



CHAIRMAN OF THE JOINT CHIEFS OF STAFF NOTICE

J-4

DISTRIBUTION: A, B, C

CJCSN 4130.01

20 December 2011

GUIDANCE FOR COMBATANT COMMANDER EMPLOYMENT OF OPERATIONAL CONTRACT SUPPORT ENABLER—JOINT CONTINGENCY ACQUISITION SUPPORT OFFICE (JCASO)

References: See Enclosure C.

1. Purpose. The Defense Logistics Agency (DLA) JCASO is an on-call enabling capability providing Operational Contract Support (OCS) coordination and integration during peacetime and contingency operations. Planning, implementation, and oversight of OCS are commander's responsibilities and are essential to supporting and monitoring the contractor element of the DOD Total Force. This issuance recognizes the role of JCASO as a capability available, upon request, to provide OCS management and coordination to commanders during peacetime and contingency operations. JCASO is an essential part of DLA's combat support agency (CSA) role to support the mission objectives of the combatant commands and CJCS Title 10 responsibilities, as well as the Office of the Secretary of Defense (OSD) for OCS policy development.

2. Cancellation. None.

3. Applicability. This notice applies to the Joint Staff, Services, combatant commands, Service components, Defense agencies, and joint activities.

4. Background

a. In order to provide improved contracted support solutions to the operational commander during all phases of peacetime and contingency operations, it is DOD policy to mature and enhance the effectiveness and efficiency of OCS. The use of contracted support is appropriate to augment, enhance, or replace DOD capabilities in support of national objectives.

b. Combatant commands will evaluate required OCS capabilities in deliberate and crisis action planning and integrate the use of JCASO into plans and operations, as appropriate. When shortfalls exist that can be met by JCASO capabilities, combatant commands will integrate those capabilities into their plans and operations. JCASO planners are embedded within the Geographic Combatant Command (GCC) staff and at USSOCOM to provide OCS expertise in support of planning, exercise, and operational requirements.

c. JCASO was established in compliance with SecDef Guidance for Development of the Force (Fiscal Years 2010-2015) and congressional mandates in National Defense Authorization Act (NDAA) 2007 and NDAA 2008 to orchestrate, synchronize, and integrate program management of contingency acquisition across combatant commands and U.S. government agencies during combat operations.

d. JCASO provides an enabling capability to assist with planning and managing OCS. This support is provided by JCASO HQs Operations and Policy staff and embedded JCASO planners. During peacetime or contingency operations, JCASO can deploy a team to assist the combatant command in OCS planning and program management.

e. Combatant commands must be able to synchronize and integrate OCS activities into DOD plans and orders, and to manage contingency contracted support. JCASO provides combatant commands and their subordinate commands with a capability to integrate, implement, manage, and execute OCS activities to improve DOD efficiency and effectiveness across the Total Force. Enclosures A and B provide a detailed description and scope of the JCASO mission, its roles and responsibilities, and how combatant commands can request JCASO support during peacetime and contingency operations.

5. Definitions. See Glossary.

6. Responsibilities. See Enclosures A and B.

7. Summary of Changes. None.

8. Releasability. This notice is approved for public release; distribution is unlimited. DOD components (to include the combatant commands), other federal agencies, and the public may obtain copies of this notice through the Internet from the CJCS Directives Home Page-
http://www.dtic.mil/cjcs_directives.

9. Effective Date. This notice is effective upon receipt and will expire on 20 December 2014.

A handwritten signature in black ink, appearing to read 'W. E. Gortney', with a stylized flourish at the end.

WILLIAM E. GORTNEY
Vice Admiral
Director, Joint Staff

Enclosures:

- A - JCASO Mission, Purpose, Organization
- B - Roles and Responsibilities
- C - References
- GL - Glossary

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ENCLOSURE A

JCASO MISSION, PURPOSE, AND ORGANIZATION

1. Background. The JCASO was established by OSD in July 2008 as one of several initiatives in response to Congressional mandates included in the NDAA of 2007. The Act required the Department of Defense to adopt a preplanned organizational approach to program management and to provide a deployable team during contingency operations when requested, to ensure jointness and cross-service coordination. As a part of the response to Congress, DOD committed to establish a Joint Contingency Contracting Support Office (JCCSO) to develop a preplanned organizational approach to OCS program management (the ability to enable the planning, organizing, staffing, controlling, and the leading of OCS efforts) and provide joint OCS planners to the GCCs and USSOCOM to strengthen planning for contingencies. JCCSO was later renamed JCASO, and the joint OCS planners were subsequently made a part of JCASO.

