

Joint Publication 4-07



Joint Tactics, Techniques, and Procedures for Common-User Logistics During Joint Operations



11 June 2001



PREFACE

1. Scope

This joint publication provides the combatant commander, subordinate joint force commander (JFC) and Service component commanders with standardized guidance and information for conducting common-user logistics (CUL) support from the theater strategic level to tactical levels in all joint operations. It defines and describes CUL support and the conditions in which it may be best used. This publication will aid combatant commanders, subordinate JFCs, and their Service component commanders by increasing efficiency in both the planning and execution of CUL support in joint or multinational operations.

2. Purpose

This publication has been prepared under the direction of the Chairman of the Joint Chiefs of Staff. It sets forth doctrine and selected joint tactics, techniques, and procedures (JTTP) to govern the joint activities and performance of the Armed Forces of the United States in joint operations and provides the doctrinal basis for US military involvement in multinational and interagency operations. It provides military guidance for the exercise of authority by combatant commanders and other JFCs and prescribes doctrine and selected tactics, techniques, and procedures for joint operations and training. It provides military guidance for use by the Armed Forces in preparing their appropriate plans. It is not the

intent of this publication to restrict the authority of the JFC from organizing the force and executing the mission in a manner the JFC deems most appropriate to ensure unity of effort in the accomplishment of the overall mission.

3. Application

a. Doctrine and selected tactics, techniques, and procedures and guidance established in this publication apply to the commanders of combatant commands, subunified commands, joint task forces, and subordinate components of these commands. These principles and guidance also may apply when significant forces of one Service are attached to forces of another Service or when significant forces of one Service support forces of another Service.

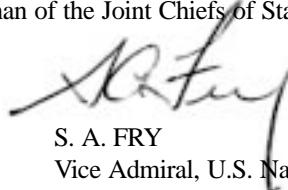
b. The guidance in this publication is authoritative; as such, this doctrine (or JTTP) will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. If conflicts arise between the contents of this publication and the contents of Service publications, this publication will take precedence for the activities of joint forces unless the Chairman of the Joint Chiefs of Staff, normally in coordination with the other members of the Joint Chiefs of Staff, has provided more current and specific guidance. Commanders of forces operating as part of a multinational (alliance or coalition) military command should follow multinational doctrine and

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procedures ratified by the United States. For doctrine and procedures not ratified by the United States, commanders should evaluate and follow the multinational command's

doctrine and procedures, where applicable and consistent with US law, regulations, and doctrine.

For the Chairman of the Joint Chiefs of Staff:



S. A. FRY
Vice Admiral, U.S. Navy
Director, Joint Staff

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EXECUTIVE SUMMARY

COMMANDER'S OVERVIEW

- **Discusses the Common-User Logistics (CUL) Concept and Rationale in Joint Operations**
 - **Covers CUL-Related Roles, Relationships, and Responsibilities**
 - **Discusses CUL Organization Operations and CUL Management Techniques Within Each CUL Organizational Option**
 - **Provides CUL Planning and Execution Considerations**
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Common-User Logistics Support Methodology, Principles and Definitions

While supporting a joint force entirely through Service channels may be effective, operational situations will often dictate that selected logistic functions be executed utilizing common-user logistics (CUL) support methodology.

When properly implemented, **common-user logistics (CUL) can produce significant efficiencies** by eliminating duplication provided by Service components, Department of Defense (DOD) agencies, host-nation support (HNS), and/or contract support in theater. **Principles of logistics** as found in Joint Publication (JP) 4-0, *Doctrine for Logistic Support of Joint Operations*, include **responsiveness, simplicity, flexibility, economy, attainability, sustainability, and survivability**. Several of these principles apply directly to the decisions to use CUL vice routine Service support, **economy being the paramount CUL-related principle**. However, properly planned and executed CUL support may also be the key to providing responsive, sustainable, and flexible logistic support in joint and multinational operations. This publication **introduces and/or clarifies several key CUL-related definitions**, including common-user logistics, dominant user, most capable Service or agency, DOD executive agent, DOD single port manager, single integrated theater logistic manager, lead organization for CUL support, and logistic cross-leveling.

Logistic Authority

While overall responsibility for logistic support remains with the individual Military Services, operational circumstances may often require selected CUL support to be controlled and provided outside normal Service support channels.

Title 10, US Code (USC), chapter 6, section 165 (b) and JP 0-2, Unified Action Armed Forces (UNAAF), describe the statutory requirement of the individual Military Departments to provide logistic support to Service forces assigned or attached to combatant commanders. JP 0-2 also provides for combatant commander directive authority for logistics over logistic matters that pertain to assigned forces. Furthermore, a combatant commander may delegate directive authority for a common support capability to subordinate commanders. **Proper understanding of the different source documents that direct CUL support requirements is key to understanding CUL support methodology.** Source documents include DOD directives and instructions, inter-Service support agreements, and acquisition and cross-servicing agreements (ACSAs) as well as combatant commander operation plans (OPLANs), operation orders (OPORDs), and directives.

Roles, Relationships, and Responsibilities

At the national strategic level, the President or Secretary of Defense issues directives, instructions, and memoranda delineating Department of Defense executive agency responsibilities.

The **Chairman of the Joint Chiefs of Staff**, as the principal military advisor to the President and the Secretary of Defense, is assigned specific advisory and joint operation planning responsibilities in the areas of strategic direction, strategic planning, and joint operation planning. The **Military Departments** are responsible for the administration and support of the forces assigned or attached to combatant commands. **United States Joint Forces Command** facilitates the building of joint capabilities through the sourcing of selected CUL capabilities from existing Service structures.

At the theater strategic and operational level, the supported geographic combatant commanders are responsible for developing and producing effective and efficient logistic support concepts that make use of various distribution and support techniques, to include use of CUL support tailored to operation-specific circumstances.

Ultimately, geographic combatant commanders are responsible for coordinating with the Department of Defense or other agencies, US Transportation Command (USTRANSCOM), subordinate joint force commanders (JFCs), and the Service component commanders to provide an integrated distribution and support system from origin to destination during joint contingency operations, as well as developing a theater plan and capability for the capture of related in-transit visibility (ITV) data. Combatant commanders are key to ensuring that distribution and logistic support to campaigns and operations executed within their area of responsibility are properly assessed, planned, and executed. One way in which a combatant commander may ensure effective and efficient logistic support in joint operations is to direct specific CUL support to subordinate commanders tailored to the individual operational situation. This directive authority, which cannot

be delegated except for specific common support capabilities, is normally exercised through combatant commander directives or orders to subordinate joint and Service component commanders. The subordinate JFC also plays a major role in optimizing resources and synchronizing materiel support to the joint force per combatant commander guidance. **In all joint operations, the Service component commands retain overall responsibility for logistic support of their forces except when there are valid agreements or directives for the provision of CUL support outside of the normal Service component channels.**

There are other national level organizations that have a direct role in theater strategic and operational level CUL support operations.

Defense Logistics Agency (DLA) is the Department of Defense's major logistics combat support agency. It provides worldwide wholesale-level distribution and limited in-theater CUL lead organization support capability across the full range of military operations, as well as to other DOD components, federal agencies, foreign governments, and international organizations. Each Military Service has a **wholesale logistic provider** that is an integral part of the national logistic sustainment base that can provide limited in-theater CUL support. In addition to the Military Services' primary wholesale support commands, there are **Military Service engineer commands** and a **medical support command** that may also provide limited in-theater CUL support. **USTRANSCOM** will normally serve as the single port manager for all common-user air and sea ports of embarkation and debarkation for Department of Defense operations. **US Special Operations Command (USSOCOM)** is responsible for providing trained and ready special operations forces (SOF) in response to mission taskings and is unique in that it is supported by two parallel logistic support systems. Except for special operations-peculiar items provided to SOF units worldwide through USSOCOM Service component commands, the logistic support of SOF units is the responsibility of their parent Services unless otherwise provided for by support agreements or other directives. **Supporting combatant commands** are responsible for ensuring that the supported combatant commander receives the timely and complete support needed to accomplish the mission. To service military customers, each of the three **Military Service exchange systems** has contingency resale capabilities in locations outside the continental United States deployable to all but the most remote locations. Upon the request of the supported combatant commander, tactical field exchanges can provide support to deployed personnel. Other DOD combat support agencies of interest include the **Defense Contract Management Agency**,

the Defense Security Cooperation Agency, the Defense Information Systems Agency, and the National Imagery and Mapping Agency.

Organization Options

The combatant commander has the authority to organize forces and commands as necessary to carry out the mission.

Title 10, USC, chapter 6, section 164 (c)(C) provides the combatant commander with the authority for “organizing commands and forces within that command necessary to carry out missions assigned to the command.” This authority also includes directive authority for logistics. The combatant commander can delegate directive authority for common support capability. Historically, logistic assets from different Services have combined efforts to maximize the efficiency of the overall joint operation despite the great variance in organizational options. The combatant commanders can modify or mix any of the following two major CUL joint logistic organization options.

- Single-Service logistic support.
- Lead Service or agency support with or without operational control or tactical control of other Service logistic organizations.

Each of these organizational options has distinct advantages and disadvantages, and may or may not be applicable to a particular operational situation or for a particular CUL function. Single-Service support may be a very effective support option, but it also may lead to significant inefficiencies that can reduce the overall responsiveness of logistic support. It is most applicable to major theater war (MTW) where pre-positioned stocks are adequate and/or build-up time allows for the deployment of large amounts of logistic support; however, even in these MTW scenarios, **single-Service support may be supplemented with significant lead-Service or agency CUL support.** Lead Service or agency support can be, and has been, utilized throughout the full range of military operations.

Logistic Management

How CUL is controlled and/or managed in each of the organizational options differs significantly.

In the single-Service support option, while usually limited in nature, CUL support would normally require Logistics Directorate (J-4) lead boards and centers to manage. In the lead Service or agency option, the lead Service or agency would manage the day-to-day CUL support with only limited management oversight provided by joint logistic boards and

centers. Depending on how the combatant commander delegates CUL authority, either the J-4 lead boards and centers or the lead CUL organization will be required to manage priorities, resolve issues, and make cross-leveling recommendations.

There are several major CUL-related organization options in multinational operations. These options include national support through national support elements; limited CUL support through individual ACSAs negotiated between individual contributing nations; multinational CUL support via designated role specialist nation; and multinational CUL support provided by multinational integrated logistic units. Coordination of multinational CUL support may be accomplished through individual multinational logistic boards or may be centrally coordinated through a multinational joint logistic center.

Common-User Logistics Planning and Execution

In the joint planning process, supported combatant command planners are responsible for outlining an effective and efficient logistic support concept that makes use of applicable CUL organizational options and responsibilities.

Combatant command logistic planners, in coordination with subordinate JFCs, functional component command, and Service component command logistic planners or Joint Theater Logistics Management cell, must conduct a thorough logistic estimate of the situation in order to determine the appropriate CUL support responsibilities and organizational structure. Along with their subordinate JFCs, combatant commanders must review, coordinate, and direct CUL requirements with DLA, functional combatant commanders, and Service component commanders to provide an integrated joint logistic system from the strategic to tactical levels. Additional major CUL planning considerations include developing and reviewing statements of requirements, establishing CUL support relationships, assuring proper documentation of CUL requirements and responsibilities, and establishing and maintaining standards of CUL support. Furthermore, the combatant commander and subordinate JFCs must ensure that the following items are covered in their OPLANS and OPORDs: command, control, communications, computers, and intelligence and logistic automation enablers requirements to ensure proper ITV and joint total asset visibility, coordinating and reporting instructions; and the initial logistic priorities. Lastly, the combatant commander and subordinate JFC must ensure that there are procedures in place to adjust and deconflict CUL priorities as the operation progresses.

Considerations of Common-User Logistics by Functions

Most, but not all, classes of supply are appropriate for CUL support, but specific CUL applicability depends on the individual operational situation.

All ten classes of **supply** are covered in this publication. Many supply items have special CUL planning and execution requirements, including determining the most appropriate organization option, requisitioning, and distribution requirements. **Other major logistic functions** include maintenance and salvage, transportation, civil engineering, health services support, and other logistic services: mortuary affairs; materiel (both non-hazardous and hazardous) reutilization transfers, and donations and disposal; and explosive ordnance disposal. **Other major CUL planning and execution considerations** include contracting support; HNS; refugee, enemy prisoner of war, and dislocated civilian support; multinational support; and support to other governmental agencies and nongovernmental organizations.

CONCLUSION

CUL support methodology is designed to provide prompt, efficient, and unified logistic support that enhances the deployability and combat effectiveness of the joint force. CUL support in joint operations requires detailed and continuous planning, coordination, and training. **CUL support, as a logistic option, can produce significant efficiencies by eliminating duplication provided by Service components, DOD agencies, HNS, and/or contract support in theater.** By utilizing common-item and common-service support, the combatant commander may be able to produce significant savings in the areas of logistic equipment, personnel, and supplies. These savings may further reduce the requirement for strategic lift, the logistic footprint in the joint operations area, and possibly the overall cost of an operation. Using common-item and common-service support may improve the combatant commander's and subordinate JFC's visibility of supplies and personnel flowing into the theater.

CHAPTER I

OVERVIEW

"Logistics includes the 'preparation of all material necessary for setting the army in motion' and 'comprises the means and arrangements which work out the plans of strategy and tactics'."

Jomini, *Summary of the Art of War*

1. Introduction

This chapter **defines common-user logistics (CUL)**, **describes the CUL methodology**, and **discusses rationale** for using CUL in a joint operational framework. It provides a **crosswalk between CUL support and the logistic principles** found in Joint Publication (JP) 4-0, *Doctrine for Logistic Support of Joint Operations*, and **describes general logistic authorities and documents** that are key to determining specific joint operations-related CUL responsibilities.

2. Definition

CUL is materiel or service support shared with or provided by two or more Services, Department of Defense (DOD) agencies, or multinational partners to another Service, DOD agency, non-DOD agency, and/or multinational partner in an operation. It is usually restricted to a

particular type of supply and/or service and may be further restricted to specific unit(s) or types of units, specific times, missions, and/or geographic areas.

3. CUL Support Methodology

While normal Service channels may be an effective means of supporting a joint operation, the Services will often be precluded from deploying the capabilities necessary to provide 100 percent dedicated Service support. **More often than not, the operational situation will require CUL support in order to provide effective and efficient support of one or more major services or supplies.** In fact, CUL support occurs in almost all joint operations, especially in the form of standing inter-Service support relationships. An example is Army supply and service support to US Air Force (USAF) weather detachments attached to Army regiments, divisions, and corps aviation organizations.

JOINT OPERATIONS DURING THE BERLIN AIRLIFT

During the planning and early stages of the Berlin Airlift, Navy participation had been under consideration. General LeMay, the US Air Force-Europe commander, opposed, worried about operational control and logistic support. The first proved groundless, as the two Navy squadrons worked smoothly with their Air Force counterparts at Rhein-Main Air Base. Logistics also turned out to be less of a problem than anticipated. Air Material Command assured US Air Force-Europe that there were few unique Navy aircraft parts. The Navy agreed to provide its own aircraft engines, while US Air Force-Europe agreed to stock, support, and repair Navy parts and equipment whenever possible as if they were Air Force items.

SOURCE: *The Air Force Can Deliver Anything, A History of the Berlin Airlift*
Daniel F. Harrington

When properly executed, CUL can produce significant efficiencies by eliminating duplication among Service components, DOD agencies, multinational partners, and/or contractors in theater. By utilizing common-item and common-service support, the combatant commander may be able to produce significant savings in equipment, personnel, and supplies deployed to a particular joint operations area (JOA). These savings may further reduce the requirement for strategic lift, the logistic footprint within a JOA, and possibly the overall cost of an operation.

The intent of CUL support is not to take over control of Service or DOD agency supplies and services, but to economize on the individual operational situation. This can be done by consolidating resources or tasking one Service component or DOD agency to provide common supplies or services to other Services, other national military forces, and/or to other government and nongovernment organizations operating in the JOA. CUL support can also be achieved through centrally-coordinated host-nation support (HNS) or by contracting support within the JOA.

While CUL support can provide significant efficiencies, **not all services and classes of supply — or specific commodities within a class of supply — can be considered common.** This is due to certain unique supply and service requirements among Services. While CUL support may address some logistic deployment shortfalls, it must be planned for and conducted in a very focused and deliberate manner to ensure proper execution. In summary, **CUL support is a valid method of providing select supply items and/or services in nearly all joint and multinational operations, but it must be applied judiciously.**

See Chapter IV, “Planning and Execution,” for details on CUL categories and planning considerations.

4. CUL and the Principles of Logistics

Principles of logistics found in JP 4-0, *Doctrine for Logistic Support in Joint Operations*, include **responsiveness, simplicity, flexibility, economy, attainability, sustainability, and survivability**. Several of these principles influence the decisions to use



Many classes of supply and logistic services are well suited for CUL support.

