 (GCCs), Coalition/combined Joint Task Forces (CJTFs), service components,  
509 combat support agencies (CSAs), Joint Theater Contracting  
510 Commands/Centers (JTCC), Joint Staff, and non-DoD partners. Each actor  
511 (identified in the figure above) has provider and customer roles at four  
512 echelons—strategic national, strategic theater, operational and tactical.  
513 Governance (e.g., guidance, policy, process, measures) begins with building  
514 OCS capacity as an institutional mission at the highest level and ends at the  
515 tactical level with government personnel overseeing contractors during an  
516 operation, with benefits being realized across all echelons. At each echelon  
517 below national, commanders provide reporting (e.g., issues, requirements,  
518 lessons learned, metrics) to improve visibility and awareness to upper  
519 echelons, thus enabling continual process improvement.

520 At the *strategic national* level, the participants are OSD, its counterparts at  
521 the Departments of Homeland Security (DHS) and State (DoS), the Joint  
522 Staff, MilDeps, CSAs, and Joint Forces Command (JFCOM). Senior  
523 policymakers in DHS, DoD, and DoS determine how the national security  
524 sector will use OCS, and they define the interagency and interdepartmental  
525 processes to ensure a WOG approach. OSD aligns strategy, policy, and  
526 investment for OCS within DoD and with mission partners via the OCS  
527 community of interest (COI) and its governing body, the OCS Functional  
528 Capabilities Integration Board (FCIB). The principal for OCS portfolio  
529 investment and policy is the Assistant Deputy Under Secretary of Defense  
530 for Program Support (ADUSD[PS]), advised and assisted by the Chairman of  
531 the Joint Chiefs of Staff; however, many other OSD offices also participate,  
532 including the Defense Acquisition University, which provides formal training  
533 and certification on contingency contracting and contingency program  
534 management. Each MilDep (Air Force, Army, and Navy) participates in this  
535 process by giving a senior commissioned officer or civilian member of the  
536 senior executive service the responsibility for administering OCS policy.

537 MilDeps and ODAs ensure sufficient capabilities to enable OCS in support  
538 of contingency operations through DOTMLPF programs and by maintaining  
539 contracts, such as logistics civil augmentation program (LOGCAP), Navy  
540 husbanding contracts, Defense Logistics Agency (DLA) Prime Vendor, etc, to  
541 support current and future requirements. The MilDeps and ODAs ensure

542 uniformed and civil service personnel are collectively and individually  
543 trained and equipped to use contracted support in contingencies.

544 The JCASO applies program management principles to OCS to ensure it is  
545 institutionalized and operationalized within DoD, and synchronized and  
546 coordinated with mission partners. JFCOM ensures joint, interagency, and  
547 multinational exercises and experiments stress OCS policies and practices  
548 and capture best practices and insights. If JCASO is required to support a  
549 CCDR, JCASO will be under the operational control of the CCDR.

550 CCDRs at the *strategic theater* level orchestrate, integrate, and synchronize  
551 the preparation and execution of acquisitions during contingency operations  
552 within their AOR. Their staffs (including the embedded JOCSPs from  
553 JCASO) are key to integrating and synchronizing OCS in formal plans (e.g.,  
554 OPLANS, CONPLANS), addressing interagency and multinational OCS  
555 considerations, and arranging for exercise participation.

556 The head of program management (HPM), in coordination with the head of  
557 contingency contracting (HCC), establishes policy (e.g., theater business  
558 clearance) to integrate system and external support contracts into JOAs.  
559 External and system support contracts may involve U.S. or third-country  
560 businesses and vendors. These contracts are usually prearranged, but they  
561 may be awarded or modified during the mission based on the commanders'  
562 needs. Examples include the Army LOGCAP, the Air Force civil  
563 augmentation program (AFCAP), the Navy global contingency construction  
564 contract (GCCC) and global contingency services contract (GCSC), the U.S.  
565 Army Corps of Engineers (USACE), the Naval Facilities Engineering  
566 Command (NAVFAC), the Air Force Center for Engineering and the  
567 Environment, and CSA contracts, as well as partner contracts from other  
568 nations or the North Atlantic Treaty Organization (NATO) Maintenance and  
569 Supply Agency (NAMSA). The CCDR may request a JCASO forward team  
570 deploy to lead program management. Generally, this option would be used  
571 in conjunction with a lead service, or it would facilitate the establishment of  
572 a JTCC as the HCC.