2. Mission. The mission of JCASO is to provide OCS enabling capability across DOD and the whole of government (WOG) during peacetime and contingency operations. GCC's are responsible for strategic theater planning, and the joint force commander (JFC) and component commands are responsible for operational planning. JCASO's mission is to bring their enabling capability to support planning activities at the strategic national, strategic theater, and operational levels.

3. Purpose. The purpose of JCASO is to help synchronize, integrate, and manage implementation and execution of OCS among diverse communities in support of the U.S. government objectives during peacetime and contingency operations.

4. JCASO OCS Roles and Responsibilities

a. JCASO is led by a General Officer (GO)/Flag Officer (FO) Director and a Senior Executive Service (SES) Executive Director, and consists of military and civilian personnel. The organization is located at Ft. Belvoir, VA and is organized into two divisions: Operations and Policy. The Operations Division has deployable Mission Support Teams (MSTs) and JCASO planners embedded at GCC and USSOCOM headquarters. MSTs may be used to augment the GCC, JFC, joint task force (JTF), or a Joint Theater Support Contracting Command (JTSCC) to optimize OCS expertise based upon mission needs. The Policy Division assists those responsible for institutionalization of OCS policy, doctrine, and best practices.

b. To assist the combatant commands with OCS planning and establishing OCS program management strategy during peacetime, JCASO will, when requested:

(1) Provide resources and expertise to the combatant commands to conduct deliberate OCS planning, and establish and implement program management strategies to address and resolve OCS challenges.

(2) Embed JCASO planners within the GCCs and USSOCOM to enable joint OCS planning, and to integrate and synchronize OCS efforts across the Department of Defense and other partners.

(3) Assist combatant commands in preparation of plans and orders by drafting, coordinating, and establishing Annex Ws.

(4) Assist combatant commands in Phase 0 planning, identifying OCS requirements, and integrating these requirements in the deliberate and crises action plan.

(5) Draft and coordinate OCS capability requests for forces (RFFs).

(6) Assist in developing joint manning documents for contingency operations.

(7) Advise the combatant commands on OCS capabilities resident within the Department of Defense and WOG to support mission requirements and objectives.

(8) Participate in exercises, training, meetings, and conferences to integrate and advance OCS across the Department of Defense and WOG.

(9) Provide JCASO MSTs as requested to organize, coordinate, and establish tailored OCS strategies that resolve operational challenges. MSTs can assist in the review of all command memorandums, policies, orders, etc. for OCS matters and/or impact on OCS related actions. MSTs will provide implementation roadmaps that consider:

(a) OCS education and training requirements.

(b) Theater business clearance/common contracting coordination processes and constructs.

(c) Guidance for lead service for contracting (LSC) where appropriate.

(10) Participate in strategic forums and working groups to communicate OCS lessons learned and best practices, and recommend changes to mandates, regulations, policies, doctrine, and tools to enhance OCS implementation and to better support the mission objectives of the combatant commands.

(11) Assist the combatant command's Senior Contracting Official regarding all matters related to OCS planning as requested by the GCC.

c. Assist the combatant commands with implementing and managing joint OCS within the area of responsibility (AOR) and/or joint operations area (JOA) during contingency operations, JCASO will, when requested:

(1) Provide OCS enabling capability as requested by the combatant commands to assist in staffing, coordinating, organizing, and managing joint OCS efforts in all phases of operations.

(2) Deploy an MST upon approval of an RFF to support contingency operations and augment the combatant command staff on a temporary basis until a permanent OCS structure is in place, such as a JTSCC.

(3) Facilitate and coordinate implementation of Annex Ws and adjust the OCS plans as needed or required according to Combatant Commander's critical information requirements (CCIR).

(4) Assist with the coordination, the organization, and establishment of a JTSCC and associated functions.

(5) Advise combatant commands on the LSC construct.

(6) Facilitate coordination and communication among the LSC, Service, Defense Agencies, WOG partners (e.g., the Department of State, USAID, and FEMA), and other OCS partners to organize, synchronize, and unify joint OCS efforts within the AOR and/or JOA.

(7) Advise on processes and procedures with the LSC for contingency contracting, sourcing, and managing contractors, contracting officer representatives, and administrative contracting officers.