CUL vice routine Service support, economy being paramount among them.

Joint doctrine unequivocally states that **responsiveness is the keystone of the logistic principles**. Logistic support provided via normal Service channels will almost always be more responsive than CUL, provided that the Services are able to fully deploy their own support capabilities in a timely manner. Since this is often not possible, especially in short-notice, limited-scale operations in austere conditions, CUL support may be the best method to assure adequate responsiveness. **In some operations, utilizing CUL support in lieu of dedicated Service support may be the only way to obtain logistic attainability and sustainability**, hence logistic responsiveness in actual operations.

Under most circumstances, dedicated Service support is simpler to execute than CUL. This is especially true at the tactical level. However, CUL support may be somewhat simpler at the operational and theater strategic levels because it will reduce Service and DOD agency interface and competition for specific support items provided by DOD, HNS, or in-theater contractors.

The key logistic principle related to CUL is economy. CUL can significantly reduce strategic lift requirements, the logistic footprint in theater, and the overall cost of an operation. This is especially true for common-user theater contracting, which can lead to significant economies of scale as well as reduced cost by lessening competition between multiple Service and agency requirements. While efficiency is important, it is not a substitute for effectiveness.

Dedicated Service-provided support is often more flexible than CUL support, but again, this point is moot if the situation does not allow full and timely deployment of these critical Service logistic assets. In conclusion,

properly assessed, coordinated, planned and executed CUL support may often be key to providing responsive, attainable, sustainable, survivable, and reasonably simple and flexible logistic support in joint, multinational, and interagency operations.

5. Logistics Authority Discussion

US law, directives, and doctrine define Service and CUL support responsibilities. **The two key documents to understanding logistic responsibilities in joint operations are title 10, US Code (USC), chapter 6, section 165(b) and JP 0-2, *Unified Action Armed Forces (UNAAF)*.** Both describe the statutory requirement of the individual Military Departments to provide logistic support to Service forces assigned to the combatant commands. Title 10, USC, and JP 0-2, *Unified Action Armed Forces (UNAAF)*, also describe the combatant commander's directive authority for logistic matters that pertain to assigned forces in specific joint operations. Directive authority for logistic authority is inherent in combatant command (command authority) (COCOM) as described in JP 0-2, *Unified Action Armed Forces (UNAAF)*. Furthermore, a combatant commander may delegate directive authority for a common support capability to subordinate commanders. However, the combatant commander must formally delineate this delegated directive authority by function and scope to the subordinate joint force commander (JFC), Service component commander, or DOD agency. In summary, while overall responsibility for logistic support remains with the individual military Services, operational circumstances may often require selected CUL support to be controlled and provided outside normal Service support channels.

6. Sources of Authority

Key to understanding CUL support methodology is the understanding of the

different source documents that direct CUL support requirements. These sources include DOD directives (DODD) and DOD instructions (DODI) that assign common-user logistic executive agent responsibilities; inter-Service support agreements (ISSAs); acquisition and cross-servicing agreements (ACSAAs); and combatant commander and subordinate JFC operation plans (OPLANs) and/or operation orders (OPORDs) and directives (see Figure I-1). Following is a general discussion on each of these key sources.

a. **DOD Directives and Instructions.** A DOD component may be designated by the President, the Secretary of Defense (SecDef), or law as the DOD executive agent to perform a function or service for others. These **formal designations are normally published in the form of Presidential directives, legislative action, or Secretary of Defense directives, instructions, or memoranda.** The authority to designate a DOD component as a DOD executive agent for a specific CUL function

is found in title 10, USC, chapter 6, section 165 (c). **Executive agent responsibilities are normally focused on national strategic level activities, but may also carry over to CUL-related support in a specific theater.** Therefore, Military Department or DOD agency-level executive agency responsibilities must be closely considered, and are normally closely aligned with combatant commander-directed lead Service or agency common-user logistic requirements. **Current SecDef directives, instructions, and memoranda are posted on the Defense Link web site.**

See JP 0-2, Unified Action Armed Forces (UNAAF), for more discussion on executive agent responsibilities.

b. **Inter-Service Support Agreements.** ISSAs are formal support agreements between Services, DOD, and/or non-DOD agencies. Most ISSAs are developed at the local level, while some may require Service Secretariat and governmental agency

COMMON-USER LOGISTICS SOURCES OF AUTHORITY

- **Department of Defense Directives and Instructions**

- **Inter-Service Agreements**

- **Acquisition and Cross-Servicing Agreements**

- **Combatant/Subordinate Joint Force Commander's Operation Plans, Operation Orders, and Directives**

Figure I-1. Common-User Logistics Sources of Authority

DOD EXECUTIVE AGENT FOR VETERINARY SUPPORT EXAMPLE

The Secretary of the Army is the DOD executive agent responsible for veterinary support for all of the Department of Defense. However, while the Army has overall responsibility for providing veterinary support to the other Military Departments, this executive agent responsibility does not automatically make the Army force commander responsible to provide veterinary support to all joint operations. In reality, Army veterinarians and veterinary detachments are permanently assigned to selected Military Departments — Army, Navy, and USAF — major commands worldwide. Therefore, the USAF or Navy could also be directed by the combatant commander as the lead Service for veterinary support in a joint operation utilizing the US Army veterinary capabilities already under their direct control.

SOURCE: Letter of Instruction, Office of the Secretary of Defense (OSD),
Health Affairs, 5 August 1993

DOD CLASS III(B) EXECUTIVE AGENT EXAMPLE

The DOD-level executive agency instructions for fuel support to the Department of Defense (DOD) covers responsibilities of all three Military Departments. The Secretary of the Army shall provide wartime planning and management of overland petroleum distribution support, including inland waterways, to US land-based forces of all DOD components. To ensure wartime support, the Army shall fund and maintain tactical storage and distribution systems to supplement fixed facilities. The Army shall also provide the necessary force structure to operate and install tactical petroleum storage and distribution systems, including pipelines. The Army shall maintain laboratories for certification testing of petroleum and related products used in ground vehicle and equipment system applications and other than fixed-wing aircraft. The Secretary of the Navy shall provide wartime planning and management of forward-deployed seaward and over-water petroleum movements of fuel to the high-water mark for US sea- and land-based forces of all DOD components. The Navy also shall provide laboratories for the certification of fuel and petroleum-related products used in ship and watercraft applications. The Secretary of the Air Force shall provide distribution of petroleum products by air. This method of movement is reserved for situations demanding immediate support in remote locations. The Air Force shall also provide laboratories for the certification of fuel and petroleum-related products used in aircraft systems applications and submit requirements for competitive coal and natural gas to be procured by the Defense Logistics Agency. Clearly, this defense fuels-related executive agent directive has direct implications to Class III(B) support and must be considered by combatant commander, subordinate joint force commanders and Service component commanders when planning support to joint operations.

SOURCE: DODD 4140.25 subject: *DOD Management Policy for Energy Commodities and Related Services*, April 20, 1999

director-level approval. However, these Secretariat level ISSAs should not be confused with formal DOD-level executive agent responsibilities discussed above. ISSAs can be long-term or for a specific time period. They must clearly document funding and reimbursement procedures as well as standards of support between the supplying and receiving Services or agencies. Deviations to the provider's standards need to be requested and negotiated prior to ISSA approval. DODI 4000.19, *Interservice and Intragovernmental Support*, governs ISSA procedures.

c. Acquisition and Cross-Servicing Agreements. Negotiated on a bilateral basis with US allies or coalition partners, these agreements allow US forces to acquire or exchange most common types of support, including food, fuel, transportation, limited types of ammunition, and equipment. Authority to negotiate ACSAs is currently delegated to the combatant commander by the Secretary of Defense. ACSAs are agreements based on statutes under which the United States agrees to provide logistic support, supplies, and services to military forces of another country or organization in return for reciprocal provisions of logistic support, supplies, and services or on a reimbursement basis from the host nation (HN). This authority cannot be used to procure from any foreign government or international organization any goods or services reasonably

available from US commercial sources. Additionally, the US ACSA approval process can be very restrictive and time consuming, especially in non-combat operations. Therefore, ACSAs may not be suitable CUL agreement vehicles in short notice, non-combat contingency operations.

d. The Combatant Commander's and Subordinate JFC's OPLAN and/or OPORD and Directives. A combatant commander, via COCOM authority, may delegate a common support responsibility to a subordinate JFC, Service component, or DOD agency. This delegation of CUL authority normally covers a specific common-user item or service support within a specific joint operation and may be further limited to specific units, types of units, time periods, and/or geographical areas. In most cases, the combatant commander would delegate this authority to the Service or DOD agency that is the dominant user of the applicable CUL supply or service. In some cases, the combatant commander may designate a Service component or DOD agency as the single integrated theater logistic manager (SITLM) for a particular common item or service within a specific theater of operations. **SITLM responsibilities are long-term, narrowly focused lead Service responsibilities** that are applicable only to mature areas such as Korea in the Pacific theater. In all cases, the combatant commander must publish the specifics of

US ARMY LOGISTICS SUPPORT TO US AIR FORCE

An example of an inter-Service support agreement (ISSA) is US Army logistic support to US Air Force (USAF) tactical air control parties (TACPs). This particular Service Secretariat-level ISSA is a long-term agreement that requires the Army to provide significant common-user logistic support — life support, fuel, selected maintenance, Class IX support to USAF TACPs that are attached to Army tactical units.

SOURCE: Air Force Policy Directive 13-1 and Army Regulation 525-25

the delegation of authority to include responsibilities and limitations, in the form of an OPLAN and/or OPORD or directive.

7. Summary

When establishing CUL responsibilities within a subordinate joint force, the combatant commander must take into account existing CUL-related, DOD-directed executive agencies as well as any existing CUL-related agreements. CUL responsibilities are normally based on the combatant commander's determination of the most capable Service and/or the dominant

user of a particular service or commodity. Combatant commander-level CUL lead Service or agency requirements are normally aligned with, and should not contradict, existing DOD executive agent, ISSA, SITLM, and/or ACSA CUL support requirements. Regardless of the source of authority, all major CUL support responsibilities should be addressed in the combatant commander's, subordinate JFC's, functional component's (if utilized), Service component's, and DOD agency's planning process, force apportionment decisions, and appropriate OPLANs and/or OPORDs.

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CHAPTER II

ROLES, RELATIONSHIPS, AND RESPONSIBILITIES

"When discussing the particulars of the logistical aspects of General William Tecumseh Sherman's epic march to the sea campaign, George Thorpe wrote "Sherman's organization was a great step in Logistics; the organization was largely made in the preparatory stage, instead of after the battle was on. Through giving his chief logistical officers large powers and keeping them in close touch with the requirements that would be imposed, he secured the exercise of initiative and cooperation. But if the organization could have been made even earlier, and if it had been supported by similarly well-organized Logistics throughout the War Department, the costs would have been very much less; for it is said that methods were not weighed on the basis of 'How much will it cost?' but rather, 'Can it be done at any cost?'"

George C. Thorpe, Lieutenant Colonel, USMC, *Pure Logistics*, 1917

1. Introduction

This chapter outlines the roles, relationships, and responsibilities of joint, Service, DOD, and federal government organizations relative to the planning and execution of CUL. CUL support involves numerous commands and agencies that are stakeholders in the process. Clearly understanding their roles is the first step in planning for and conducting integrated and coordinated CUL support to joint operations.

2. Department of Defense

a. The Secretary of Defense is responsible for the assignment of the forces and strategic lift resources to the combatant commands to perform missions assigned to those commands and for strategic interagency coordination. The Secretary of Defense also issues directives, instructions, and memoranda delineating DOD executive agency responsibilities, some of which have direct implications to specific CUL responsibilities in joint operations.



The Secretary of Defense is responsible for the assignment of the forces and strategic lift resources to the combatant commands.



The Chairman of the Joint Chiefs of Staff is responsible for monitoring the capability for common-user transportation to ensure it meets the requirement of DOD components.

b. The **Chairman of the Joint Chiefs of Staff (CJCS)**, 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. CJCS responsibilities related to CUL include the following.

- Reviewing and evaluating Military Departments' movement requirements, resources, and allocated capability.
- Monitoring the capabilities of United States Transportation Command (USTRANSCOM) common-user transportation resources to provide airlift, sealift, continental United States (CONUS) land transportation, ocean terminal service, and aerial port service based upon DOD requirements.
- Preparing joint logistic and mobility plans to support strategic plans and recommending the assignment of logistic and mobility responsibilities to the Armed Forces in accordance with those plans.

- Allocating strategic lift assets to the supported combatant commander through the CJCS execute order.
- Adjudicating competing support requirements between combatant commanders and/or Services.
- Adjudicating competing lift requirements as requested by USTRANSCOM or the Joint Transportation Board.

3. Military Departments

a. The **Secretaries of the Military Departments** are responsible for the administration and support of the forces assigned or attached to combatant commands. They fulfill their responsibilities by exercising administrative control (ADCON) through the commanders of the Service component commands assigned to combatant commands. The Services exercise authority and responsibilities codified under US laws, DODDs, and joint doctrine, which also describe the command relationships between combatant and component commanders.

b. The Army, Air Force, Navy, and Marine Corps (under their respective Secretaries) are responsible for the following logistic-related functions enumerated in DODD 5100.1, *Functions of the Department of Defense and Its Major Components*.

- Determining Service force requirements and recommending force requirements to support national security objectives and strategy and to meet the unified combatant commands' operational requirements.
 - **c. The Coast Guard, normally under the Department of Transportation (DOT), provides logistic support for its assets through four major supply and support centers that receive the bulk of their support from the Federal Supply System.** In addition, the Navy provides outfitting and logistic support to Coast Guard cutters, aircraft, deployable units, and facilities to ensure that the Coast Guard is prepared to carry out assigned naval warfare tasks. Details are provided in OPNAV 400.79, *Policy for US Navy Support of the Coast Guard*.
- ### 4. United States Joint Forces Command
- United States Joint Forces Command (USJFCOM) facilitates the building of joint capabilities through the sourcing of selected CUL capabilities from existing Service structures. USJFCOM is also heavily involved in providing trained and ready CONUS-based joint force assets to geographic combatant commanders, including military units that support or perform logistic operations.
 - USJFCOM fulfills this responsibility by performing three distinct functions — trainer, integrator, and force provider — with its assigned CONUS-based forces.
 - As the joint force **trainer** for CONUS-based forces, USJFCOM provides training through joint operations staff training programs and simulation-driven joint force command post exercises.

- USJFCOM is also the lead **integrator** of capabilities from the five Services, Reserve Components (RCs), and interagency sources. USJFCOM focuses on developing and maintaining technological interoperability among Service distribution and selected logistic systems.
- As the **CONUS-based joint force provider**, USJFCOM's four component commands — US Army Forces Command; Marine Forces, Atlantic; Atlantic Fleet; and Air Combat Command — provide joint force assets needed to support geographic combatant commands. USJFCOM plays an important role in the sourcing of key logistic organizations that provide vital CUL capabilities that may not be available through the supported combatant commander's own Service component commands nor readily available through HNS or other in-theater contracts.

5. Key CUL Organizations

Key CUL organizations are the theater strategic and operational level commands that plan for, control, coordinate and actually execute CUL operations. These **key organizations include the supported geographic combatant commands, the subordinate joint force commands (to include joint task forces (JTFs)) and joint force Service component commands.**

a. **Supported Geographic Combatant Commands.** Geographic combatant commanders are responsible for developing and producing joint plans and orders in response to mission taskings in their areas of responsibility (AORs). During joint operations, geographic combatant commanders plan and conduct campaigns and military operations to accomplish assigned missions.

- Combatant commands are responsible for developing effective and efficient logistic support concepts that make use of various distribution and support techniques, to include use of CUL tailored to operation-specific circumstances. Ultimately, **commanders of geographic combatant commands are responsible for coordinating with the Defense Logistics Agency (DLA), the Defense Contract Management Agency (DCMA), USTRANSCOM, and Service component commanders to both provide an integrated distribution and support system from origin to destination during theater contingency operations** and to develop a theater plan or capability for capture of related in-transit visibility (ITV) data.

- **Combatant commanders are key to ensuring that distribution and logistic support to campaigns and operations executed within their AORs are properly planned and executed.** One way they accomplish this is through their directive authority for logistics, which includes issuing directives to subordinate commanders. These directives include **measures necessary to ensure effective execution of approved OPLANS; effectiveness and economy of operation; and prevention or elimination of unnecessary duplication of facilities and overlapping of functions among the Service component commands.** During peacetime, the scope of the logistic authority exercised by the commander of a combatant command will be consistent with the peacetime limitations imposed by legislation, DOD policy or regulations, budgetary considerations, local conditions, and other specific SecDef or CJCS-prescribed conditions. During crisis action, wartime, or where critical situations make diversion of the normal logistic process necessary, the

combatant commanders' logistic authority enables them to use all necessary facilities and supplies of all forces assigned to their commands to accomplish their missions. Joint logistic doctrine and policy developed by the Chairman of the Joint Chiefs of Staff establishes wartime logistic support guidance that will assist the combatant commander in conducting successful joint operations.