573 At the *operational* level, a CJTF commander must establish a requirements  
574 definition and coordination process during combat operations, post-conflict  
575 operations, and contingency operations to ensure requirements are defined  
576 in a way that effectively implements WoG and DoD objectives, policies, and  
577 decisions regarding the allocation of resources, coordination of inter-agency  
578 efforts in the theater of operations, and alignment of requirements with the  
579 proper use of funds. The CJTF commander serves as head of requirements  
580 definition (HRD) and coordination during combat operations, post-conflict  
581 operations, and contingency operations. As the HRD, the CJTF commander  
582 oversees the requirements management functions across staff functions and  
583 down through the tactical level. The HRD establishes and leads a  
584 requirements review board (e.g., JARB) that involves all organizations  
585 concerned to assist in this responsibility.

586 In support of operational requirements, the HCC generates and executes  
587 contract solutions. The HCC (who is designated by the GCC, as defined  
588 above) may manifest in different forms. If the HCC is a JTCC that supports  
589 multiple CJTFs, it may oversee multiple SCOs (with augmentation) to  
590 support each CJTF. In the absence of a JTCC, a military service component,  
591 such as the Army's CSB (reinforced), may serve in this role. To facilitate  
592 coordination with joint, interagency, and partner contracting organizations,  
593 the HCC may establish a Joint Contracting Support Board (JCSB).

594 OCS at the *tactical* level requires accountability from initiation through close  
595 out of contracts. To achieve this, requiring activities must identify qualified,  
596 trained contracting officer's representatives (CORs) to act as the "eyes and  
597 ears" of the contracting officer in monitoring and reporting on the execution  
598 of the contract. Commanders perform requirements management to  
599 determine whether contract solutions deliver operational outcomes. They  
600 generate requirements, support (in coordination with contracting officers)  
601 performance of contingency contract administration services (e.g., CCAS),  
602 and oversee deployed operational forces (e.g., CORs). CORs perform  
603 contractor oversight IAW duties assigned by the contracting officer to ensure  
604 contractor services comply with the contract. CORs monitor contractor  
605 performance and ensure reporting to provide awareness and visibility to  
606 higher echelon staff and contracting officers.

607 The contracting officer performs contract management in support of the  
608 HCC (not the HRD) and retains authority to direct or approve changes to the  
609 contract deliverable terms, terminate the contract, or impose administrative  
610 actions against the contractor. The HCC may establish regional contracting  
611 centers (RCCs) to provide contract management for designated portions of a  
612 combined or joint operations area (CJOA) or CCDR theater.

613 Within the DoD, CCAS is the responsibility of the military services in  
614 accordance with their "train, organize, and equip" mission; however, if  
615 requested by the CCDR, the Defense Contract Management Agency (DCMA)  
616 may support CCAS requirements. If the requiring activity is external to the  
617 DoD, that organization provides the COR, in conjunction with established  
618 TORs and MOUs between the partners. In some cases, subject matter  
619 experts, such as certified electricians, field ordering officers (FOOs), and  
620 others with unique skills, qualifications, or certifications, may not be  
621 available within the requiring activity. The HCC should not award contracts  
622 without these technically qualified individuals in place.

623 In summary, OCS provides operational outcomes and forces support. It can  
624 impact freedom of action and battlespace awareness for friendly and  
625 opposing forces; expand force size, structure, and skills; reduce military ops  
626 tempo and supply chain cycle time; increase readiness; deter insurgency;  
627 stimulate economic stability; build partner capacity; improve civil-military  
628 relations; and enhance unity of effort among whole of government (WoG),  
629 host nation, and coalition partners.