(8) Support combatant commands, when requested, to coordinate the establishment and implementation of joint OCS related review boards, and participate in board proceedings to provide OCS advice to partners. Examples of these boards include a combatant commanders logistics procurement support board (CLPSB), a joint acquisition review board, and a joint contracting support board.

(9) Prepare and coordinate OCS documents (e.g., OCS concept of operations, board templates, private security requests, etc.), and draft and coordinate orders such as fragmentary orders for Synchronized Pre-deployment and Operational Tracker use or local purchasing policy (e.g., Iraq or Afghan First policy).

(10) Advise and assist combatant commands with developing, establishing, and implementing an economic strategy and plan to support counterinsurgency objectives (e.g., local purchasing efforts for the Northern Distribution Network or to help employ local populations).

(11) Facilitate WOG coordination to establish economic development strategies and plans, to include obtaining market and business intelligence, conducting industry conferences with foreign suppliers, preparing economic engagement reports, and coordinating with appropriate U.S. government representatives and the country ambassadors to the United States.

(12) Conduct cross-coordination of OCS transition efforts from the Department of Defense to civil authority as directed by the combatant command.

(13) Provide reach-back OCS expertise to combatant commands and/or the gaining organization as directed or requested during combat operations and contingency operations.

(14) Collect and gather joint OCS lessons learned and best practices for process improvements and revisions to regulations, policies, doctrines, and plans to enhance future OCS support to the combatant commands.

d. Process for requesting JCASO support

(1) Initiation of an RFF is the mechanism for employing JCASO to assist the combatant command with implementing and managing OCS within the AOR and/or JOA during contingency operations. An RFF is generally not required for short-term support during peacetime.

(2) JCASO will assist the combatant commands with preparing and coordinating the RFF for a JCASO capability.

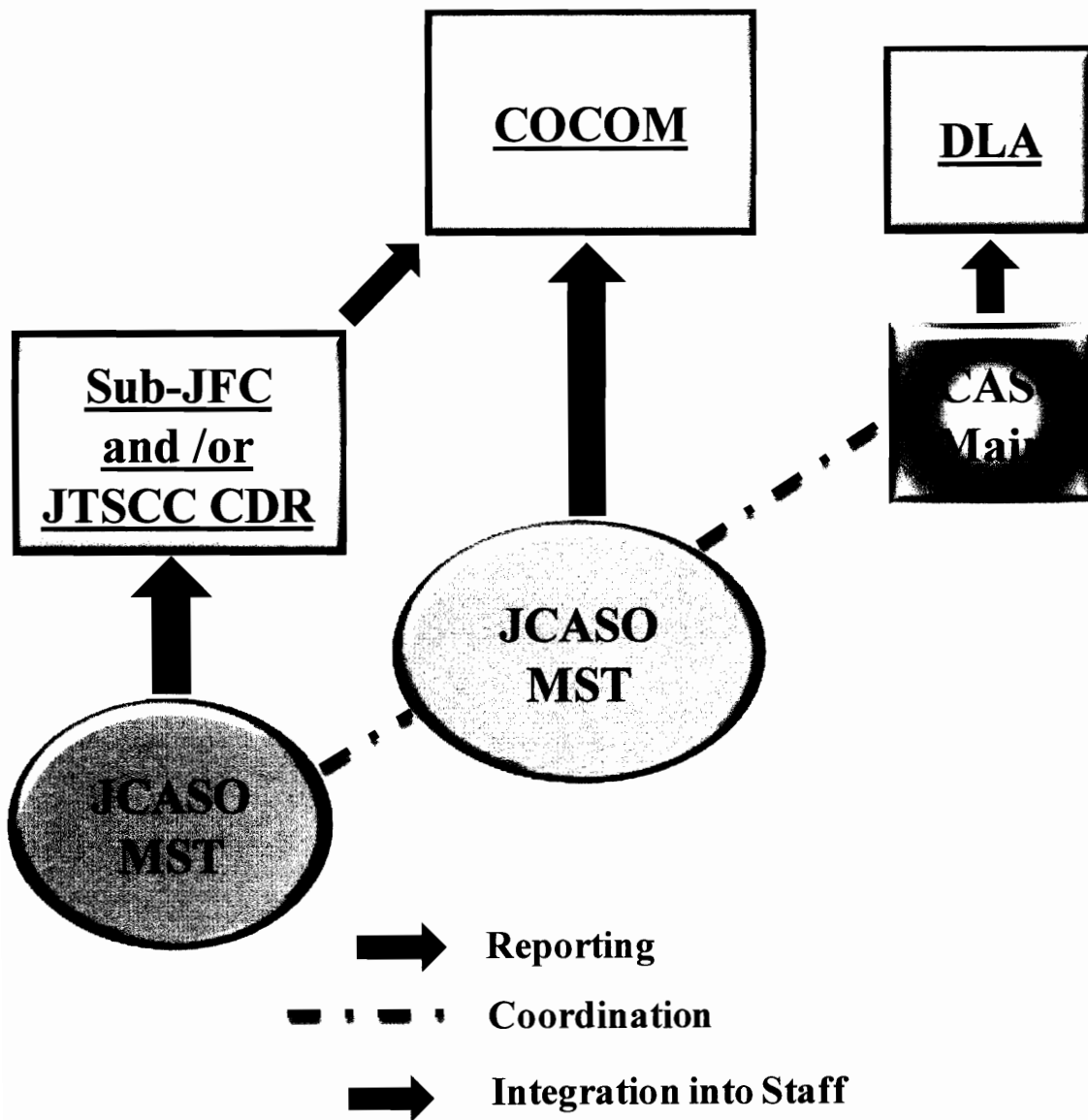
(3) The combatant command submits an RFF to the Secretary of Defense in accordance with the Global Force Management Implementation Guidance.