- As units are permanently transferred to the supported combatant commander, the combatant commander's activities and roles change, resulting in a greater need for reliable and accurate asset visibility in order to gain greater control over logistic operations. Specifically, **combatant commanders, through their directive authority for logistics, must ensure the following.**
 - Overall effectiveness and economy of the joint force, Service component, and applicable agencies' logistic plans.
 - Establishment of the critical item list and allocation of critical distribution and CUL resources.
 - Review of all subordinate Service component and DOD support agency statements of requirements and logistic plans.
 - Coordination of supply support between Service components and/or DOD support agencies.
 - Establishment of supply build-up rates.
 - Establishment of stockage levels for selected critical items.
 - Allocation of critical logistic resources.
- Prioritization of the joint theater distribution and logistic effort by phase or operation.
- Management of all intratheater movement of assets.
- Management of the deployment, employment, and redeployment of supporting forces.
- Coordination of the overall joint logistic preparation of the battlespace effort in order to identify and gain access to key terrain, facilities, etc.
- Prevention or elimination of unnecessary duplication of facilities and overlapping functions among the Service component commands.
- Achievement of required economies through proper and detailed delegation of directive authority for common-item support to the appropriate joint force, Service component, or agency as either a CUL lead organization and/or as formal SITLM.
- Clear identification of detailed logistic planning and specific lead CUL organizations designations, responsibilities, and CUL execution parameters in the OPLAN and/or OPORD.
- Planning and resourcing of communication and/or information networks to support distribution.
- Establishment of a theater capability to capture and maintain total asset visibility of common-user materiel and services.
- Organization of functional boards or centers to centrally manage critical assets and more effectively react to unforeseen circumstances.

- A combatant commander's directive authority may only be delegated for specific common-item and/or Service support. The combatant commander's directive authority does not discontinue Service responsibility for logistic support even if it is being executed by another Service or agency. Combatant command delegated common-item support authority — accomplished through either temporary CUL lead or long-term SITLM responsibilities — must be clearly delineated in, and executed in accordance with (IAW), combatant commander OPLANS, OPORDs, and/or directives. Subordinate joint force and Service component commanders do not have the authority to deviate from the combatant commander's CUL plans or directives without formal combatant commander approval.

b. Subordinate Joint Force Commands

- Subordinate joint forces include subordinate unified commands and JTFs. The subordinate JFC works for a combatant commander who retains overall responsibility for logistic planning and execution; however, the subordinate JFC will establish a Logistics Directorate of a joint force (J-4) who will coordinate logistic support within the joint force. The subordinate joint force J-4 is responsible to coordinate with the supported combatant commander, subordinate joint forces (if utilized), Service components, and DOD agency J-4s or equivalent staff officers. While each Service is responsible for the logistic support of its own forces, the Service components will use the common distribution system and other combatant commander-directed CUL support to execute the overall logistic support mission.

• The JFC plays a major role in optimizing resources and synchronizing materiel support to attached forces. In order to effectively execute these responsibilities, the J-4 needs to fully understand the force logistic requirements, the distribution operations required to sustain them, and specific CUL designations from the combatant commander. He also must actively manage the execution of the distribution and CUL requirements to meet the JFC's intent. This coordination will take place in both the planning and execution phase of the operation. The principal CUL-related logistic responsibilities of the JFC, coordinated through and managed by the J-4 staff, are as follows.

- Determine overall joint force functions and requirements.
- Review all Service support requirements as they relate to determining CUL requirements.
- Determine the source of support (military, civilian, HN, or other).
- Recommend specific lead joint force, Service, or agency CUL responsibilities to the combatant commander.
- Coordinate CUL support IAW tasking assigned in Annex D ("Logistics") to the OPLAN or OPORD.
- Establish, maintain, and change priorities based on the operational situation and the combatant commander's guidance.
- Monitor critical classes of supply support capabilities for the purpose of mission tasking and economy of resources and cross leveling of critical

common-item resources IAW combatant commander directives for logistics.

- Coordinate agreements for inter-Service supply and support, local procurement and controls, and allocated indigenous facilities and logistic resources available at staging bases and in the JOA.
 - Coordinate agreements, transactions, and implementing instructions for US and multinational support logistic exchange issues with the appropriate Service component, agency, and/or multinational points of contact.
 - **Joint Task Forces.** One of the most common joint force organizational options is the JTF, which, IAW JP 0-2 *Unified Action Armed Forces (UNAAF)*, has special logistic considerations that deserve special attention. Specifically, JP 0-2 states that JTF operations do not require overall centralized control of logistics. However, this statement does not negate the combatant commander's directive authority for logistics authority, which allows him or her to direct specific CUL requirements to selected joint commands, Service components, or DOD agencies. In all joint operations, some limited — maybe even significant — CUL support will be required depending on the individual operational situation.
- c. **Supported Combatant Commander Service Component Commands.** Commanders of the Service component commands have overall responsibility for logistic support of their forces and direct communication with appropriate headquarters (HQ) on all logistic matters. The exception is when logistic support is provided for by agreements with national agencies or allies, or by such combatant command assignments as CUL lead or long-term SITLM responsibilities. The supported combatant command's Service component commands implement and execute administrative and logistic functions via their **ADCON authority over all subordinate Service forces** in the AOR. Service component commands also remain responsible for direct communications with appropriate HQ on all logistic matters. **The Service component commanders are responsible for the following specific logistic-related functions.**
- Providing logistic support to all subordinate forces in theater unless specifically directed otherwise through existing executive agency, ISSA, ACSA, or combatant commander-directed CUL support.
 - Executing all CUL functions directed by approved executive agency, ISSA, ACSA, or combatant commander-directed CUL support.
 - Supporting the supported combatant commander and subordinate and joint forces with the appropriate business processes, automated information systems (AIS), and automated identification technologies (AITs) to facilitate data capture and transmission to designated DOD visibility systems IAW the supported combatant commander's theater ITV and asset visibility data capture plan.

6. Defense Logistics Agency

- a. **DLA is the Department of Defense's major logistic support agency.** Controlled and directed by the Under Secretary of Defense for Acquisition and Technology, DLA functions as an integral element of the DOD military logistic system. **DLA provides worldwide wholesale-level distribution and**

limited in-theater CUL lead organization support capability to the Military Departments and the combatant commands across the full range of military operations, as well as to other DOD components, federal agencies, foreign governments, and international organizations. It is the lead DOD organization for AIT matters. DLA manages or distributes more than 80 percent of existing stocks of defense materiel, including Service-“owned” stocks and nearly all of the fuel and petroleum products for military usage. Consequently, it is a key element to CUL-supported operations. **DLA’s CUL-related responsibilities include the following.**

- Integrated materiel and supply chain management and distribution support for all subsistence; clothing and textiles; maps and charts; bulk fuel and packaged petroleum products; construction materiel; medical supplies and equipment; and weapon system consumable repair parts.
 - Property disposal services, including facilitate Service component retrograde of usable DOD Foreign Excess Personal Property and provide compliant disposal of scrap hazardous material and waste.
 - DLA-Defense Reutilization and Marketing Service (DRMS). Lead agency for functions related to the international Basel Convention, an international agreement regulating international transport and disposal of hazardous waste.
 - Executive agent responsibilities for the DOD Donation Program.
- b. During joint contingency operations, DLA will assist the supported combatant commander by establishing a **DLA contingency support team (DCST)** to consolidate in-theater management of DLA

operations and provide a single point of contact. The level of support provided by the DCST is based on the mission and tasks assigned to DLA by the combatant commander.

More details on DLA contingency support can be found in Appendix A, “The Defense Logistics Agency.”

7. Defense Contract Management Agency

DCMA is the combat support agency that provides worldwide contract management services in times of peace, crisis, and war, to include administering civil augmentation program contracts; (e.g., Logistics Civilian Acquisition Program (LOGCAP), Air Force Civil Augmentation Program (AFCAP), and Construction Capabilities Contract (CONCAP)).

8. Other National Logistic Sustainment Providers

Each Service has a wholesale logistic provider that is an integral part of the national logistic sustainment base. The provider, who can support common-item requirements or services, can be accessed through the respective theater Service component logistic organization. In addition to the Services’ primary wholesale support commands, there are two major DOD construction agents and one medical support command that may provide limited CUL support at the operational level joint force. Specific discussion on the DOD construction agents and medical command can be found below.

a. **Service Strategic-Level Support Commands.** The Services’ primary strategic level wholesale logistic providers are the **Air Force Materiel Command (AFMC)**, **US Army Materiel Command (USAMC)**, the **Naval Supply Systems Command (NAVSUP)**, and the **US Marine Corps**

Materiel Command (MARCORMATCOM). Following is a synopsis of each of their responsibilities.

- **AFMC.** AFMC is the major command responsible for researching, developing, testing, acquiring, and sustaining USAF weapon systems. The command's research laboratories, test and product centers, and maintenance depots provide continuous product and process improvement throughout the life cycle of a wide range of space, aircraft, engine, missile, command and control (C2), information, and armament systems. AFMC also performs depot repairs and modifications of the Navy's Harpoon missile, E-3, and E-6 aircraft and handles 70 percent of DOD repair needs for aircraft landing gear, wheels, brakes, and struts. An integral part of the warfighting team, AFMC contributes to readiness by providing technical support for fielded systems, delivering repair and consumable parts, and deploying standard air munitions packages (STAMPs) and standard tanks, racks, and pylons packages (STRAPPs).

- Acting as swing stocks to fill the gaps between the theater's minimum munitions stockpile requirements and theater on-hand stocks, STAMP and STRAPP help support combat operations until regular munitions supply channels are established. In addition, the command's unique engineering and installation (E&I) forces and combat logistic support squadron (CLSS) teams provide rapid response logistic support to joint forces worldwide. E&I mobility forces provide in-theater support of command, control, communications, and computer (C4) systems, air traffic control, and landing systems. These forces install, relocate, repair, and reconstitute C4 equipment and theater fixed antenna and cable assets. They also

add C4 capabilities to meet additional sustaining force requirements, modify C4 assets to increase survivability, and assess battle damage to C4 equipment. Battle damage assessment and depot-level repair of aircraft are the primary mission of AFMC's CLSS aircraft battle damage repair teams, which deploy with an engineer to support a specific weapon system. Other CLSS teams accomplish jet engine intermediate- and depot-level maintenance, augment supply and freight packaging operations, and perform rapid area distribution support (RADS). RADS teams provide ITV, to include recovery and tracking of inbound and retrograde assets in DOD, federal agencies, and commercial supply and transportation systems.

- AFMC employs contractor field teams to perform modification, maintenance, or repair on various DOD weapon systems and support equipment at worldwide locations. AFMC is also a key player in responding to urgent, time-sensitive mission requirements that arise during combat or crisis operations. Rapid response involves accelerated fielding of immature systems in the acquisition cycle as well as critical new technologies and systems that meet theater-specific wartime needs in minimum time and that are supportable in-place, affordable, and have acceptable risk. AFMC's rapid response capabilities, for example, made it possible to exploit contractor operated Joint Surveillance Target Attack Radar System aircraft in the Gulf War and employ the 5,000 pound GBU-28 Laser-Guided "Bunker Buster" Bomb, which was successfully developed, tested, and operationally fielded in less than 60 days during Operation DESERT STORM.

- **USAMC.** USAMC operates as the Army's readiness command and provider of materiel readiness — technology,

acquisition, materiel development, and sustainment — to the Army's total force across the range of joint military operations. This mission is best summarized by USAMC's three core competencies: acquisition excellence, logistics power projection, and technology generation and application.

- At the operational and tactical level, USAMC has the capability to deploy a tailored multifunctional logistic support element (LSE) made up of a combination of military, civilian, and contractor personnel. Its mission is to enhance unit readiness by bringing US-based technical capabilities and resources forward to the JOA. The LSE's unique skills include sustainment maintenance, oil analysis, calibration of test equipment, ammunition surveillance, release of pre-positioned strategic stocks, materiel fielding, and technology insertion. The LSE includes logistic assistance representatives assigned to division and corps units to facilitate and expedite forward support. The LSE works in coordination and cooperation with the DCST.

- The USAMC also manages the LOGCAP support contract. The USAMC support contract is written for peacetime planning and contingency operations. The support contract has the capability for a wide range of construction, engineering, and logistic services.

- NAVSUP. The Naval Supply Systems Command's mission of providing support to US Navy (USN) forces worldwide encompasses a broad and diverse set of responsibilities. In addition to performing direct operational support functions, NAVSUP provides the policies, procedures, and business

systems that govern the Navy supply system, including the following.

- Logistic support (supply operations, contracting, security assistance, transportation, fuel management, hazardous material management, information systems) and quality of life services (Navy Exchanges, food, financial, and postal services).
- The worldwide integrated Navy Supply System, which gets the Fleet what it needs, where and when it needs it. Exercises centralized control over 400,000 different line items of repair parts, components and assemblies that keep ships, aircraft, and weapons operating. NAVSUP provides a variety of logistic support services and products to Navy and other military customers.
- Managing contracting activity for the Navy field contracting system that consists of 75 activities. With contracting authority and technical policy guidance from the command, these activities annually contract for over \$5B in equipment, supplies, and services, making more than 235,000 individual purchases.
- Information systems design, development and maintenance support for numerous shore activities in the functional areas of logistics, transportation, finance and accounting, and inventory math modeling.
- Management of Fleet fuel requirements, operating ten major fuel depots and acting as technical advisor to Navy shore activities and afloat units on petroleum matters.
- Transportation of Navy materiel by determining requirements, funding them,

and monitoring the carriers' performance.

- Management of the Navy's Hazardous Material Program. Actively involved in environmental issues that reduce hazardous waste and the procurement of hazardous material, both afloat and ashore.
- Operation of the Naval Ammunition Logistics Center that manages the Navy's and United States Marine Corps (USMC) aviation ordnance and provides numerous Naval aviation ordnance services as depicted in Figure II-1.

- **MARCORMATCOM.** On behalf of the Commandant of the Marine Corps, MARCORMATCOM provides life cycle

management of Marine Corps ground weapons systems, munitions, and information systems to ensure materiel readiness of operating forces. **MARCORMATCOM has the capability to send out ad hoc teams as requested from the Marine Corps forces (MARFOR) commander.** Marine Corps contact teams from Albany and/or Barstow may be formed to provide depot maintenance support or augment intermediate 4th echelon maintenance support. The MARFOR may request that MARCORMATCOM deploy technical advisory assistance team support regeneration of the maritime pre-positioning force (MPF) prior to redeployment. The scope of the operation and mission will determine the exact task organization of the teams.

NAVAL AMMUNITION LOGISTICS CENTER FUNCTIONS

- ▶ Strategic global stockpile management
- ▶ Worldwide distribution and deployment of naval in-service ammunition
- ▶ Naval ammunition inventory accuracy program management
- ▶ Naval demilitarization and disposal program management
- ▶ Naval ammunition policy implementation monitoring of traffic management, transportation, and safety and security procedures for movement of naval ordnance
- ▶ Technical functions that support the overall in-service ordnance management mission

Figure II-1. Naval Ammunition Logistics Center Functions

b. Contract Construction Agents. The DOD construction agents (see DODD 4270.5, *Military Construction Responsibilities*) are the **US Army Corps of Engineers** (USACE), the **Naval Facilities Engineering Command** (NAVFACENGCOM), or other such approved DOD activity. Their responsibilities include design, award, and management of construction contracts for projects associated with the peacetime construction program. Overseas, USACE, NAVFACENGCOM, and the Air Force are assigned specific geographical areas under DODD 4270.5, *Military Construction Responsibilities*. In the case of contracting for construction in contingencies, the designated DOD construction agents for specific geographical areas may be used to provide construction in support of military operations. **For geographic areas where there is no designated DOD construction agent, the supported combatant commander will usually designate a contract construction agent to support a particular contingency operation.** If military construction appropriations are used, the Services usually provide them directly to the construction agents for execution.

See JP 4-04, Joint Doctrine for Civil Engineering Support, for further details.

c. National Level Medical Support Command. **US Army Medical Materiel Agency** is the Department of Defense's primary focal point for medical materiel procurement, fielding, and sustainment. Additionally, they have limited capability to provide medical logistic support teams during joint contingency operations.

9. Key Functional Combatant Commands

While the supported combatant commanders capitalize on the power inherent in joint operations by synchronizing the complementary warfighting capabilities of all

the Services and supporting commands into a unified effort, **one or more functional combatant commands are normally involved in every phase of a joint operation.** The key functional combatant command that is directly related to CUL is USTRANSCOM.

a. United States Transportation Command. The Commander in Chief, US Transportation Command (USCINCTRANS) provides strategic common-user air, land, and sea transportation for the Department of Defense across the range of military operations. USCINCTRANS serves as the **DOD single port manager (SPM) worldwide for all common-user air and sea ports** of embarkation and debarkation. SPM ensures the seamless transfer of personnel, cargo, and equipment in any given theater.