## Appendix B References

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631

632 Development of the OCS initial capabilities document (ICD) is based upon the  
633 following primary references as well as expertise from the OCS community of  
634 interest and staffing of the OCS CONOPS (available at  
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## Appendix C Acronym List

AAR	after action report
ABCA	American, British, Canadian, and Australian Armies' Program
AC	active component
ACO	administrative contracting officer
ACSA	acquisition cross-servicing agreement
ACT	advance civilian team
ADUSD(PS)	Assistant Deputy Under Secretary of Defense, Program Support
AFCAP	Air Force Contract Augmentation Program
AOR	area of responsibility
AT	antiterrorism
AV-1	all view-1
BA	battlespace awareness
BI	business intelligence
BOS	base operating support
C2	command and control
C4	command, control, communications, and computers
CAAF	contractors authorized to accompany the force
CAC	common access card
CALL	Center for Army Lessons Learned
CAGO	contractor acquired government owned
CAM	capability area manager
CAP	civil augmentation program
cASM	Contingency Acquisition Support Module
CC	contingency contracting
CBA	capabilities based assessment
CBRNE	chemical, biological, radiological, nuclear, and high yield explosives
CCAS	contingency contract administration services

CCC	Contingency Contracting Corps
CCDR	combatant commander
CCJO	<i>Capstone Concept for Joint Operations</i>
CCO	contingency contracting officer
CD&E	concept development and experimentation
Cdr	commander
CfCO	Center for Complex Operations
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	CJCS instruction
CJCSM	CJCS manual
CJOA	combined/joint operations area
CJTF	combined/coalition joint task force
CLPSB	combatant commander logistics procurement support board
CM	contractor management
CMP	contractor management plan
COE	center of excellence
COI	community of interest
COM	chief of mission
CONOPS	concept of operations
CONPLAN	contingency plan; concept plan
COP	common operational picture
COR	contracting officer representative
CPI	continuous process improvement
CRC	Civilian Reserve Corps (DoS)
CS	civil support
CSA	combat support agency
CSART	combat support agency review team
CSB	contracting support brigade
CSI	contract support integration
CSIP	contract support integration plan
DARS	DoD architecture repository system

DAU	Defense Acquisition University
DAWG	Deputy's Advisory Working Group
DCAA	Defense Contract Audit Agency
DCMA	Defense Contract Management Agency
DCR	DOTMLPF change recommendation
DepSecDef	Deputy Secretary of Defense
DFARS	<i>Defense Federal Acquisition Regulation Supplement</i>
DHS	Department of Homeland Security
DIACAP	DoD Information Assurance Certification & Accreditation Process
DIMEFIL	diplomatic, information, military, economic, financial, intelligence and law enforcement
DLA	Defense Logistics Agency
DoD	Department of Defense
DoDD	Department of Defense Directive
DoDI	Department of Defense Instruction
DoS	Department of State
DOTMLPF	doctrine, organization, training, materiel, leadership and education, personnel and facilities
DPAP	Defense Procurement and Acquisition Policy
DRS	designated reception sites
DSCA	Defense Security Cooperation Agency
DSCA	defense support of civil authorities
DUSD/DCMO	Deputy Under Secretary of Defense, Deputy Chief Management Officer
DUSD(A&T)	Deputy Under Secretary of Defense for Acquisition and Technology
EA	economic analysis
ECC	expeditionary contracting command
EMC	electromagnetic compatibility
ESF	emergency support function
FACT	field advance civilian team
FAR	Federal Acquisition Regulation

FCC	functional combatant commander
FCIB	Functional Capabilities Integration Board
FEMA	Federal Emergency Management Agency
FMS	foreign military sales
FOO	field ordering officer
FRAGO	fragmentary order
GAO	Government Accountability Office
GCC	geographic combatant commander
GCCC	Global Contingency Construction Contract
GCSC	Global Contingency Service Contract
GDF	<i>Guidance for Development of the Force</i>
GEF	<i>Guidance for Employment of the Force</i>
GFE	government-furnished equipment
GFS	government-furnished support
GIG	Global Information Grid
GSA	General Services Administration
HCA	head of contracting activity
HCC	head of contingency contracting
HD	homeland defense
HN	host nation
HPM	head of program management (for OCS)
HQ	Headquarters
HRD	head of requirements definition
IA	information assurance
IA	Interagency
IAW	in accordance with
ICD	initial capability document
ICW	in coordination with
ID	Identification
IGE	independent government estimate