(4) The combatant command concurrently sends the text of the RFF by SIPRNET e-mail through the HQ DLA Joint Logistics Operations Center at HQDLAJLOC@dla.smil.mil.

(5) Upon receipt of RFF notification, JCASO will coordinate with combatant command staff to identify OCS requirements and coordinate a JCASO support plan.

(6) Requests for JCASO support may be e-mailed directly to a combatant command's JCASO point of contact or HQDLAJLOC@dla.smil.mil, or call commercial number 703-767-1373 or DSN 427-1373.

e. The JCASO Support Configuration during contingency operations is as follows:



JCASO MST Implementation during Contingencies

When requested by the Combatant Commander via the RFF process, JCASO MST derives authority from the Combatant Commander to perform OCS integration. Upon RFF approval, JCASO MST may be deployed to meet the Combatant Commander's needs and intent and will be under the operational control of the Combatant Commander. JCASO MST may be deployed at JTF or combatant command to provide OCS enabling capability. JCASO MST derives reachback and forward support from JCASO Main

ENCLOSURE B

ROLES AND RESPONSIBILITIES

1. Chairman of the Joint Chiefs of Staff

a. The Chairman of the Joint Chiefs of Staff, as the principal military advisor to the President and the Secretary of Defense, has specific responsibilities in the areas of strategic direction as well as in strategic and contingency planning. The Chairman and principal staff responsibilities related to contracting support and contractor management is described below. Additional detail is prescribed in reference k, Chapter II.

(1) The Joint Staff J-1 establishes the manpower management, personnel support, and personnel service support policies and procedures for the total force (military, DOD civilian, and DOD contractor) during joint operations and administers oversight of joint personnel issues affecting the force. This includes coordinating manpower and personnel support to Combatant Commanders to ensure success in operations.

(2) The Joint Staff/J-2 has the primary role in contracting support to communicate policy originating from the Under Secretary of Defense for Intelligence to the combatant commands. The JS/J-2 establishes procedures through joint doctrine for combatant commands to ensure proper vetting, for intelligence, counterintelligence, and force protection purposes, of locally employed persons contracted by U.S. forces to support U.S. and coalition efforts.

(3) The Joint Staff/J-3 develops and provides guidance to the combatant commands regarding current operations and plans, including:

(a) Ensuring contracted support and associated contractor integration requirements are addressed in the JOPES policy and execution.

(b) Providing the Chairman with recommended rules for the use of force by private security contractors and contractor personnel armed for personal protection, in support of joint operations.

(4) The Joint Staff/J-4 provides plans, policy, guidance, and oversight on joint logistics, including joint contingency operational contract support matters. Specific responsibilities include:

(a) Develop and promulgate operational contract support planning policy.

(b) Facilitate communication of operational contract-related matters through routine meetings and communications with the joint community of interest.

(c) Participate in USD(AT&L) Defense Procurement & Acquisition Policy and Deputy Assistant Secretary of Defense (Program Support) led working groups and other OSD-led actions affecting joint contingency contracting and contractor management.

(d) Participate in various joint and multinational joint contingency contracting and contractor management working groups and share lessons learned.