- Geographic combatant commanders are the supported commanders in determining movement requirements and required delivery dates. USCINCTRANS is the supporting commander who, with the transportation component commands, provides a complete movement system from origin to initial theater destination.
- **A key area of concern related to USTRANSCOM CUL support is the command relationships between the geographic combatant commander (or subordinate JFC) and USTRANSCOM's component command elements that operate in the theater.** These relationships must be clearly identified in the planning process, because these USTRANSCOM component commands may not be attached to the geographic combatant commander. This can affect how they are incorporated (or not incorporated) into the overall JFC CUL efforts. For example: the Military Traffic Management Command (MTMC) may arrange port contracting support separate from any centralizing JFC contracting

agency. Key to precluding duplication of effort, lack of support, and/or competition for local resources is proper coordination and approval of the C2 and support relationships between the in-theater USTRANSCOM component command organizations and the JFC.

- The USTRANSCOM component commands operate the Defense Transportation System (DTS). DTS-specific operations are covered in JP 4-01, *Joint Doctrine for the Defense Transportation System*. Following is a discussion of USTRANSCOM component commands' CUL-related responsibilities.

• Air Mobility Command (AMC). AMC is a major USAF command. As a transportation component of USTRANSCOM, AMC provides common-user airlift, air refueling, and strategic aeromedical evacuation transportation services to deploy, employ, sustain, and redeploy US forces on a global basis. Additionally, AMC is the single aerial port manager and, where designated, operator of common-user

aerial ports of embarkation and/or aerial ports of debarkation.

• Military Sealift Command (MSC). MSC is a major command of the USN. As a transportation component of USTRANSCOM, MSC provides common-user and exclusive-use sealift transportation services to deploy, employ, sustain, and redeploy US forces on a global basis.

• Military Traffic Management Command. MTMC, a major US Army command, is the CONUS surface transportation manager. It provides common-use ocean terminal and traffic management services to deploy, employ, sustain, and redeploy US forces on a global basis. MTMC conducts transportation engineering to ensure deployability and feasibility of present and future deployment assets. Additionally, MTMC is the seaport manager under the SPM concept for all common-user seaports of embarkation (SPOEs) and/or seaports of debarkation (SPODs). When designated, MTMC also serves as the port operator.



AMC provides common-user airlift, air refueling and strategic aeromedical evacuation.

b. US Special Operations Command.

USSOCOM is responsible for providing trained and ready special operations forces (SOF) in response to mission taskings. These forces are organized, trained, and equipped specifically to accomplish nine principal missions: direct action, special reconnaissance, foreign internal defense, unconventional warfare, combatting terrorism, psychological operations, civil affairs (CA), counterproliferation of weapons of mass destruction, and information operations. In addition, SOF frequently conduct the following collateral activities: coalition support, combat search and rescue, counterdrug activities, humanitarian demining, foreign humanitarian assistance (FHA), security assistance, and special activities.

- The Military Departments are responsible for providing or arranging for the administration and support of Service forces assigned to the combatant commands, including Service-common support of assigned SOF units. However, it is the supported geographic combatant commander who has overall

responsibility to ensure that all joint logistic and administrative support, including SOF support, is coordinated and executed. In-theater non-special operations (SO)-peculiar logistic support can be provided through Service component and/or CUL lead Service or agency support channels. Normally, a designated lead Service is responsible to provide selected common administrative and CUL to the joint SOF headquarters.

- **The theater Special Operations Command J-4 is responsible to interface and coordinate with theater support elements for SOF sustainment.** SOF must be integrated into any applicable CUL support plans. This is especially important during the early stages of a deployment while the conventional theater logistic infrastructure is being established. SO-peculiar support will normally be provided to theater-deployed SOF through USSOCOM Service component logistic infrastructures. Effective and efficient SOF support in joint operations requires skillful integration of Service-



SOF logistic support may come from several different sources: USSOCOM for SO-peculiar items, the Service components for Service specific items and CUL support (if applicable) for common items.

common and SO-peculiar logistic support systems.

For more information on support to special operations, see JP 3-05, Doctrine for Joint Special Operations, and JP 3-05.1, Joint Tactics, Techniques, and Procedures for Joint Special Operations Task Force Operations.

10. Supporting Combatant Commands

a. Many operational situations require that one combatant commander support another. Support is a command relationship obligating the supporting organization to aid, protect, complement, or sustain the supported organization. **The supporting combatant commands' primary task is to ensure that the supported combatant commander tasked to achieve national objectives receives the timely and complete support needed to accomplish the mission.**

b. Supporting combatant commanders have four major responsibilities that could affect CUL operations (see Figure II-2).

- **Make selected CUL forces available** to supported combatant commanders as required by the National Command Authorities (NCA) through the Chairman of the Joint Chiefs of Staff. The **supporting combatant commander will, on occasion, be required to coordinate the allocation of selected CUL forces from one or more of its subordinate component commands** to deploy to, and provide support in, another combatant commander's theater of operations.
- **Verify Movement Data.** Supporting combatant commanders are responsible to the supported combatant commander for the accurate reporting of their movement requirement data. Unit verification of movement data must

SUPPORTING COMBATANT COMMANDER RESPONSIBILITIES

Make forces available to supported combatant commander

Verify movement data

Monitor the sustainment flow

Coordinate employment needs

Figure II-2. Supporting Combatant Commander Responsibilities

begin at the deploying unit or supporting organization level, since they are most familiar with what is being deployed for the operation.

- **Monitor the Sustainment Flow.** Supporting combatant commanders should establish a control system capable of interfacing with the supported combatant commander's theater distribution system and USTRANSCOM's movement control system. The supporting combatant commander's control system needs to be integrated into the global distribution system in order to regulate the flow of forces, equipment, and materiel originating in their AOR and from depots, Service supply activities, and commercial firms located in their AOR. ITV is essential to the successful flow and integration of supporting assets into the supported AOR. Supporting combatant commanders must ensure that their business processes, AIS, and AITs facilitate ITV data capture and transmission to meet the supported combatant commander's asset visibility requirements. Supporting combatant command control systems must be able to respond to changes or unforeseen circumstances that develop during mission execution.
- **Coordinate Employment Needs.** Effective and responsive integration and coordination are the keys to success in supporting operations. Supporting combatant commands must remain cognizant of the needs of the supported combatant commander. Situational awareness is accomplished by supporting combatant commands maintaining a broad focus of the global distribution system, anticipating theater distribution requirements, and resolving issues before they negatively impact joint force operations.

11. The US Coast Guard

a. The United States Coast Guard (USCG) is a Military Service and a branch of the Armed Forces of the United States at all times (14 USC 1). It is specifically authorized to assist the Department of Defense in performance of any activity for which the Coast Guard is especially qualified (14 USC 141). The USCG is unique among the US Military Services in that it has statutory law enforcement authority. Its dual military and law enforcement capabilities can provide an advantage in its contributions. It is a Service located in the DOT but is transferred to the Department of the Navy as a specialized Service on declaration of war or when the President directs. However, as one of the Military Services at all times, the USCG performs the same common Service functions and supports the National Security Strategy, National Military Strategy, and the combatant commanders. To more specifically identify Coast Guard participation in Defense operations, a *Memorandum of Agreement Between the Department of Defense and the Department of Transportation on the Use of US Coast Guard Capabilities and Resources in Support of the National Military Strategy* is maintained by the Chief of Naval Operations and the Commandant of the Coast Guard. Currently, the memorandum states that it is desirable and appropriate for the USCG to participate in the following operations: port operations, security, defense in both SPOEs and SPODs and the approaches; maritime interception operations at sea to enforce sanctions against another nation; peacetime military engagement; and military environmental response operations. During deployment and redeployment operations of the joint force, the USCG can provide force protection of military shipping at US SPOEs and overseas ports of debarkation by conducting port security and harbor defense operations with Port Security Units (PSUs), cutters, and patrol boats. They support defense contingency requirements including



While deployed outside the continental United States, Coast Guard units normally obtain logistic support from the Navy component of the joint force.

major theater war, small scale contingencies, or MOOTW in joint or combined operations as a component or task unit(s) of a naval coastal warfare operation. PSUs may conduct operations in conjunction with a USN/USCG Harbor Defense Command Unit, USN Mobile Inshore Undersea Warfare Unit, USN Explosive Ordnance Disposal (EOD) detachments, USN Mobile Diving and Salvage Unit, USN Inshore Boat Unit, USCG cutters, Military Police, USMC security teams, and other coalition assets assigned to the component commander. Major USCG cutters are deployed to participate in maritime interception operations to enforce sanctions and to conduct peacetime engagement activities.

b. Deployed USCG forces are supported by the receiving commander. One or more of the other Service component commanders, normally the Navy Forces commander, provide required CUL support to USCG forces operating in the JOA. Major cutters deployed require the similar logistic support as the Navy combatants. PSUs are organized for sustained operations. They are deployable within 96 hours and must be prepared to establish operations within 24 hours of arrival in theater. Stocks for sustainment must be

time-phased to support Navy component operations and entered on the joint force time-phased force and deployment data (TPFDD) by supported combatant command planners for scheduling of common-user lift assets. PSUs are normally equipped for an initial 30 days of sustained operations, but require petroleum, oils, and lubricants (POL), and potable water. Logistic support is required for catastrophic equipment casualties and repairs beyond unit capabilities.

12. Deployable Service Exchange Organizations

To service military customers, each of the three Military Service exchange systems has contingency resale capabilities in locations outside the continental United States (OCONUS) deployable to all but the most remote locations. Tactical field exchanges can provide a variety of deployable personnel support upon request of the supported combatant commander. Exchange supply and service support for both initial and sustainment merchandise stocks will typically use a combination of commercial and DOD assets, depending on the individual operational situation.

For additional information, see Chapter IV, "Planning and Execution," paragraph 4d.

a. Army and Air Force Exchange System (AAFES). The AAFES mission is to provide authorized patrons with goods and services of necessity and convenience at uniformly low prices. This includes military members involved in exercises or contingency operations. Different levels of support include the following:

- **AAFES Imprest Fund Activity (AIFA).**

An AIFA is a military-operated retail activity that supports a small or remote site. AIFAs are satellite activities of an AAFES main exchange operation. The supported unit appoints the officer-in-charge (OIC) of an AIFA. AAFES issues an initial fund to the OIC allowing him or her to purchase a beginning inventory. Money generated from sales is used to replenish the merchandise stock.

- **Tactical Field Exchange (TFE).**

A TFE is a military-operated exchange designed to provide limited retail support on a temporary basis (normally 30-90 days) to personnel deployed to remote field locations. TFEs are also considered satellite activities of an AAFES main exchange operation. The supported military commander must appoint a Tactical Field Exchange Officer or Senior noncommissioned officer to oversee TFE operations. The supported commander must also arrange for enlisted personnel to operate the TFE.

- **Direct Operation Exchange-Tactical (DOX-T).**

A DOX-T is a larger retail facility directly run by AAFES employees. The DOX-T contains an expanded inventory to include concession services under contract to the exchange. Like the TFE, the DOX-T is also linked to a main exchange operation

and is designed to provide limited support on a temporary basis. DOX-Ts are activated only on approval of the Commander, AAFES.

b. Marine Corps Exchange (MCX).

MCX tactical field exchanges provide health and comfort merchandise sales to deployed Marine forces. Marine morale, welfare, and recreation (MWR) specialists operate these nonappropriated fund activities whose initial outfitting merchandise is shipped from CONUS MCX stock.

c. Navy Exchange Command (NEXCOM).

Navy ships' stores provide health and comfort merchandise to crews aboard most Navy ships. Uniformed sailors operate these appropriated fund activities. Ships' stores obtain sustainment stock from combat logistic force resupply ships and from commercial sources in CONUS and OCONUS. Naval Reserve barber, laundry, and ships' store units are available to provide health and comfort support during contingency operations to naval forces deployed ashore.

13. Other DOD Agencies

a. Defense Security Cooperation Agency (DSCA).

Under the authority, direction, and control of the Assistant Secretary of Defense (International Security Affairs), DSCA serves as the DOD focal point and clearinghouse for the development and implementation of security assistance plans and programs, for monitoring major weapon sales and technology transfer issues, for budgetary and financial arrangements, for legislative initiatives and activities, and for policy and other security assistance matters. DSCA directs and supervises the organization, functions, training, administrative support, and staffing of DOD elements in foreign countries responsible for managing security assistance programs. It also supports the development of cooperative programs with

industrialized nations. **DSCA's Office of Humanitarian Assistance and Demining is responsible for managing the overseas humanitarian, disaster, and civic aid appropriation; oversight of the combatant commanders operational demining, humanitarian, and civic assistance programs; and the DOD Humanitarian Assistance Program (HAP).** HAP provides excess, nonlethal property to authorized recipients; arranges DOD-funded and space-available transportation for nongovernment organizations to deliver humanitarian goods to countries in need; coordinates foreign disaster relief missions; and procures, manages, and arranges for delivery of humanitarian daily rations to those in need.

See Chapter IV, “Planning and Execution,” for further discussion of HDRs.

b. Defense Information Systems Agency (DISSA). DISSA is responsible for planning, developing, and supporting command, control, communications, computers, and intelligence (C4I) systems that serve the needs of the NCA under all conditions of peace and war. It provides guidance and support on technical and operational C4I issues affecting the Office of the Secretary of Defense, the Military Departments, the Chairman of the Joint Chiefs of Staff and the Joint Staff, the unified and specified commands, and the defense agencies. DISSA ensures the interoperability of the Global Command and Control System (GCCS), the Global Combat Support System, and the other logistic C2, asset visibility, and transportation systems that support global distribution.

c. National Imagery and Mapping Agency (NIMA). NIMA, a DOD combat support agency, is a source of intelligence and geospatial information used during the planning and execution of all joint operations. NIMA provides geospatial information and services support, technical guidance, and staff

assistance to the Military Services, combatant commands, and other DOD components and is the focal point for imagery, imagery intelligence, and geospatial information. DLA distributes selected hard-copy NIMA products through the Defense Distribution Mapping Activity (DDMA) and a network of DDMA map support offices in CONUS and OCONUS.

14. Non-DOD Federal Agencies

The military will often interface with numerous non-DOD federal organizations in both foreign and especially in domestic operations. **Combatant commanders and subordinate JFCs will often be required to coordinate with, and possibly provide support to, these organizations.**

a. Department of State (DOS). The DOS is the lead agency for the coordination and distribution of Class X items, which support nonmilitary programs such as economic and agricultural development, civic action, and various relief and education programs. The DOS also issues export licenses that permit weapon systems and other sensitive items to be sold to foreign nations via the foreign military sales or other means of transfer.

b. Department of Transportation. Under the *National Plan for Emergency Preparedness* (Executive Order 12656), the Secretary of Transportation leads the federal transportation community. During national defense emergencies and in periods of crisis, the Secretary of Transportation has a wide range of delegated responsibilities, including executive management of the Nation’s transportation resources.

A more detailed account of DOT responsibilities is contained in Chapter V, “Employment of the Defense Transportation System,” of JP 4-01, Joint Doctrine for the Defense Transportation System.

c. Federal Emergency Management Agency (FEMA). FEMA coordinates the execution of emergency preparedness actions of all federal agencies, including coordination of military support to civil authorities (MSCA) missions. As the key agency for emergency assistance to civil authorities, it coordinates all military support directly with the Director of Military Support.

d. Department of Health and Human Services (DHHS). DHHS assists FEMA and other national agencies during natural disasters or civil emergencies.

e. US Customs Service. US Customs Service is a Department of the Treasury bureau responsible for enforcing US laws concerning carriers, cargo, and persons entering and departing the United States. Their responsibilities include assessing and collecting duties; detecting and intercepting contraband, including drugs; and ensuring that imported materiel meets the requirements for legal entry. All forces and materiel redeploying to CONUS require US Customs clearance.

f. US Postal Service (USPS). USPS supports joint force operations through movement of mail, including materiel shipped via parcel post. The Military Postal

System is an official extension of USPS outside of the United States. The Military Postal Service Agency (MPSA), a joint service staff headquarters under the executive direction of Department of the Army, is the DOD single military mail manager and point of contact with USPS. The MPSA draws its authority from title 39, USC. MPSA conducts DOD contingency planning with the Joint Staff and combatant commanders. When requested, provides postal support through the deployment of advisory teams. Transportation of official and personal mail to and from joint forces outside of the United States is a DOD responsibility. Such mail is moved, using a combination of military and commercial carriers, through overseas military mail hubs and deployed Service postal units.

g. General Services Administration (GSA). GSA provides common-use items to the Department of Defense through a network of customer service centers and distribution centers. GSA is a major source for general commodities such as office supplies and paper products, tools, furniture, paints, and chemicals. GSA also provides vehicle acquisition and leasing service and is the federal contracting agency for the government purchase card program and domestic express small-package delivery service.