IM	information management
IMS	Interagency Management System
IPC	integration planning cell
IPT	integrated product team
ISO	in support of
IW	irregular warfare
I&W	indications and warnings
J-1	Manpower and Personnel
J-2	Joint Staff Intelligence
J-3	Operations
J-4	Logistics
J-5	Strategic Plans and Policy
J-6	Command, Control, Communications, and Computer Systems
J-7	Operational Plans and Joint Force Development
J-8	Force Structure, Resources, and Assessment
JALLC	Joint Analysis and Lessons Learned Centre
JARB	joint acquisition review board
JCA	joint capability area
JCASO	Joint Contingency Acquisition Support Office
JCIDS	joint capabilities integration and development system
JCS	Joint Chiefs of Staff
JCSB	joint contracting support board
JDG	Joint Doctrine Group
JFC	joint force commander
JIC	joint integrating concept
JIIM	Joint, Interagency, Intergovernmental and Multinational
JLLIS	Joint Lessons Learned Information System
JMD	joint manning document
JOA	joint operations area
JOC	joint operating concept
JOCSP	joint operational contract support planner

JOPES	Joint Operation Planning and Execution System
JOpsC	joint operations concepts
JP	joint publication
JROC	Joint Requirements Oversight Council
JTCC	joint theater contracting command/center
JTF	joint task force
KO	contracting officer
LL	lessons learned
LN	local national
LOA	letter of authorization
LOC	lines of communication
LOGCAP	Logistics Civil Augmentation Program
LOW	levels of war
MCO	major combat operations
MILDEP	military department
MLSA	mutual logistics support agreement
MN	multinational
MOA	memorandum of agreement
MOU	memorandum of understanding
MR	market research
NAMSA	NATO Maintenance and Supply Agency
NATO	North Atlantic Treaty Organization
NAVFAC	Navy Facilities Engineering Command
NDAA	<i>National Defense Authorization Act</i>
NDS	<i>National Defense Strategy</i>
NGO	non-governmental organization
NIMS	National Incident Management System
NMS	<i>National Military Strategy</i>
NRF	National Response Framework
NSC	National Security Council
NSS	<i>National Security Strategy</i>
OCIE	organizational clothing and individual equipment

OCOP	OCS common operational picture
OCS	operational contract support
ODA	other defense agency
OEF	OPERATION ENDURING FREEDOM
OGA	other government agency
OIF	OPERATION IRAQI FREEDOM
OMB	Office of Management & Budget
OP	operational
OPLAN	operation plan
OPORD	operations order
OSD	Office of the Secretary of Defense
OV	operational view
PA	property administrator
PfM	portfolio management
PGI	procedures, guidance, and information
PgM	program management
PME	professional military education
POM	program objective memorandum
PPBE	Planning, Programming, Budgeting, and Execution
PSA	principal staff assistant
PWS	performance work statement
QAR	quality assurance representative
QDR	<i>Quadrennial Defense Review</i>
R&S	reconstruct and stabilize
RC	reserve component
RCC	regional contracting center
RD	requirements definition
ROMO	range of military operations
RRC	Response Readiness Corps (DoS)
RSOI	reception, staging, onward movement, and integration
RUF	rules for use of force

S/CRS	Office of the Secretary of State, Office of the Coordinator for Reconstruction and Stabilization
SCO	senior contracting official
SecDef	Secretary of Defense
SIGIR	Special Inspector General for Iraq Reconstruction
SITREP	situation report
SME	subject matter expert
SN	strategic national
SOFA	status-of-forces agreement
SPOT	Synchronized Predeployment and Operational Tracker
SSTR	stabilization, security, transition, and reconstruction
ST	strategic theater
SWarF	Senior Warfighter Forum
TA	tactical
TBC	theater business clearance
TCN	third country national
TOR	terms of reference
TPFDD	time-phased force deployment data
TRADOC	Training and Doctrine Command
TTP	tactics, techniques, and procedure
TWCA	theater-wide contract administration
UCP	Unified Command Plan
UID	unique identification
UJTL	Universal Joint Task List
UN	United Nations
USACE	U.S. Army Corps of Engineers
USAID	U.S. Agency for International Development
USC	U.S. Code
USD(AT&L)	Under Secretary of Defense Acquisition, Technology and Logistics
USD(C)/CFO	Under Secretary of Defense Comptroller/Chief Financial Officer
USD(P)	Under Secretary of Defense for Policy
USD(P&R)	Under Secretary of Defense for Personnel and Readiness