(e) In coordination with the Combatant Commanders, the Military Departments, and the DOD CSAs, help facilitate OSD efforts to develop and implement contractors authorized to accompany the force (CAAF) accountability policy, procedures, and materiel solutions.

(f) Facilitate OSD efforts to implement contractor management related policy within the Military Departments, Combatant Commanders, and DOD agencies.

(g) Facilitate efforts to incorporate joint contingency contracting and contractor management related content into joint professional military education (JPME) and CJCS exercises.

(h) Ensure operational contract support is incorporated into the Combatant Commander OPLANs.

(5) The Joint Staff/J-5 has the mission to:

(a) Ensure operational contract support policies and procedures are included in overarching policy documents to facilitate military operations.

(b) Ensure future strategic and operational guidance, key performance parameters, and supporting automated tools integrate OCS planning.

(c) Ensure CAAF are included into the planning policies for deployment and redeployment (e.g., if applicable, included into the time-phased force and deployment data).

(6) The Joint Staff/J-7 mission is to enhance joint force development and transformation initiatives through war plans, doctrine, education, training, exercises, concept development, capabilities-based planning, and assessment of each through observation of combatant command and CJCS

experimentation, joint exercises, and real-world operations. Pertinent responsibilities include integration of contractor management related collective training requirements for Joint Chiefs of Staff exercises and JPME programs.

(7) The Joint Staff/J-8 develops capabilities; conducts studies, analysis, and assessments; and evaluates plans, programs, and strategies for the Chairman and ensures OCS requirements are considered in the Department's force planning scenario development.

2. Combatant Commander

- a. Ensure OCS planning and capabilities, personnel, processes and procedures, and supporting IT systems are established.
- b. Establish a JTSCC, when appropriate.
- c. Plan and execute OCS in exercises and operations, to include:
 - (1) Develop of OCS annexes (Annex W) and appendices in Theater Campaign, deliberate, and crisis action plans;
 - (2) Development and refinement of OCS policy and orders;
 - (3) Establishment and operation of OCS related boards, centers, and cells (i.e., CLPSB);
 - (4) Making decisions and resolving OCS issues that involve risk, opportunity, resources, communication, and transition;
 - (5) Collecting, assessing, and validating OCS lessons learned;
 - (6) Conducting OCS Intelligence Preparation of the Battlefield.
- d. Staff and monitor OCS operations.
- e. Facilitation of key stakeholder interactions.
- f. Development of GCC and subordinate JFC OCS policy and processes.
- g. Oversight and reporting on OCS to OSD and Joint Staff as required.
- h. Collaboration with WOG and non-military partners.
- i. Provide guidance regarding OCS use during command operations, exercises, and other joint activities of the command.

- j. Conduct OCS planning in accordance with applicable directives and instructions (see Enclosure C). Plan for and execute OCS in support of assigned missions during peacetime, crisis and contingencies.
- k. Designate an OCS office of primary responsibility in the command headquarters.
- l. Request JCASO OCS enabler capability as necessary. Define mission and support expectations.
- m. Provide OCS guidance and command critical information to all supporting GCC, Service components, agencies, and appropriate WOG partners.
- n. Coordinate OCS activities and their execution with supporting GCCs and other commands and agencies of those activities that cross command boundaries. Report any unresolved issues to Joint Staff/J-4 for assistance.
- o. Record OCS lessons learned in the Joint Lessons Learned Information System for inclusion in the database.

ENCLOSURE C

REFERENCES

- a. United States Code Title 10, USC 153, 163, 164, and 181
- b. DOD Directive 5105.22, 17 May 2006, "Defense Logistics"
- c. DOD Directive 3000.06, 15 April 2010, Chg 1, "Combat Support Agencies"
- d. DOD Directive 5134.0, 11 April, 2008, "Under Secretary of Defense for Acquisition, Technology, and Logistics (USD (AT&L))"
- e. DOD Directive 5134.12, 21 November 2003, "Deputy Under Secretary of Defense for Logistics and Materiel Readiness (DUSD (L&MR))"
- f. DUSD(L&MR) memorandum, 10 July 2008, provisionally establishes JCASO at DLA.
- g. DUSD(L&MR) memorandum, 19 August 2009, establishes JCASO at DLA.
- h. National Defense Authorization Act (NDAA) 2007 Sec 854
- i. NDAA 2008, Sec 941, 942
- j. JSM 5701.01 series, "Formats and Procedures for Development of CJCS, JS, and J-Directorate Directives"
- k. Joint Publication 4-10, 17 October 2008, "Operational Contract Support"
- l. Joint Publication 3-33, 16 February 2007, "Joint Task Force Headquarters"
- m. Joint Staff Manual 5100.01 series, "Organization and Function of the Joint Staff"
- n. Operational Contract Support Concept of Operations, 31 March 2010.
- o. GAO-07-145 Military Operations: High-Level DOD Action Needed to Address Long-standing Problems with Management and Oversight of Contractors Supporting Deployed Forces, December 2006.
- p. DOD Report to Congress, April 2008.
- q. CJCSI 3100.01 series, "Joint Strategic Planning System"