CHAPTER III

ORGANIZATION OPTIONS

"What I want to avoid is that my supplies should command me."

**Field Marshal Francois Comte de Guibert,
*Essai General de la Tactique, 1770***

1. Introduction

This chapter focuses on CUL organizational options and management principles at the operational level. Specifically, it **provides a general discussion on the basic joint force organizational options and management techniques available to combatant commanders to accomplish CUL support in their AORs.** It identifies the major advantages and disadvantages of each organizational option, describes briefly each of the organizational options, including delineation of doctrinal C2 relationships, and discusses the fundamentals of joint logistic management within each organizational option. Furthermore, it provides a general overview of the role of combatant commander and subordinate JFC-level boards and centers in management of CUL functions in joint operations.

Additional doctrinal information organizational options and management techniques can be found in JP 0-2, Unified Action Armed Forces (UNAAF), JP 3-0, Doctrine for Joint Operations, and JP 4-0, Doctrine for Logistic Support of Joint Operations.

2. General

Title 10, USC, chapter 6, section 164 (c)(C) provides the combatant commander with the authority for “organizing commands and forces within that command as he considers necessary to carry out missions assigned to the command.” How the geographic combatant commander organizes the forces to best execute CUL in joint operations varies greatly depending on the nature of the individual operation and force composition. Historically,

OPERATION RESTORE HOPE

During Operation RESTORE HOPE in Somalia, there was no centralized joint or Service control or management of explosive ordnance disposal (EOD) operations. Due to the lack of centralized control or management, each Service component was left to its own devices to conduct EOD operations. To overcome a lack of higher-level planning and direction, EOD forces from the Army, Air Force, and Marines entered into short-term informal support agreements to coordinate response sectors in Mogadishu. Despite no formal command and control arrangements or tasking from the joint commander, Navy EOD personnel supplemented Army EOD soldiers in destroying captured munitions at an improvised demolition range. In this small scale contingency operation, the lack of formal command relationships or joint staff management was overcome successfully through informal unit-level inter-Service cooperation.

SOURCE: Discussion at multi-Service EOD doctrinal workshop between personnel who participated in Operation RESTORE HOPE

logistic assets from different Services have combined efforts to maximize the efficiency of the overall joint operation, but how these forces were organized varied from operation to operation. Recent joint force logistic arrangements run the gamut from primarily single-Service-provided support, as seen in Operation ALLIED FORCE (Kosovo), to a multifunctional CUL-oriented joint force (referred to in historical documents as either a joint logistic support command or JTF support command) in Operations RESTORE HOPE in Somalia in 1993 and UPHOLD DEMOCRACY in Haiti 1994. In some cases, these joint structures and relationships were improvised on site through informal agreements between the local commanders and sometimes outside established doctrinal guidelines.

3. Specific Organization Options

Rather than dictate how to best control logistic forces and ensure continuity of logistic support throughout a joint force, the following discussion allows the combatant commander and subordinate JFCs maximum flexibility in determining the appropriate option for

each operation. In order to achieve **effective and efficient** logistic support, the combatant commander must choose the most suitable organizational option based on proper and thorough logistic assessments. Additionally, these decisions must be made in close coordination with the subordinate JFC, the Service component commanders, and applicable defense agencies — primarily DLA. Based on the operational situation, the **combatant commanders can modify or mix any of the following two major options:** single-Service logistic support; or lead Service or agency support with or without operational control (OPCON) or tactical control (TACON) of other Service logistic organizations (see Figure III-1).

a. **Single-Service Logistic Support.** In this organizational option (see Figure III-2), each Service retains primary responsibility for providing support to their subordinate organizations. CUL would be generally limited to existing support relationships between Services as identified in ISSAs and, if delegated the authority by the combatant commander, some limited J-4 coordinated CUL support to other Services or agencies. This method would most likely be used in



Force beddown is a common service provided in many joint operations. Force beddown standards can be a major joint issue and must be considered if force beddown will be accomplished utilizing CUL methodology.

ORGANIZATION AND MANAGEMENT OPTIONS

Major Common-User Logistics (CUL) Related Organization and Management Options

Single-Service Logistic Support

Lead Service or Agency CUL Support

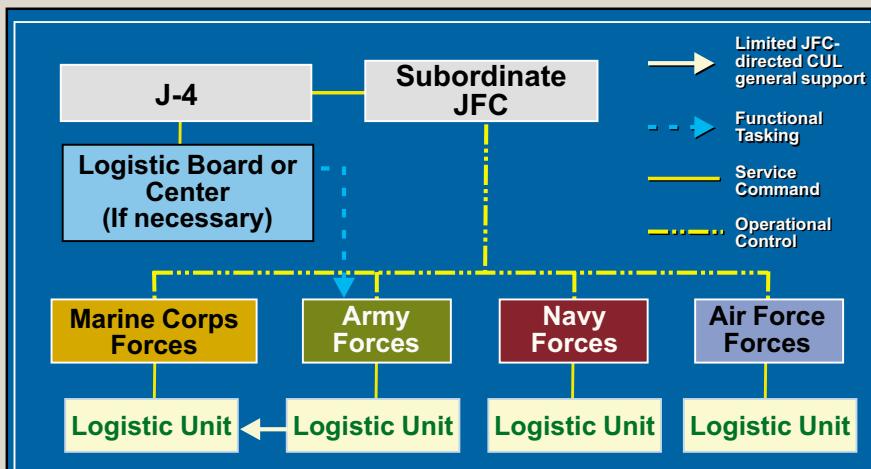
Figure III-1. Organization and Management Options

major operations where the operational situation allows for, and calls for, the deployment of the requisite Service component logistic assets in a timely manner and where logistic effectiveness is paramount. However, in even major theater war (MTW) scenarios, there will most likely also be some lead Service or agency or logistic-focused CUL support.

- **Advantages of single-Service logistic support**
 - Does not require new command relationships
 - Allows each Service component to retain control of its own logistic assets
 - Does not require major adjustments to standard operating procedures
- **Disadvantages of single-Service logistic support**

- May require significantly more strategic lift requirements to properly execute
- May increase operation costs
- May increase deployment time
- Will increase logistic footprint in theater
- May require the use of J-4 lead boards and centers to manage specific CUL functions
- **Logistic Management.** In the single-Service logistic organization option, CUL support is generally limited to the long-term and/or operational specific ISSAs that will be executed by the separate Service components or DOD agencies. If the subordinate JFC is delegated directive authority for logistics for a specific common capability, the

SINGLE SERVICE LOGISTIC COMMAND AND CONTROL AND MANAGEMENT OPTION



- Service components provide bulk of their own logistic support
- If delegated the authority by the combatant commander, the subordinate joint force commander (JFC) manages common-user logistics (CUL) requirements via subordinate Logistics Directorate (J-4) (utilizing boards and centers as necessary)

Figure III-2. Single-Service Logistic Command and Control and Management Option

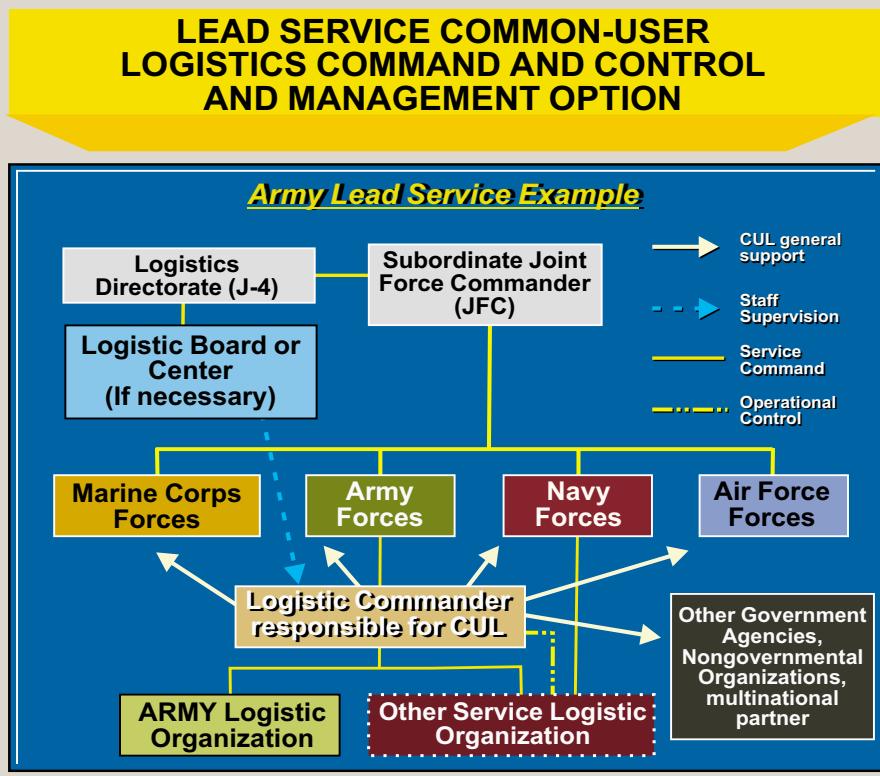
subordinate JFC would manage this CUL support through functional taskings from the J-4. The J-4 would either manage these CUL functions directly, or through boards or centers if required. The general logistic priorities will be managed within the subordinate Service component commands with the J-4 specifically managing any CUL support. Any cross-leveling of critical logistic assets will be handled on a case-by-case basis by the J-4 through the subordinate JFC and combatant commander as necessary.

b. Lead Service or Agency CUL Support

- Combatant commanders, through their COCOM authority, may designate a lead Service or DOD agency to

provide selected CUL support to one or more Service components, governmental organizations, and/or other governmental agencies (OGA) and nongovernmental organizations (NGOs) in a joint or multinational operation. This CUL option (see Figure III-3) is normally based on the dominant user and/or most capable Service concepts and may or may not involve OPCON or TACON of one Service component logistic units to the lead Service.

- Lead Service or agency support technique is well suited to MOOTW operations and for selected CUL support in mature theaters. In all cases, **delegated authority will be limited to specific parameters as outlined in the combatant commander's OPLAN**,



- Utilized when there are significant common-user logistics (CUL) requirements
- Combatant commander determines lead Service requirements and responsibilities; other Services augment
- In exceptional cases, may attach (operational or tactical control) other similar logistic units from other Service to lead Service
- Day-to-day CUL management done by lead Service
- Selected joint boards may still be required

Figure III-3. Lead Service Common-User Logistics Command and Control and Management Option

OPORD, and/or directives. Normally, the combatant commander limits the lead Service or agency CUL responsibilities within specific parameters, to include specific units or types of units to receive support. The combatant commander may also limit CUL support to specific time periods or phases of the operation or to specific geographical areas.

- In complex operations, the combatant commander may designate multiple lead Services or agents to provide selected CUL items or services. The combatant

commander will normally designate the dominant user of the item or service as the lead Service or agency to provide this support; however, in some operational situations, the dominant user may not be the one most capable. In these cases, the combatant and subordinate JFCs and planners must explore other options in order to establish responsive and economical CUL support. A common option in this case is to attach (with the gaining lead Service exercising OPCON or TACON over the attached force) the selected Service component's logistic

OPERATION SOUTHERN WATCH

In Operation SOUTHERN WATCH, the Air Force performed lead common-user logistics (CUL) Service functions in support of both Navy EA-6 Prowler and Army helicopter units at Prince Sultan Air Base. That support included everything from basic life support to significant amounts of common Class II, III, and IX support. Base operating functions in Operation SOUTHERN WATCH included, but were not limited to, billeting, health service support, food service, laundry, bath, and sanitation support. The US Air Force (USAF) coordinated and accounted for Class III support, some of which was provided through formal host-nation support agreements with Saudi Arabia. Limited Class II and IX support was also provided. To accomplish streamlined CUL Class II and IX support, the USAF support organization operating at Prince Sultan Air Base established organizational codes for each of the non-USAF organizations for which they had responsibility. All requisitions for Code 9 Class II and IX items were then processed through normal USAF and Defense Logistics Agency logistic automated support systems. Funding was provided for through military interdepartmental purchase requests.

SOURCE: Interview With USAF ACC Region Supply Center Logistic Planner

force to the lead Service as deemed necessary. This modification of the lead Service CUL organization option is best suited to specific, critical, single-function logistic operations where the lead Service does not have sufficient in-theater capability to perform the assigned CUL tasks, or when consolidated C2 arrangements are necessary to enhance the overall effectiveness of the support. Normally, this option is utilized for specific missions during specific phases of a major operation. Note: The OPCON or TACON option would be utilized when there is a **lead Service**. This option **would not be applicable if the lead organization was a DOD agency**.

- It must be understood that the **combatant commander-designated CUL lead responsibilities may or may not conform to existing Military Service DOD Executive Agency responsibilities; however, these combatant commander-directed lead CUL responsibilities will normally conform to existing SITLM designations**. In all cases, lead Service

or agency and J-4 (and associated J-4 logistic boards) responsibilities must be clearly defined and detailed in the support annexes of the appropriate combatant commander or JFC OPLANs and/or OPORDs.

- **Advantages of lead Service or agency option**
 - Reduces logistic redundancies
 - May significantly reduce the overall logistic footprint in theater
 - May reduce strategic lift requirements and deployment time
 - May significantly reduce overall cost
 - Allows each Service component to retain control of its own logistic organizations (without OPCON or TACON option)
 - Requires very little joint staff, board, or center involvement to properly execute

OPERATION JOINT FORGE

In Operation JOINT FORGE, the Navy Forces Europe sent a 100-person detachment from Naval Mobile Construction Battalion (NMCB) (SEABEE) FORTY to assist in civil engineering efforts in support of the Army lead Task FORCE EAGLE, located in the Multinational Division North area of Bosnia-Herzegovina. This SEABEE detachment, which was placed under the operational control of the Army's 1st Cavalry Division's Engineer Brigade, gave the 1st Cavalry Division horizontal and vertical engineer construction capability that does not exist organically at the Army division level. Through this common-user logistics organization arrangement, the Army was able to complete significant force protection, life support, and command and control structure construction upgrades in minimal time and with reasonable expenditure of resources.

SOURCE: Army Lessons Learned Report

- **Disadvantages of lead Service or agency option**
 - May be less responsive than dedicated Service support
 - Requires new support relationships and adjustments to standard operating procedures
 - Requires new C2 relationships (if OPCON or TACON option is utilized)
- **Lead Service or Agency Logistic Management.** In the lead Service or agency option, the lead Service or agency executes CUL responsibilities within the parameters agreed, to include standards of support, and procedures identified in the combatant commander's or subordinate JFC's OPLANs and/or OPORDs and directives. The lead Service or agency is responsible to coordinate with the subordinate JFC J-4, applicable DOD agencies, supported Service components, and supported forces or agencies as required. The lead Service or agency would manage the day-to-day directed CUL-related logistic operation within the JOA, monitor priorities, adjudicate issues if possible and, when not possible, raise unresolved issues to the joint commander via the J-4. Joint force logistic boards and centers would be utilized only when necessary to properly coordinate or resolve issues above and beyond the capability of the lead Service or agency.
- **Joint theater logistics management** integrates the logistic capabilities of the forces in-theater to fulfill the common-user and cross-Service support mission. When applied to the other challenges and desired operational capabilities of focused logistics, joint theater logistics management (JTLM) facilitates support to the warfighter while achieving economies and reducing the logistic footprint. JTLM optimizes resources by synchronizing all logistic support efforts in-theater. The objective is to provide rapid, timely delivery of forces, materiel, and sustainment to the combatant commander. JTLM provides to the combatant commander the ability to synchronize, prioritize, direct, integrate, and coordinate common-user and cross-Service logistic functions necessary to accomplish the joint theater mission.

JOINT TASK FORCE AGUILA

In late October 1998, Hurricane Mitch, a category 5 storm, tore a ragged hole through the heart of Central America. In response to this natural disaster, President Clinton formally directed the Department of Defense to provide emergency aid. The geographic combatant command, US Southern Command, quickly stood up the logically-focused joint task force (JTF) AGUILA (Spanish for “eagle”) to coordinate and implement the military disaster relief effort in Guatemala, El Salvador, and Nicaragua. JTF AGUILA was made up primarily of engineer, medical, and transportation forces from the Army and other Services. Operating hand-in-hand with embassy personnel, host-nation ministries, foreign military leadership, and a host of nongovernmental organizations, JTF AGUILA provided significant support to not only the local civilian population, but to other US and foreign military forces operating in their joint operations area as well. Overall, JTF AGUILA treated nearly 16,000 patients; vaccinated 9,000 animals; repaired 24 bridges and river crossings and 207 kilometers of roadways; and delivered 6, 500 short tons of relief supplies.