USAFRICOM	United States Africa Command
USCENTCOM	United States Central Command
USEUCOM	United States European Command
USJFCOM	United States Joint Forces Command
USNORTHCOM	United States Northern Command
USPACOM	United States Pacific Command
USSOCOM	United States Special Operations Command
USSOUTHCOM	United States Southern Command
USSTRATCOM	United States Strategic Command
USTRANSCOM	United States Transportation Command
UTC	unit type code
WMD	weapons of mass destruction
WoG	whole of government

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# Appendix D OCS Functional Task Decomposition

1167 The chart below identifies the OCS tasks to be performed by function (columns) and echelon (rows).

Echelon	OCS Tasks					
	Institutional/Capacity development	Program Management	Contingency Contracting	Requirements Definition	Governance	Reporting
<b>SN</b>	Perform portfolio management	Integrate lessons learned			Guidance/direction, policy, TTP, measures, audits, resources, training, CPI	Metrics/statistics, LL, AARs, SITREPS, reports, issues, requirements
	Develop/revise strategy/policy	Integrate OCS into exercises				
	Develop/revise doctrine	Integrate OCS into training				
	Develop/maintain capabilities	Integrate OCS across J-Dirs				
	Institutionalize OCS	Establish WoG/partner relationships				
	Conduct strategic communications	Establish Joint relationships				
		Provide resources/support to operations				
<b>ST</b>		Plan for OCS				
		Organize OCS activities				
		Staff for OCS				
		Monitor OCS				
		Control OCS				
		Lead OCS				
		Conduct stakeholder mgmt				
		Perform benefits mgmt				
		Establish governance/reporting				
		Promote OCS collaboration w/ partners				
		Close program				
<b>OP</b>			Establish theater contracting org	Manage requirements		
			Coordinate w/ partners	Integrate Joint/WoG/partner requirements		
			Manage and administer theater contracting organization	Review requirements		
			Support and deconflict CERP	Coordinate CERP		
			Integrate common contract support	Integrate OCS into ops		
			Manage contracts	Ensure CORs/SMEs are available, assigned, trained, and performing to standard		
			Conduct CCAS			
			Enforce contractor compliance	Manage contractors		
			Manage contractors			
			Close out contracts			
			Transition contract support			
<b>TA</b>			Plan, develop and execute contracts	Develop "acq ready" rqmt pkgs		
			Assist in contract surveillance	Assist in contract surveillance		
			Close out contracts	Perform requirements management		
			Return GFE/CAGO	Disposition GFE/CAGO		