- r. CJCSI 3122.01 series, “Joint Operation Planning and Execution System (JOPES) Volume I, Planning Policies and Procedures”
- s. CJCSI 3122.03 series, “Joint Operation Planning and Execution System Volume II, Planning Formats and Guidance”
- t. CJCSI 3122.02 series, “Joint Operation Planning and Execution System (JOPES) Volume III, (Crisis Action Time-Phased Force and Deployment Data Development and Deployment Execution)”
- u. CJCSI 3141.01 series, “Management and Review of Campaign and Contingency Plans”
- v. Joint Publication 3-08, 17 March 2006, “Interagency, Intergovernmental Organization, and Nongovernmental Organization Coordination During Joint Operations, Vol I”
- w. Joint Publication 3-08, 17 March 2006, “Interagency, Intergovernmental Organization, and Nongovernmental Organization Coordination During Joint Operations, Vol II”
- x. CJCSI 5020.02 series, “Joint Doctrine Development System”
- y. CJCSI 3150.25 series, “Joint Lessons Learned Program”
- z. CJCSI 3500.01 series, “Joint Training Policy and Guidance for the Armed Forces of the United States”
- aa. CJCSI 3110.03, Logistics Supplement to the JSCP, FY 2008.
- bb. DOD Directive 3020.49, March 2009, “Orchestrating, Synchronizing, and Integration Program Management of Contingency Acquisition planning and Its Operational Execution”
- cc. DOD Instruction 3020.41, October 2005, “Contractor Personnel Authorized to Accompany the Force”
- dd. DOD Instruction 1100.22, April 2010, “Policy and Procedures for Determining Workforce Mix”

GLOSSARY

AOR	area of responsibility
CAAF	contractors authorized to accompany the force
CCIR	commander's critical information requirement
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff instruction
CJCSM	Chairman of the Joint Chiefs of Staff manual
CJCSN	Chairman of the Joint Chiefs of Staff notice
CONPLAN	concept plan
CSA	combat support agency
CM	contractor management
CLPSB	combatant commander's logistics support board
CM	contractor management
CSI	contract support integration
DAR	Defense Acquisition Regulation
DFARS	Defense Federal Acquisition Regulation Supplement
DLA	Defense Logistics Agency
DOD	Department of Defense
DOS	Department of State
DUSD	Deputy Under Secretary of Defense
FAR	Federal Acquisition Regulation
FO	flag officer
FRAGO	fragmentary order
GCC	geographic combatant command
GO	general officer
HQ	headquarters
IT	information technology
J-1	manpower and personnel directorate of a joint staff
J-2	intelligence directorate of a joint staff
J-3	operations directorate of a joint staff
J-4	logistics directorate of a joint staff
J-5	plans directorate of a joint staff
J-7	Joint Staff Operational Plans and Joint Force Development Directorate

JCASO	Joint Contingency Acquisition Support Office
JCCSO	Joint Contingency Contracting Support Office
JFC	Joint Force Commander
JOA	joint operations area
JOPES	Joint Operation Planning and Execution System
JMD	joint manning document
JPME	joint professional military education
JTF	joint task force
JTSCC	Joint Theater Support Contracting Command/Center
L&MR	Logistics and Materiel Readiness
LSC	lead service for contracting
MST	mission support team
NDA	National Defense Authorization Act
OCS	operational contract support
OPLAN	operation plan
OPS	operations
OSD	Office of the Secretary of Defense
RFF	request for forces
SCO	senior contracting official
SecDef	Secretary of Defense
SIPRNET	secret internet protocol router
SES	senior executive service
Sub-JFC	Subordinate Joint Force Commander
TTP	tactics, techniques, and procedures
US	United States
USEUCOM	United States European Command
USC	United States Code
WOG	Whole of government