SOURCE: *Military Review*, March-April 2000

4. Organizational Options in Multinational Operations

- a. Similar to joint operations, **overall logistic responsibility and authority in multinational operations rest with the contributing nations**; but in many cases, at least some **limited CUL support may be executed**. Different from joint operations,

however, is the fact that contributing nations are free to retain full responsibility for all logistic support to their subordinate units. Numerous management and organizational options (see Figure III-4) exist for multinational logistic support and these can be mixed and matched depending on the operational situation and agreements entered into by the contributing nations. Specific



Multinational logistics can be very challenging, but also can be very important to the overall success of the multinational operation. In all cases, multinational logistics requires detailed planning and careful execution.

MULTINATIONAL COMMON-USER LOGISTICS MANAGEMENT AND ORGANIZATIONAL OPTIONS



Figure III-4. Multinational Common-User Logistics Management and Organizational Options

multinational CUL management and organizational options include the following.

- National support through national support elements.
 - Limited CUL support through individual ACSA negotiated between individual contributing nations.
 - Multinational CUL support via lead nation command structure (similar to lead Service concept).
 - Specific CUL support provided by a role specialist nation where one contributing nation provides one or more common supply or service.
 - Single or multifunctional CUL support provided by a multinational integrated logistic unit made up of two or more logistic units from separate contributing nations.
- CUL support provided through various means managed by a multinational joint logistics center.
 - b. In all cases, however, **detailed support, management and command authority, and reimbursement agreements must be negotiated and formally approved by NCA prior to execution of multinational CUL support.**
- More detailed discussion of multinational doctrine can be found in JP 3-16, Joint Doctrine for Multinational Operations, and JP 4-08, Joint Doctrine for Logistic Support of Multinational Operations.*

5. Establishing Boards and Centers

When necessary, the combatant commander and/or subordinate JFC may desire to stand up logistic boards and centers under the auspices of the respective

J-4. The requirements for and use of logistic boards and centers should be outlined and executed IAW the combatant commander's OPLAN and/or OPORD or directives.

a. Combatant Commander Level. The supported combatant commander may form command centers and operational planning teams during actual operations. These boards and centers can be either functional or multifunctional in nature. JTLM is one way to help achieve a unified focus within theater by integrating information, product delivery, flexible response, and effective C2. JTLM ensures that the right product is delivered to the right place at the right time. The combatant commander may, as an option, establish a JTLM element to fuse movement control and materiel management to integrate and synergize the logistic capabilities of the joint force. Another technique is to form a logistics readiness center (LRC) manned with representatives from various functional areas: fuel, ammunition, contracting, engineering, supply, surface transportation, sealift, airlift, personnel, and medical services. The LRC is the nucleus of all joint logistic operations and the nerve center for the supported combatant commander in providing staff direction over Service component logistic systems and requirements. The LRC receives reports from Service components and external sources, distills information for presentation to the combatant commander, and responds to questions. In addition to operating the LRC and providing representation in the command center, the LRC staff performs the following logistic coordination functions.

- Monitors current and evolving subordinate joint force logistic capabilities.
- Advises the combatant commander on the assignment of CUL lead Service or agency responsibilities.

- Coordinates logistic support, to include making logistic cross-leveling recommendations with on-going and future joint operations.
- Advises the combatant commander on the supportability of proposed operations or courses of actions (COAs).
- Acts as the combatant commander's agent and advocates to non-theater logistic organizations.
- Coordinates logistic support and maintains total asset visibility.

b. Subordinate JFC-Level Boards and Centers. As in the case of the combatant commander, the subordinate JFC may stand up requisite logistic boards and centers under the auspices of the J-4 in order to facilitate the execution and synchronization of CUL functions within the JOA. The type, duration, and configuration of these boards and centers depend on the individual operational situation. Decisions to establish logistic boards and centers are also very much tied to the amount and type of CUL support provided, as well as the logistic organizational situation within the JOA.

For further information on J-4 lead boards and centers, see Appendix B, “Organization and Functions of the Supported CINC’s J-4 and Functions of Joint Logistic Centers, Offices, and Boards,” of JP 4-0, Doctrine for Logistic Support of Joint Operations, and Chapter VII, “Joint Task Force Operations,” of JP 5-00.2, Joint Task Force Planning Guidance and Procedures.

c. Civil-Military Operations Center (CMOC). A very important CUL-related subordinate JFC-level center is the CMOC. A CMOC may be established to manage the relationship between the conduct of civil-

military operations and CUL operations. The CMOC is formed by CA assets and assists the subordinate JFC in coordinating activities between military forces, OGA, NGOs, local civilian authorities, and the local populace. **A CMOC can often be a critical joint center**

for the coordination of CUL support in FHA and other MOOTW operations.

For more information on civil-military operations, see JP 3-57, Doctrine for Joint Civil-Military Operations (CMO).

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CHAPTER IV

PLANNING AND EXECUTION

"I believe that the task of bringing the force to the fighting point, properly equipped and well-formed in all that it needs is at least as important as the capable leading of the force in the fight itself..."

**General Sir John Monash (1865-1931),
quoted in Horner, *The Commanders*, 1984**

1. Introduction

This chapter discusses CUL planning and execution considerations. **Focusing primarily on planning for operational- and tactical-level CUL support**, it discusses strategic logistics only as it relates directly to planning and executing CUL support at the operational and tactical levels.

2. General Planning and Execution Guidance

a. In the joint planning process, **supported combatant command planners are responsible for outlining an effective and efficient logistic support concept** that makes use of applicable CUL organizational options and responsibilities. At the combatant command level, logistic planning considers the ways and means of supporting and sustaining proposed combatant command operations with the required logistic resources. More specifically, combatant command logistic planners, in coordination with subordinate joint force and component command logistic planners, must determine the appropriate CUL support responsibilities and organization and management structure based on the overall distribution functions and networks tied to a particular operational situation and mission objectives.

b. Combatant command and subordinate joint force logistic planners must keep in mind that while CUL support can be very efficient, it may not always be the most effective method of support. By its very nature, **CUL support**

will normally take place outside routine support channels, which may lead to reduced responsiveness if not properly planned, coordinated, and executed. Combatant commanders, along with their subordinate JFCs, must review, coordinate, and direct CUL requirements with DLA, functional combatant commanders, and Service component commanders to provide an integrated joint logistic system from the strategic to tactical levels. All parties must ensure that the advantages and disadvantages of each CUL-related COA are properly considered; however, the **geographic combatant commander has overall responsibility for deciding the amount and type of CUL support for a particular joint operation**.

Additional information on joint operation planning responsibilities — described in JP 0-2, Unified Action Armed Forces (UNAAF), JP 3-0, Doctrine for Joint Operations, and JP 5-0, Doctrine for Planning Joint Operations, — includes planning and coordinating joint operations within assigned geographic areas.

c. **Logistic Assessment of the Situation.** Joint operation planning includes developing concepts of operation and support based on specific mission requirements derived from mission analysis. Logistic assessment of the situation is a key step in the Joint Operation Planning and Execution System crisis action and deliberate planning processes. It consists of the actions of logistic planners at all echelons to identify the best logistic COA in order to optimize logistic means within the



A key element of logistic planning is the proper assessment of the logistic situation to include significant information on the joint operations area.

JOA. The supported combatant commander's J-4 is key to properly synchronizing this effort with supporting commands, key DOD agencies, the subordinate JFC, and subordinate Service and functional component commands. Logistic assessment of the situation is a wide-ranging process that can be focused on four major points as depicted in Figure IV-1. When conducting logistic assessments, the supported combatant commander's subordinate Service component commander and support agency's logistic planners must, at a minimum, consider the following factors when determining overall logistic requirements and subsequent potential CUL support options.

- The joint force mission, including available "build-up" time.
- Joint force C2 arrangements.
- Joint force allocated forces, including key logistic forces.
- Available C4I and logistic automation enablers, and the appropriate supporting communications infrastructure.

- Location of, and force protection of, all logistic bases and facilities.
- Allocated forces' overall logistic requirements, including non-DOD support requirements: support to OGA and NGOs, humanitarian support to local populace, and others.
- Common items within the overall logistic requirement that may be suitable for CUL support.
- Strategic lift availability and restrictions. Commercial ocean, air, and land transportation assets serving the theater of operations should also be assessed.
- Capabilities and limitations of potential distribution and support infrastructure, including ports of debarkation, ports of embarkation, and lines of communications.
- Force caps.
- Availability of RC forces.
- Existence of current HNS or theater support contract assets.

MAJOR FOCUS OF LOGISTICS ASSESSMENT OF THE SITUATION

Ensuring that the overall logistic system provides required resources on time.

Anticipating and forecasting logistic, contractual, and financial requirements

Identifying resources available to meet requirements

Determining and delegating common-user logistics-related requirements

Figure IV-1. Major Focus of Logistic Assessment of the Situation

- Availability of additional HNS or theater support contract assets.
- Specific logistic capabilities of each of the joint force Service components.
- Capabilities of DOD agencies (primarily DLA).
- Theater customs and border clearance procedures for personnel and cargo must be thoroughly understood and complied with.
- Availability of pre-positioned stocks.
- Climatic conditions.

d. Statement of Requirements. During the planning phase of an operation, **Service components must develop and provide to the J-4 a comprehensive statement of requirements** that are broken out by phases

of the operation. Additionally, the detailed requirements should reflect or at least be cross-referenced against the combatant commander's critical items list (CIL). If the common-user items and CIL are not reviewed together, efficiencies could be lost or requirements could be competing against one another. Identification of common-user requirements by phase assists planners to identify unwarranted duplication of support, common-user responsibilities, any significant logistic shortfalls, and overall distribution requirements. **For ease in consolidating data, a common unit of measure** (e.g., pounds per man per day, gallons per man per day, and barrels of fuel per day) **is used for consumables** less Class IX items. While Class IX items need to be forecasted, these forecasts are not based on common measures. When not designated by approved policy or regulation, standards for giving or receiving CUL support should be designated in the statement of requirement.



Availability of strategic lift is one of the major factors that must be considered when conducting the logistic assessment of the situation.

e. Establishing Responsibilities. Once the combatant commander, in coordination with the subordinate commanders, has assessed the operational situation, the combatant commander then must determine how best to organize and execute joint logistic support. The combatant commander's decision to use directive authority for logistics to direct CUL support within a subordinate joint force must be deliberate and well thought out to ensure proper CUL execution. Key elements that combatant commanders and subordinate JFCs must consider when establishing CUL responsibility are depicted in Figure IV-2.

- **Combatant commanders will typically appoint a lead Service** (or agency in some cases), **normally the dominant user** of a particular supply or service within a specific joint force, responsible to provide a specific CUL support item or service to all or part of the joint force. **In some operational circumstances, the dominant user of a specific supply or service may not be the most capable Service or agency.** In these situations, combatant commander's logistic planners may have to look for alternate means to provide this CUL support. An

option to the combatant commander includes giving the lead Service OPCON and/or TACON of other Services' logistic organizations. The combatant commander's goal should be to ensure effective yet efficient logistic support for the entire joint force based on the individual operational situation.

- Another factor in designating a CUL lead organization is the proper understanding of the capabilities and limitations of potential lead CUL organizations. The capabilities of each Military Service (and DLA) to perform CUL functions varies greatly. Furthermore, the actual availability of these CUL capabilities is very much operationally dependent.
- **In general, the Army has the bulk of CUL capabilities.** In fact, some Army CUL capabilities, such as mortuary affairs and bulk petroleum storage and distribution, are outlined in formal DOD-level executive agency responsibilities. Some of these executive agency requirements actually require the Army to maintain specific CUL-related force structure that could be used to provide support to other Services when required

KEY ELEMENTS IN DETERMINING COMMON-USER LOGISTICS RESPONSIBILITY

Sound Mission Analysis

Thorough Joint Logistic Assessment of the Situation

Proper Coordination with Those who will Provide and Receive Common-User Logistics Support

Well-Defined and Delineated Parameters for the Execution

Figure IV-2. Key Elements in Determining Common-User Logistics Responsibility

by the combatant commander. However, it must be clearly understood that the majority of the Army's CUL-capable units are reserve force units, and therefore may not be readily available to the operational commander depending upon Reserve call-up authority granted for a particular operation.

- In addition to common-user airlift capabilities, the Air Force has significant CUL capabilities in the area of base support, force beddown, general engineering, and contracting support,** but these CUL-capable units are limited in number and are often fully engaged in providing single-Service support requirements. **The Navy also has some highly capable general engineering, port operations and contracting capabilities applicable to JFC CUL support.** **The Marine Corps does not have significant CUL capabilities;** therefore, the MARFOR would normally only provide CUL support on an emergency basis except in very small scale contingencies.

For further information on military Service and agency CUL support capabilities, refer to Appendix A, "The Defense Logistics Agency," of this publication for information on DLA contingency support capabilities, JP 4-01.1, Joint Tactics, Techniques and Procedures for Airlift Support to Joint Operations, JP 4-04, Joint Doctrine for Civil Engineering Support, and JP 3-33, Joint Force Capabilities.

f. Documentation. When delegating the authority to execute CUL functions, **the combatant commander and subordinate JFCs must ensure that all concerned commands and agencies and their staffs are aware of the overall responsibilities and general parameters of the CUL functions for a particular operation.** Furthermore, the supporting and supported organizations must understand the specific "how to" details of the combatant command-directed CUL support functions.

- General CUL information must include applicable CUL C2 and management

arrangements, **general guidance on standards for support**, and **specific restrictions** (e.g., time, geography) for each CUL functional responsibility within a joint force. These general guidelines and responsibilities will normally be found in combatant commander, subordinate JFC, and Service component commander's OPLANs and/or OPORDs. They also may be found in combatant commander directives.

- Since, by definition, CUL support is executed outside the normal Service support channels, more **detailed management, requisitioning, reporting, funding (including reimbursement procedures for any directed cross-leveling of supplies), and cross-leveling procedures must also be developed for each joint operation**. The supported and supporting organizations, along with the subordinate joint force J-4, must be cognizant of detailed procedures required to execute CUL functions. These situationally-dependent procedures can range from simple “fill or kill” support for a limited time period or geographical area to fully integrated CUL support based on long-term ISSAs. Key to understanding these procedures is proper execution planning and documentation of applicable procedures. This documentation may take the form of references to existing DOD procedures; ISSAs, ACSAs, or SITLM directives in the combatant commander or subordinate JFC OPLANs and/or OPORDs; or operational-specific agreements between the supported and supporting organizations.

- g. **Establishing Standards.** Standards for CUL support must be taken into account for each CUL function in a particular joint operation. **Determining specific CUL standards begins with the combatant commander's J-4 staff**, and they must be

coordinated closely with the subordinate JFC, Service component commanders, and applicable support agencies (normally DLA). Close coordination in setting standards of CUL support is important in that individual Services may have different notions on what constitutes acceptable standards of logistic support. In all cases, OPORDs and/or OPLANs, ISSAs, ACSAs, HNS, or contracting support agreements developed for a particular contingency operation need to clearly define applicable CUL standards of support. Additionally, both the supported and supporting joint force organizations must develop and understand procedures to adjudicate any related issues. These logistic organizations that provide CUL support must follow the CUL standards. Any deviation must be identified by the supported Service and resolved using procedures established by the combatant or subordinate joint force commander. Applicable joint logistic boards and centers is one method of adjudicating CUL support standards issues.

h. **Logistic AIT and Communications.** Logistic AIT and communications are **critical to the proper execution of CUL support**. However, due to a lack of compatibility in some current Services' logistic systems, **AIT and communications also currently pose significant CUL-related challenges**. Current and emerging logistic AIT must be leveraged to support force projection and sustainment in joint, multinational, and interagency operations. The systems and technologies that aid in providing joint total asset visibility (JTAV) and ITV necessary to properly manage the flow of critical materiel, in the theater or the logistic pipeline, and moving assets where they are needed most are an integral part of logistic management and must support efficient logistic business processes. Ideally, a logistic operator from one Service component could process a requisition through another component and receive the appropriate item(s) in a timely manner; however, this is not the case with



Automated technology is becoming more and more critical to the proper planning and execution of CUL support.

many current and near-term automated systems. Therefore, logistic planners at all levels must be fully cognizant of communications and connectivity capabilities and limitations when planning and executing CUL support in a joint, multinational, and interagency environment.

Refer to JP 4-01.4, Joint Tactics, Techniques and Procedures for Theater Distribution, JP 4-09 Joint Doctrine for Global Distribution, JP 6-0, Doctrine for Command, Control, Communications, and Computer (C4) Systems Support to Joint Operations, and JP 6-02, Joint Doctrine for Employment of Operational/Tactical Command, Control, Communications, and Computer Systems, for further discussion on joint logistic communications and information systems.

- **Coordination and Reporting.** Combatant commanders and subordinate joint force logistic planners must closely consider coordination and reporting requirements. These requirements are not fully standardized and will depend on the details of the individual logistic support plan as well as the specific logistic C2 and management relationships.