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## Appendix E Attributes

1171 The following are capability attributes for OCS:

- 1172 1) *Responsiveness* — providing the right support when it's needed and  
1173 where it's needed. Responsiveness is characterized by the reliability of  
1174 support and the speed of response to the CCDR needs.
- 1175 2) *Attainability* — the assurance that the minimum essential supplies and  
1176 services required to execute operations will be available. Attainability is  
1177 the point at which the CCDR or Joint Force Commander judges that  
1178 sufficient supplies, support, distribution capabilities, and lines of  
1179 communication (LOC) capacity exist to initiate major combat operations  
1180 at an acceptable level of risk. It is also that point at which logistic  
1181 capabilities exist at a level that will allow the transition of operations  
1182 between phases. Some examples of minimal requirements are inventory  
1183 on hand (days of operations), critical support and service.
- 1184 3) *Flexibility* — the ability to improvise and adapt logistic structures and  
1185 procedures to changing situations, missions and operational  
1186 requirements. Flexibility is reflected in how well logistics responds in an  
1187 environment of unpredictability.
- 1188 4) *Survivability* — the capacity of an organization to prevail in the face of  
1189 potential threats. Survivability is directly affected by dispersion, design of  
1190 operational logistic processes and the allocation of forces to protect  
1191 critical logistic infrastructure.
- 1192 5) *Sustainability* — the ability to maintain the necessary level and duration  
1193 of operational activity to achieve military objectives. Sustainability is a  
1194 function of providing for and maintaining those levels of ready forces,  
1195 materiel, and consumables necessary to support military effort.
- 1196 6) *Simplicity* — a minimum of complexity in logistics operations. Simplicity  
1197 fosters efficiency in planning and execution, and allows for more effective  
1198 control over logistic operations.
- 1199 7) *Economy* — the amount of resources required to deliver a specific  
1200 outcome. Economy is achieved when support is provided using the fewest  
1201 resources within acceptable levels of risk.
- 1202 8) *Accountability* — the ability to identify and manage various levels of  
1203 support to achieve operational requirements. Accountability provides the

1204 JFC total asset visibility across his or her areas of responsibility. It is the  
1205 most effective means to recognize, track, and report on all material and  
1206 human assets supporting the mission within a Joint Operations Area  
1207 from point of embarkation to redeployment.



## Appendix F Policy and Doctrine

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1210 The following issues and topics identified during the CBA must be addressed,  
1211 clarified and/or expanded in policy and doctrine:

- 1212 a. Measurable tasks for all OCS functions across all echelons must be  
1213 identified, and then tasks must be added, modified, or deleted to the  
1214 UJTLs IAW CJCSI 3500.02 to match the OCS identified tasks
- 1215 b. Head of Program Management (HPM), Head of Requirements Definition  
1216 (HRD), and Head of Contingency Contracting (HCC)
- 1217 c. Requiring activity planning and requirements management
- 1218 d. Theater-strategic and operational level planning
- 1219 e. Theater acquisition strategy
- 1220 f. Theater business clearance (TBC)
- 1221 g. Designated reception sites (DRSs)
- 1222 h. Contingency Contract Administration Services (CCAS)
- 1223 i. Foreign military sales (FMS)-like use of OCS for capacity building
- 1224 j. Base operating support (BOS) for base, camp, post, and station
- 1225 k. Maturity: portfolio management (PfM), continuous process improvement  
1226 (CPI), Lessons learned (LL)
- 1227 l. JCA-coded contracts
- 1228 m. Integration with Joint, IA, and MN partners (which will likely include  
1229 agreements at least with organizations external to DoD)
- 1230 n. Use of acquisition cross-servicing agreements (ACSAs) and mutual  
1231 logistics support agreements (MLSAs)
- 1232 o. Integration with all J directorates
- 1233 p. Integration into operations: common operational picture (COP); Time-  
1234 Phased Force & Deployment Data (TPFDD); command, control,  
1235 communications, and computers (C4); anti-terrorism (AT); etc.

1236 q. Governance and relations, including triggers (including availability and  
1237 responsiveness reporting), indications and warnings (I&W), processes,  
1238 transitions (including between organizations and operational phases),  
1239 continuity, and information management (IM).

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## Appendix G Organization and Personnel

1242 The following organizational and personnel solutions identified during the CBA  
1243 require resourcing, manning and/or policy decisions:

- 1244 a. Force mix of active component (AC), Reserve component (RC), civilians,  
1245 and contractors
- 1246 b. OCS human capital strategy that includes all OCS functions
- 1247 c. OCS Lead for policy
- 1248 d. OCS centers of excellence (CoEs)
- 1249 e. Special experience identifiers for tracking personnel
- 1250 f. Joint Contingency Acquisition Support Office (JCASO)
- 1251 g. OCS functions in Office of the Secretary of Defense (OSD), other defense  
1252 agencies (ODAs), combat support agencies (CSAs), and the Services
- 1253 h. OCS organizations (including prepackaged contract capabilities<sup>25</sup>) and  
1254 Staff personnel (including manning for JS, COCOMs, Services, etc)
- 1255 i. Joint Operational Contract Support Planners (JOCSPs)
- 1256 j. Head of Program Management (HPM), Head of Requirements Definition  
1257 (HRD), and Head of Contingency Contracting (HCC)
- 1258 k. Joint Theater Contracting Command/Center (JTCC)
- 1259 l. Boards (e.g., CLPSB, JARB, JCSB), cells, and regional contracting offices  
1260 (RCOs)
- 1261 m. Contingency contracting officers (CCOs), senior contracting officials  
1262 (SCOs), and administrative contracting officers (ACOs)
- 1263 n. Contracting officer's representatives (CORs), quality assurance  
1264 representatives (QARs), property administrators (PAs), and subject matter  
1265 experts (SMEs)
- 1266 o. Base operating support (BOS) organizations and staff (e.g., Mayors, FOOs)

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<sup>25</sup> Akin to Unit Type Codes (UTC) for military forces.

- 1267 p. Instructors (e.g., Schools, Centers, PME)
- 1268 q. Training activities staff (e.g., JFCOM, DAU, LL centers, observers,  
1269 advisors)
- 1270 r. DCMA (CSART/CCAS)
- 1271 s. Recruiting and retention
- 1272 t. Integration with NATO/NAMSA
- 1273 u. Integration with Chief of Mission (COM) and the Interagency Management  
1274 System (IMS)
- 1275 v. Integration with the Department of Homeland Security (DHS) and the  
1276 National Response Framework (NRF)
- 1277 w. Integration with the Office of Federal Procurement Policy and the  
1278 Acquisition Workforce Development Strategic Plan
- 1279 x. Integration with GSA, OMB and the government-wide Contingency  
1280 Contracting Corps (CCC)
- 1281 y. Integration with the DoS/CRS, the Civilian Reserve Corps, and the  
1282 Response Readiness Corps
- 1283

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## Appendix H Training, Leadership and Education

- 1286 The following training and education audiences and issues, which were  
1287 identified during the CBA, must be addressed:
- 1288 a. Program management personnel
  - 1289 b. System, external, and theater support contract personnel
  - 1290 c. Centers of Excellence, LL activities (e.g., JCASO, JFCOM, TRADOC, DAU)
  - 1291 d. Theater strategic/operational level planners (e.g., JOCSPs, Service  
1292 component planners)
  - 1293 e. OCS functional personnel (e.g., institutional/capacity building, HPM,  
1294 HRD, HCC)
  - 1295 f. Contracting personnel (e.g., CCOs, SCOs, ACOs)
  - 1296 g. Non-acquisition personnel (e.g., commanders, requiring activities, staffs,  
1297 and functional directorates)
  - 1298 h. CORs, QARs, PAs, and SMEs
  - 1299 i. Reserve and Guard personnel
  - 1300 j. WoG and MN partners
  - 1301 k. Companies and contract personnel
  - 1302 l. Experience and qualifications levels
  - 1303 m. Maintaining contingency expertise
  - 1304 n. Implementation of OCS policy and doctrine
  - 1305 o. Use of OCS systems
  - 1306 p. Integration of OCS in individual and collective training and exercises

# Appendix I

## Materiel

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1309 Synchronization among requiring activities, contracting offices, theater  
1310 personnel and contractors requires significant coordination and information  
1311 sharing. The following recommended materiel solutions will overcome the OCS  
1312 gaps identified during the CBA:

1313 a. OCS common operational picture (OCOP) capability. An OCOP is  
1314 essential to *integrating OCS into operations* and *monitoring OCS* by  
1315 ensuring the Joint Force commander (JFC) has greater visibility of the  
1316 availability and responsiveness of contract solutions (contracts and  
1317 contractors) in the area of responsibility (AOR). Visibility and  
1318 accountability of contractor organizations, what materiel assets they  
1319 have in their custody, who their people are, and where they are located,  
1320 are essential elements of information that have to be shared in a net-  
1321 centric environment. An OCOP will provide the JFC with options (e.g.,  
1322 can a contract solution more effectively or efficiently achieve a course of  
1323 action?) to achieve military objectives. It will also facilitate the  
1324 consideration of contractors as a component of the Total Force in  
1325 decisions that impact them (e.g., force maneuver and protection issues)  
1326 as the operation evolves. Development of an OCOP will improve OCS  
1327 monitoring at the combatant commander (CCDR) level to ensure  
1328 adequate reporting of OCS-related statistics and metrics, to maintain an  
1329 understanding of the impact of OCS on deployed military operations, to  
1330 ensure sufficient and ready contract solutions, and to influence or  
1331 improve outcomes for the commander.