- **Coordination Requirements.** The combatant commander and subordinate joint force logistic coordination process and procedures are highly dependent on the overall logistic organizational structure as outlined in Chapter III, “Organizational Options.” A combination of combatant commander and subordinate joint force J-4 staff, logistic boards and centers, and CUL lead organization staffs may be involved in coordinating CUL support. In all situations, specific coordination requirements must be detailed in applicable OPLANs and/or OPORDs, agreements, and/or directives.

- **Reporting Requirements.** Logistic reporting is important to ensure proper execution of CUL functions. Proper reporting assures that the subordinate joint force, multinational command, Service components, and key DOD agencies are kept abreast of the logistic situation, allowing their logistic staffs to properly assess, predict, and be proactive in adjusting CUL support, to include cross-leveling key CUL items and services. Sources for logistic reporting requirements include DOD instructions,

automated systems manuals, joint doctrine, combatant commander directives, and OPLANs and/or OPORDs. Key to successful and useful CUL reporting is to **keep required reports as simple as possible**, focusing on only key CUL support items and services, normally those listed in the combatant commander's CIL. **Maximum use should be made of automated reports**, keeping in mind that due to the incompatibility of some automated logistic systems some data may have to be converted to a standard format depending on the particular data fields and their usage. These problems are often aggravated in multinational operations since some allied or coalition partners may not be up to the same level of automation as US forces. The emerging GCSS capability, which provides a fused, integrated, real time common picture of logistic support, will enable combatant commanders (CINCs) and their component HQ staffs to track CUL assets and standardize reporting. Until this capability is fully fielded, the JTAV System and Global Transportation Network may also be leveraged where appropriate to help track CUL assets and standardize reporting. Such reporting is key to the combatant commander's ability to establish, adjust, and deconflict priorities.

i. Establishing, Adjusting, and Deconflicting Priorities. Both combatant commander and subordinate JFC logistic planners must establish priorities early and outline a sufficient plan to deconflict any critical CUL support issues that occur during joint operations. Identifying requirements by phase assists planners in determining priority conflicts. At times there will be shortages of a particular CUL supply or service, and in these cases the subordinate JFC may be required to make a cross-level recommendation based on operational

priorities within delegated authority. These cross-leveling decisions will be done via joint logistic boards and centers; but in all cases, they will be accomplished within the parameters of the combatant commander's delegated CUL authority. The subordinate JFC may be required to elevate a CUL-related conflict that is not within the parameters of delegated CUL authority to the combatant commander for resolution.

j. Cross-Leveling CUL Assets. It must be clearly understood that only the combatant commander has the authority to direct the cross-leveling of supplies within a joint force. Cross-leveling of a supply for one Service component will be only for common items and should be accomplished in a very prudent and deliberate manner. General considerations for subordinate joint force cross-leveling are depicted in Figure IV-3.

3. Considerations by Individual CUL Function

Not all supplies and logistic services are suitable for CUL support. Often Service-specific component applications of a particular supply preclude them from consideration. The type of operation will also dictate what support will actually be executed via CUL methodology. In many cases, logistic services, vice supplies, may be more applicable for CUL; but again, the operational situation will dictate the actual decision of what type of CUL support is provided.

a. Supplies. Joint supply operations involve the acquisition, management, receiving, storing, and issuing of material; however, this publication focuses primarily on requisition and distribution. Figure IV-4 provides a listing of the basic classes and subclasses of supply along with a synopsis of the CUL suitability of each. Please note that this list is based on US doctrine; foreign classes of supply may not conform to this list. While as a whole supply support has

COMBATANT COMMAND CROSS-LEVELING CONSIDERATIONS

- Done in exceptional cases only
- Involves only common support items
- Requires item visibility via joint total asset visibility
- Normally does not come from tactical unit stocks
- Must have specific reimbursement procedures in place

Figure IV-3. Combatant Command Cross-Leveling Considerations

significant CUL support potential, **not all categories are suitable for common-item support**. Some unique Service applications may not be conducive to CUL support. Furthermore, until Service logistic automation systems become fully interoperable, requisitioning of some supplies by one Service component from or through another is still problematic. Listed below are those classes of supply and a brief description of what is considered appropriate for CUL, to include applicable CUL-related requisition, distribution, and storage considerations.

Further details on all classes of supplies can be found in JP 4-09, Joint Doctrine for Global Distribution.

- **Class I.** Class I supplies consist of both perishable and semiperishable subsistence items such as meals, ready to eat; unitized group rations-A; and unitized group rations heat and serve.
- DLA, as the strategic level single integrated materiel manager for Class I items, executes all inventory management and stocking policies

through the Defense Supply Center Philadelphia (DSCP). The current stocking policy for Class I materiel is to minimize distribution depot bulk stocks and maximize the use of customer-tailored commercial prime vendor subsistence packages directly to the military unit. At the subordinate joint force level, **Class I is an excellent candidate for common-user support**.

- Subordinate joint force-level Class I CUL support is best executed in the lead Service or agency (DLA) option. If a lead Service or agency is used, it would be responsible for assisting the J-4 in planning, consolidating, and passing Class I requisitions to DLA, receiving Class I stocks either through theater contingency stocks or prime vendor support shipments, and distributing to the other Services or supported DOD or non-DOD agencies. The lead CUL Class I Service could perform this mission with organic military capability, HNS, in-theater contract support (e.g., Service civilian augmentation program contracts), or a combination of these

CLASSES AND SUBCLASSES OF SUPPLY

	Subclasses	CUL Suitability	
CLASS I Subsistence	A- Nonperishable C- Operational rations R- Refrigerated	S- Nonrefrigerated W- Water	Fully suited for CUL
CLASS II Clothing, individual eqpt., Tools, admin. supplies	A- Air B- Ground support materiel C- General supplies F- Clothing	G- Electronics M- Weapons T- Industrial supplies	Limited CUL suitability
CLASS III Petroleum, oils, lubricants	A- POL for aircraft W- POL for surface vehicles P- POL, packaged		Excellent CUL candidate (with some limitations)
CLASS IV Construction materiel	A- Construction B- Barrier		Fully suited for CUL
CLASS V Ammunition	A- Air delivery W- Ground		Limited, primarily to small arms, selected larger munitions
CLASS VI Personal demand items			Fully suited for CUL
CLASS VII Major end items: racks, pylon, tracked vehicles	A- Air B- Ground support materiel D- Admin. vehicles G- Electronics K- Tactical vehicles	L- Missiles M- Weapons N- Special weapons T- Industrial materiel X- Aircraft engines	Not suitable for CUL
CLASS VIII Medical materials	A- Medical materiel B- Blood and fluids		Fully suited for CUL
CLASS IX Repair parts	A- Air B- Ground support materiel D- Admin. vehicles G- Electronics K- Tactical vehicles	L- Missiles M- Weapons N- Special weapons T- Industrial materiel X- Aircraft engines	Not suitable for CUL except for common items; requires special coordination to ensure proper support
CLASS X Materiel for nonmilitary programs			Fully suited for CUL

CUL= Common-user logistics

POL= Petroleum, oils, and lubricants

Figure IV-4. Classes and Subclasses of Supply

support sources. DLA also has the capability to perform as the CUL Class I lead agency via in-theater contract or HN support. Utilizing DLA as the lead Class I agency would be most appropriate in MOOTW, especially in FHA and domestic support operations. In major support operations, the lead Class I CUL organization may be responsible to requisition, receive, and distribute humanitarian daily rations in addition to any military Class I CUL support requirements.

- **Class II Materiel.** Consisting of items such as clothing, individual equipment, tentage, organizational tool sets and kits, hand tools, maps, administrative and housekeeping supplies, and equipment, Class II can be equated with the term “general stores.” These items support the day-to-day operations of joint forces with general and administrative supplies and include some items found on equipage lists and all items on general-use consumable lists. **Equipment and those items common to the joint force, such as limited clothing items, tentage, hand tools, maps, and administrative and housekeeping supplies, should be**

considered for CUL management. CUL Class II also has **significant applicability to humanitarian support missions** where a Service or agency is supporting OGA and NGOs with selected Class II items.

• The integrated materiel manager (IMM) for most Class II items, DLA executes inventory management and stocking policies through the DSCP. The GSA is the other agency responsible for Class II items that predominantly fall in the administrative supplies category.

• Class II materiel is issued IAW standard military standard requisitioning and issuing procedures (MILSTRIP) and distributed via normal DLA and Service distribution channels. When executing CUL Class II support, detailed planning will ensure that proper requisitioning and funding procedures are in place and fully understood by the supported and supporting organizations. Furthermore, a major challenge of supplying Class II materiel is maintaining adequate stocks and meeting unplanned demand. A shortage of common consumable items can have major operational,



Some Class II supplies are very suitable for CUL support.

administrative, or morale impacts. Close attention to demand forecasting, replenishment at every opportunity, and early recognition of Class II shortfalls are necessary to sustain operations, especially when executed as a CUL function.

- **Class III.** Class III products include POL; fuels; hydraulic and insulating oils; preservatives, bulk chemical products, coolants, deicing and antifreeze compounds, together with components and additives of such products; liquid and compressed gases; natural gas; and coal. Most Class III products are excellent candidates for CUL support because of their commonality across all elements within a joint force. For example, even the North Atlantic Treaty Organization (NATO) has standardized JP-8 as the major fuel. However, because operating forces depend on regular refueling operations, propulsion fuel is the major limiting factor in operations. This should be taken into account when deciding CUL Class III responsibilities. In all cases, the combatant commander must carefully balance Class III support responsiveness with any Class III CUL efficiencies and economies.

• Through the Defense Energy Support Center (DESC), DLA is the Department of Defense's bulk POL IMM. DESC is responsible for the common-user coordination of procurement, quality, storage, and distribution of bulk POL products. Through their responsibilities for bulk storage and funding of POL, DESC facilitates practical and responsible decisions that ensure expeditious delivery of fuel products to each Service in the AOR.

• Once the POL products are within the JOA at the bulk storage location, the joint petroleum office or officer is responsible

for the overall planning of POL logistic support including spill prevention control and countermeasures. Depending on the size of the operation or the JOA, the joint petroleum office or officer or a subarea petroleum office(JPO) or officer integrates the common-user support of all POL products in the JOA. The Army is responsible for providing overland petroleum support to US land based forces for all DOD components, as required and coordinated by the JPO.

Refer to JP 4-03, Joint Bulk Petroleum Doctrine, for further discussion on Class III joint operations.

- **Class IV Materiel.** Class IV consists of fortification, barrier, and other construction materials. Construction machinery, equipment, vehicles, and tools used in construction are not part of Class IV. Because Class IV materials may be procured locally, regionally, or brought from CONUS, Class IV may be provided through a variety of means, including common-user provisioning. Class IV materiel is typically in high demand for any type of contingency, including humanitarian assistance and disaster relief operations where a large requirement often exists for shelters and other buildings. Engineers may also produce their own Class IV, (e.g., sand, aggregate, and concrete). Contractors normally procure their own construction material for projects contracted by the DOD construction agents, (e.g., USACE or NAVFACENGCOM). Care must be taken to account for Class IV items used to construct facilities that will be built using funds appropriated specifically for construction.

Refer to JP 4-04, Joint Doctrine for Civil Engineering Support, and JP 3-34, Engineer Doctrine Joint Operations, for further information on Class IV.

- **Class V.** Class V materiel consists of ammunition of all types, including chemical, biological, radiological, special weapons, bombs, explosives, land mines, fuses, detonators, pyrotechnics, propellants, and associated items. Weapons such as naval mines and torpedoes are considered major end items and are assigned to Class VII. **Routinely, only small-arms munitions and selected pyrotechnic devices are normally considered appropriate for consideration for CUL support;** however, additional common-user opportunities **may be possible for other Class V items such as artillery rounds, tank rounds, aircraft missiles, and general-purpose bombs.** In all cases, **extreme care must be exercised in cross-referencing requisition data to ensure that the correct munitions are requisitioned.**
- **Class VI (Personal Demand Item) Materiel.** Class VI supplies consist of health and comfort packages and female sundry packages. Health and comfort packages contain toothbrushes, toothpaste, razors, and personal demand items. Female sundry packages contain additional health and comfort items. **Since Class VI is not Service-specific, it is highly appropriate for CUL.** Key to successful Class VI support is the proper coordination for the introduction of military exchange activities into the theater as operational conditions permit. Class VI materiel is procured and managed by the various Service exchange systems (AAFES, NEXCOM and the MCX), and MWR organizations. The majority of these items are procured outside of the Defense and Service supply systems and, once sold or issued to the individual Service member, cease to be accountable government property.
- **Class VII (Major End Item) Materiel.** Class VII consists of major end items that are normally procured by the individual Service hardware systems commands as part of major acquisition programs. Class VII consists of the major warfighting equipment that constitutes the combat forces, and includes ships, aircraft, tanks, launchers, and vehicles. Units requiring replacement of Class VII items coordinate directly with the Service IMM. **Because of their special funding and requisition characteristics, Class VII items are not usually considered for CUL support.**
- **Class VIII Medical Materiel.** Class VIII consists of two major subclasses: Class VIIIa and Class VIIIb. Because of the commonality of Class VIII items, they should be considered for CUL management.
 - Class VIIIa consists of all medical supplies and materiel, to include optical lens fabrication, medical equipment maintenance, medical-unique repair parts, and medical gases. Subclasses include controlled substances; tax-free alcohol; precious metals; nonexpendable and expendable medical and dental items; all drugs and related items listed in Federal Class 6505 but not otherwise restricted; designated items controlled on the advice of the command surgeon; and Service-controlled sensitive items. As the strategic IMM for Class VIII items, DLA executes all inventory management and stocking policies through the DSCP. Bulk distribution depot stocks are kept to a minimum, with most materiel provided through prime vendor and direct vendor delivery contracts. Military units requisition Class VIII items via DSCP utilizing standard MILSTRIP procedures. Each of the Services has developed automated programs that feed into the standard MILSTRIP system in order to simplify and control the requisitioning of medical supplies.

- Class VIIIb is comprised of blood and blood products, which include whole blood, packed red blood cells (RBCs), frozen RBCs, fresh frozen plasma, and platelet concentrate. Class VIIIb items are administered by the DOD-level military blood program office and combatant command joint blood program offices. Traditionally, all joint force Service components establish and maintain a separate blood program that interfaces with the joint program. However, depending on the size and makeup of the joint force, the geographic combatant commander may designate a lead Service responsible to provide blood support for other components of the joint force. In larger contingencies, the combatant commander may establish a subordinate joint force level area joint blood program office under the management of the subordinate joint force surgeon. Because of the critical nature, limited supply, and associated complexities of assuring the safety of blood and blood products, Class VIIIb items are handled exclusively within health service support (HSS) channels. Supply personnel do not requisition or otherwise procure or handle Class VIIIb items without specific guidance from blood program authorities.
- In mature theaters, a medical support SITLM may be appointed by the combatant commander. The SITLM for Class VIII health service logistic support (HSLS) is referred to in existing joint doctrine as the single integrated medical logistic manager (SIMLM). The SIMLM provides medical supplies, medical equipment and repair, blood management, and optical fabrication to all joint forces in the theater including USN ships for common-use items. By exercising directive authority over the HSLS for the accomplishment of assigned missions, the geographic

combatant commander can centralize control, reduce duplication of services, and provide Class VIII and HSS in a more economical and efficient manner. Further, it is the geographic combatant commander's responsibility to ensure that coordination occurs among the Service component health logistic support systems, so that critical service logistic resources are properly allocated and medical materiel requirements are accurately stated.

- The SIMLM assumes responsibility for planning and executing the HSLS mission for common-use medical services, material, or facilities within the designated operational area. Currently, the US Army is designated as the SIMLM in Europe and Korea. Although the US Army may be designated as the SIMLM in OPLANs because of the large commitment of ground forces, any Service, except the Marine Corps, could be designated a SIMLM.

For further information on Class VIII support, refer to JP 4-02, Doctrine for Health Service Support in Joint Operations, and JP 4-02.1, Joint Tactics, Techniques and Procedures for Health Service Logistics Support in Joint Operations.

- **Class IX Repair Parts Materiel.** Class IX consists of any part, subassembly, assembly, or component required in the maintenance or repair of an end item, subassembly, or component. The Military Services have management responsibility for the depot-level repairable items and major items and assemblies in their weapons systems, while DLA manages the consumables and kits. **CUL Class IX support should be considered where commonality of equipment exists** and supporting automation systems allow; however,

CUL should not be considered as a primary means to provide Class IX support. Class IX CUL support, other than when long-term ISSAs are established, is normally limited to support of common Code 9 DLA items and may be further restricted to fill or kill basis only. When CUL Class IX support relationships are established, specific requisitioning and reimbursement procedures must be worked out in detail in order to ensure that requisitions are properly submitted, tracked, and filled.