1332 b. Business intelligence and market research (BI/MR) capability. BI and  
1333 MR promote sufficient, timely, and non-redundant contract solutions  
1334 (both in theater and deployable to theater) so they are available and  
1335 accessible to the JFC. This capability will enable *leadership of OCS*  
1336 among diverse participants (e.g., Joint, WoG, and coalition) and  
1337 *integration of common solutions* (e.g., systems, external, and theater  
1338 support contract vehicles, ACSAs, MLSAs). A business intelligence  
1339 capability will help identify capable sources when and where outcomes  
1340 are required. Market research will allow the commander to leverage  
1341 existing capabilities, minimizing the time and cost associated with  
1342 generating new contract solutions. Together these capabilities facilitate  
1343 rapid, quality contract solutions in an efficient manner that enhances  
1344 unity of effort.

1345 c. Economic analysis capability (EA). An EA capability will facilitate  
1346 *planning for OCS* in coordination with deliberate theater planning and in  
1347 response to dynamic operations in support of operations. This capability  
1348 provides a cost estimate and economic analysis for commercial  
1349 contracting. It includes buy vs. lease models, foreign exchange currency  
1350 analysis, labor analysis, and cost and price analysis tools. A  
1351 knowledgeable analysis team conducting strategic OCS planning is  
1352 invaluable to overall mission planning. It evaluates the viability of using  
1353 contract support to support contingency operations to include assessing  
1354 the risk of adversary influence on procurement of supplies and services.  
1355 This capability enables the review of operational plans, orders, and  
1356 policies to ensure the appropriate integration and *leadership of OCS*. It  
1357 also supports both deliberate planning for OCS and ad hoc requirements  
1358 that may require contracted support.

1359 d. Requirements definition (RD) capability. A standardized RD capability  
1360 will enable the *development* of acquisition-ready *requirements packages*.  
1361 Standardizing RD within DoD, across WoG, and with partners will  
1362 facilitate synchronization and integration of requirements to meet  
1363 coalition requirements in the most effective and efficient manner. This  
1364 capability must facilitate documentation and coordination of ad hoc  
1365 requirements among requiring activities, contracting offices, and  
1366 commanders. It must aid in development of performance work  
1367 statements (PWSs), independent government estimates (IGE), letters of  
1368 justification and approval, sources and funding, and other supporting  
1369 documents as needed. Proper development of an RD capability will  
1370 facilitate rapid coordination, review, and approval of requirements;  
1371 delivery of optimized contracted solutions to meet requirements; and  
1372 management and support of contracted support to ensure it satisfies the  
1373 operational needs.

1374 e. Standard biometric access (BA) capability. A standardized BA solution  
1375 facilitates the *management* and support of *contractors* within and  
1376 between operations. Some contracted support requires contractors to  
1377 have access to military bases and posts. As a force protection issue,  
1378 access to military facilities and personnel requires control measures.  
1379 Biometric access controls are used to authenticate contractors; however,  
1380 access cards are not standardized across all locations. This lack of  
1381 standardization causes delays and increases costs for contractors who  
1382 must travel between locations and obtain multiple cards to complete  
1383 their assigned tasks. Net-centric accountability is enabled by compliance  
1384 with DoD unique identification (UID) standards to achieve an integrated  
1385 capability for identification, tracking, and reporting of organizations,  
1386 material assets, people and places. This also restricts the JFC's flexibility  
1387 in using contractor support without specifying in advance the locations

1388 to which contractors are permitted access, and it may require contract  
1389 modifications when new requirements arise.

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