- **Class X (Other Nonmilitary) Materiel.** Class X supports nonmilitary programs such as economic and agricultural development, civic action, and various relief and education programs. Class X items are typically provided by various governmental and private agencies, both domestic and foreign, to provide for the well being of the civilian population in designated areas. There is no stocking policy for these items since they are typically donated or procured by the government as required. Nor is there an official support concept for Class X items. Materiel is donated by NGOs to meet specific support requirements or procured to satisfy relief and/or education programs. Standard requisitioning procedures do not pertain to this class of materiel. DOS personnel usually develop Class X requirements. **CUL Class X support is normally limited to DOD assistance to DOS or NGOs in the procurement, warehousing, transportation, and distribution of selected Class X items.**

- b. **Other Joint Logistic Functions.** CUL considerations for these logistic functions cover maintenance and salvage, transportation, civil engineering, HSS, and other logistic services as depicted in Figure IV-5.

- **Maintenance and Salvage.** Maintenance includes actions taken to keep materiel in a serviceable condition or to upgrade its capability. **In most instances, maintenance and salvage is a Service-peculiar requirement** because of differences in equipment, training, tools, and spare parts required to perform the required servicing of equipment. Some CUL maintenance support may be appropriate in certain circumstances. For example, CUL maintenance is provided via ISSAs such as Army support to assigned USAF tactical control parties and weather detachments. It is also **possible that limited CUL maintenance support may be appropriate** when a small contingent from one Service component is part of a joint force with a larger component and their vehicles may be the same or similar, such as high-mobility multipurpose wheeled vehicles. Resources may be saved and effectiveness enhanced by having the larger component provide backup support or even augment the organic maintenance capabilities of the smaller. Specific areas that should be investigated for CUL support are common ground equipment, communications-electronics repair, and salvage operations.

- **Common Ground Equipment.** The Department of Defense has many common ground vehicles and equipment, especially between the Army and the Marine Corps. Ground equipment CUL support will normally be limited to formal long-term ISSAs or to limited backup or technical maintenance assistance from one Service component to another. Availability of repair parts, proper tools, technical data, and maintenance personnel must be considered.

OTHER JOINT LOGISTIC FUNCTIONS

Type of Service	CUL Suitability	Potential CUL Areas
Maintenance and Salvage	Very Limited	<ul style="list-style-type: none"> • Common Ground Equipment • Communications Electronics • Salvage
Transportation	Limited	<ul style="list-style-type: none"> • Common Airlift Support • Common Sealift Support • Common Port Operations • Common Land Transportation • Joint Movement Control • Joint Logistics Over-The-Shore • Joint Reception, Staging, Onward Movement, and Integration
Civil Engineering	Excellent	<ul style="list-style-type: none"> • Base Development • Environmental Support
Hazardous Material and Waste Management	Excellent	<ul style="list-style-type: none"> • Inventory Management • Disposal
Health Service Support	Excellent	<ul style="list-style-type: none"> • Medical Evacuation • Hospitalization • Blood Management • Veterinary Services • Dental Services • Preventive Medicine • Medical Logistics • Medical Laboratory Services • Vector Control
Other Services	Excellent	<ul style="list-style-type: none"> • Mortuary Affairs • Reutilization and Disposal • Explosive Ordnance Disposal • Water Support • Food Service Support • Laundry and Bath Support • Clothing and Textile Repair

CUL= Common-user Logistics

Figure IV-5. Other Joint Logistic Functions

• Communications - Electronics

Repair and Test. The technical design, complexity, and tactical employment concept of today's electronic systems demand system-unique support. This area is becoming a stronger candidate for common-user support as the Services acquire common C4 systems such as the Single Channel Ground or Airborne

Radio System radio and the Joint Tactical Radio System.

• Salvage. Salvage operations involve the recovery, evacuation, and reclamation of damaged, discarded, condemned, or abandoned allied or enemy equipment and materiel for reuse, repair, refabrication, or disposal. (Note:

Captured enemy equipment and materiel should be forwarded through intelligence channels for analysis then issued for use to support enemy prisoners of war (EPWs) or disposed of in a manner deemed appropriate by the JFC.) When practical, sharing of joint or multinational salvage or recovery assets should be considered; however, **salvage of Service-owned equipment and materiel is normally a Service component responsibility.**

- **Transportation.** USCINCTRANS has the mission to provide common-user strategic air, land, and sea transportation and terminal services to deploy, employ, redeploy, and sustain military forces to meet national security objectives. Once assets and personnel arrive in theater, the geographic combatant commander is responsible for distributing them to their ultimate destinations. Maximum use of common transportation resources depends on efficient and effective use of inter-Service and/or multinational transportation support. Each geographic combatant commander develops a joint theater distribution plan to rapidly and efficiently transport theater assets and personnel. The joint theater distribution system enables the geographic combatant commander to deploy, employ, sustain, and redeploy assigned forces and non-unit materiel to carry out missions assigned to the command. The system is a network of nodes and links tailored to meet the requirements of the military force during peacetime, contingency, or wartime operations. **Distinct CUL-related transportation processes include: common sealift support, common airlift support; common port operation support; common land transportation; movement control; logistics over-the-shore; and joint**



Salvage is primarily a Service responsibility.

reception, staging, onward movement, and integration.

For further information, refer to JP 4-01, Joint Doctrine for the Defense Transportation System, and other 4-01 series publications on joint transportation operations.

- **Civil Engineering.** Civil engineering is defined as those combat support and combat service support activities that identify, design, construct, lease, or provide facilities, and which operate, maintain, and perform war damage repair and other engineering functions in support of military operations. Critical to all military operations, **civil engineering support is a potential candidate for CUL support.** The Military Services staff, organize, train, and equip general and civil engineering

resources to perform tasks required by their assigned role and missions. However, the combatant commander has responsibility for establishing construction standards and priorities to assure that overall Service component construction activities support the concept of operations. Civil engineering is critical in base development and support, which includes the major additional mission of ensuring that wastes, including **hazardous waste and effluents from operations materiel and service functions, are appropriately controlled; for constructing facilities and installations; and for controlling real property upon occupation and redeployment.**

Refer to JP 4-04, Joint Doctrine for Civil Engineering Support, for further information.

- **Hazardous Material and Waste Management.**

Hazardous material use and resultant hazardous wastes are common to joint operations. Minimizing hazardous materials through inventory management improves the safety and survivability capabilities of the JFC. Hazardous waste must be disposed of using the method that is the most protective of human health and the environment under existing operational conditions and IAW applicable US and HNS agreements, environmental laws, conventions, policies, and regulations. DLA is the DOD agent responsible for disposal of hazardous waste.

- **Health Service Support.**

HSS includes health care evacuation, hospitalization, medical logistics, medical laboratory services, blood management, vector control, and dental, veterinary, and preventive medicine services. Geographic combatant commanders coordinate and integrate HSS within their theaters. Where practical, joint use of

available medical assets is used to support the warfighting strategy and concept of operations. Combatant commanders should ensure that the following HSS goals are met.

- Return ill and injured combatants to duty as far forward as possible.
- Stabilize and evacuate those patients who cannot return to duty within the established theater evacuation policy.

For detailed discussions of HSS, refer to JP 4-02, Doctrine for Health Service Support in Joint Operations.

- **Other Services.** Other joint logistic services include mortuary affairs, defense reutilization and disposal, EOD, water support, food support, laundry and shower, and clothing and textile repair.

• Mortuary Affairs. The joint mortuary affairs program provides support across the full range of military operations and is divided into three distinct programs: current death, graves registration, and concurrent return. The Army is the DOD executive agent responsible for the DOD mortuary affairs office that is the proponent for mortuary affairs doctrine, procedures, and training for all Services; however, the individual Military Services are responsible for managing their own mortuary affairs programs. Additionally, the geographic combatant commanders are responsible for controlling and coordinating overall mortuary affairs operations within their theaters. The combatant commanders often accomplish this coordination in major operations by establishing a joint mortuary affairs office.

For detailed discussions of mortuary affairs, see JP 4-06, Joint Tactics,

Techniques, and Procedures for Mortuary Affairs in Joint Operations.

• Reutilization and Disposal. DLA provides worldwide disposal of DOD property through the DRMS. DLA support to the Services and geographic combatant commands includes the capability to relieve Service component of property accountability at turn in and dispose of materiel hazardous wastes and scrap in a theater. DRMS will facilitate the retrograde of Service component usable excess property, to established disposal sites in the AOR. The disposal element of the in-theater DCST, through the combatant commander and subordinate JFC J-4s, establishes theater-specific procedures for the facilitation of Service component retrograde or disposal of facilities, equipment, and supplies, including hazardous material and waste. Disposal operations are included in DLA's preparation of its combat support agency supporting plan in the joint operations process for campaign, deliberate, or crisis action planning.

For further information, see Appendix A, "The Defense Logistics Agency."

• Explosive Ordnance Disposal. The DOD EOD mission is to support national security strategy and force protection by neutralizing hazards from foreign and domestic conventional, nuclear, biological, and chemical unexploded ordnance and improvised explosive devices that present a threat to operations, installations, personnel, or materiel. **EOD is an excellent candidate for CUL support** because each Military Service has EOD organizations, personnel, and equipment that can provide a variety of common service EOD capabilities to JFCs. Furthermore, due to the joint nature of EOD training, professional development, and equipment acquisition

process, Service EOD units are very adept at working in a joint environment.

See the Air, Land, Sea Application Center's multi-Service publication (Service publication numbers to be determined) titled Explosive Ordnance Disposal (EOD) Operations in a Joint Environment.

• Water Support. Water is not a Class I asset for all Services; however, it is a critical combat subsistence commodity that requires intensive management and control. In addition to drinking and cooking, it is required for medical, sanitation, construction, decontamination, and maintenance. The amount of water required depends on the regional climate and the type and scope of operations. **Potable water** may be provided by military water purification units, water supply, distribution and treatment facilities constructed by military civil engineering units, distillation, HNS, contracting, or any combination thereof. **Nonpotable water** may be provided by water supply and distribution facilities constructed by military civil engineering units, HNS, contracting, or any combination thereof. To ensure that units are not competing against one another for water, controls must be established early on in areas where water is not readily available.

• Food Service Support. Food service support could easily be provided from either military or contracted support capabilities or a combination of both. Key considerations include military capabilities available for joint use, standards of support between Services, and reimbursement procedures.

• Laundry and Shower Support. Laundry and shower support could be provided from either military or contracted support capabilities, or a



Bottled water is a very appropriate CUL support item that has become a generally accepted standard within US military operations.

combination of both. However, organic military laundry and shower capabilities are limited and vary greatly between Services. Key considerations include availability of military capabilities for joint use, standards of support between Services, and reimbursement procedures.

• Clothing and Textile Repair. Clothing and textile repair could be provided from either military or contracted support capabilities or a combination of both. However, organic military clothing and textile repair is very limited. Key considerations include availability of military capabilities for joint use and reimbursement procedures.

4. Other Major CUL Considerations

a. Contracting Support. Contractors have historically supported military operations in significant numbers. Recent military downsizing, restructuring, procurement of more highly technical systems for warfighting, and implementation of better business practices will further increase DOD's reliance on contractor support to all joint military operations.

Contracting also can be a key source of CUL supply and service support in any JOA. Contractors provide support across the full range of military operations, but they are especially applicable to MOOTW operations. Contracting support can bridge the gap prior to arrival of military support capabilities, can augment military or HNS, and can provide sole support for selected logistic functions when force caps or other constraints do not allow for the deployment of adequate military logistic capabilities. In fact, there will be few, if any, military operations where contractors are not an integral part of US in-theater support structure. However, utilizing contractor support can entail special legal, force protection, and funding considerations depending on the individual operational situation.

- Types of Contractors.** The three types of contractors are theater support, external theater support, and systems support. **Theater support** contracting sources range from major long-term contracts in mature theaters to locally arranged unskilled labor contracts in operational situations where there is no HN, e.g., operations in northern Iraq; or an absence of national government,

e.g., Somalia. **External theater support** contractors include US national and third party foreign national contractors that are not already located in theater. **Systems contractors** are generally technicians with expertise in the areas of missile, computer, communications and other highly technical areas. In some instances, maintenance operations for entire systems are totally contractor operated under what is referred to as contractor logistic support. Some contracts may be a combination of both external support and theater support. Examples of multi-source contracts are the Army's LOGCAP, Air Force's AFCAP, and the Navy's CONCAP civil augmentation programs. These prearranged contracts are often modified based on short-notice contingencies and use a combination of external support and theater support contractors.

- **Contractor Planning.** The geographic combatant commander and subordinate JFCs play a major role in contractor planning. **The key to joint contractor planning is to assure efficient,**

effective, and well-coordinated contracting efforts throughout the JOA. This is particularly true in the execution of in-theater contracts in that, generally, external support and especially systems contracts are managed through the Service components and are much less applicable to CUL support. Contractor personnel and their DOD sponsors must work closely with geographic combatant command logistic planners to positively ensure that all inbound and retrograde cargo is visible, in item level detail, and accounted for in the overall logistic command and control process. If contractor personnel anticipate receiving cargo from commercial transportation providers, the contractor must establish a commercial delivery address. This address must be complete and include city, street, building number and a commercial telephone number for the receiving point of contact. However, multi-source and theater support contract administration, which are applicable to CUL support, can be managed by DCMA.



Contracting can be a significant CUL support capability as demonstrated by US Army LOGCAP in support of multinational operations in East Timor.

More details on DCMA can be found in Appendix B, “The Defense Contract Management Agency.”

- Short-notice contingency contracting support commences immediately after the notification of an operation and generally continues until replaced by military capabilities or HNS or until cessation of the operational requirement. Initial activities include the purchase of basic life-support services such as billeting, food, and water, but also can include support in transportation and other areas as well. Additionally, contracting is responsible for the acquisition of force build-up capabilities such as construction contracts.
- During sustainment, a myriad of services, including MWR activities and base infrastructure support, are required. The CINC Logistics Procurement Support Board (CLPSB), or other joint boards as determined at the combatant commander or subordinate JFC level, are designed to achieve a properly coordinated acquisition program. One of the primary functions of the CLPSB is to eliminate duplication by arranging for single-Service contract assignments for specific supplies and services when

appropriate. The CLPSB provides an exchange of information between contracting and HNS activities covering such matters as sources of supply and prices as well as medical and contractor performance. It also provides guidance on the consolidation of purchases. The CLPSB establishes procedures to coordinate procurement with the supply operations of the command and area and prescribes payment procedures consistent with currency control requirements and international agreements.

Refer to JP 1-06, Joint Tactics, Techniques, and Procedures for Financial Management During Joint Operations, JP 4-0, Doctrine for Logistic Support of Joint Operations, and JP 4-04, Joint Doctrine for Civil Engineering Support, for further information on contract operations.

- b. **Host-Nation Support.** HNS is the civil and/or military assistance rendered by a nation to foreign forces within its territory during peacetime, crises or emergencies, or war based on agreements mutually concluded between nations. HNS, which is based upon mutually concluded agreements between or among nations, is a key CUL area of concern.

OPERATION JOINT ENDEAVOR

In Operation JOINT ENDEAVOR in Bosnia, the US Army used their existing Logistics Civilian Augmentation Program (LOGCAP) to provide significant amounts of civil engineering and other logistic support throughout the Armed Forces area of operation. The Army LOGCAP contract, executed by Brown and Root Corporation, used a mixture of external support and theater support contractors to perform missions ranging from major vertical construction efforts to providing truck drivers to augment Army transportation forces. Brown and Root relied heavily on US hires for planning and supervisory positions, but also hired numerous local nationals to perform both skilled and unskilled labor functions. Utilizing LOGCAP saved significant deployment time and military force structure. Overall, LOGCAP contracting was very successful in Operation JOINT ENDEAVOR.

SOURCE: Army Center For Lessons Learned Report

HNS may often play an important role in reducing the military logistic footprint in-theater, thus allowing the deployment of increased combat capabilities early in the operation. HNS can also provide long-term logistic support, thus freeing up key military logistic capabilities for other contingencies. HNS may include many different types of CUL support (Figure IV-6 depicts specific HNS support capabilities). **Combatant commanders have overall responsibility to ensure the proper use of HNS within the JOA.** In some operational situations, the supported **combatant commander may appoint one Service component to be the lead to conduct contracting and HNS arrangements** with the HN in order to avoid duplication of effort and to control costs. Through bilateral ACSAs or formal memoranda of support, the lead Service or combatant commanders assure that HNS is properly coordinated and integrated into the overall CUL logistic plan. HNS is used to

augment the US force capability, not to replace it. Care should be taken to ensure that HNS is not depended upon so heavily that its withdrawal could jeopardize mission accomplishment.

Refer to JP 4-0, Doctrine for Logistic Support of Joint Operations, for further HNS information.

c. **Pre-positioning.** All Military Services, along with DLA, have pre-positioned equipment and supplies in various locations throughout the world. These pre-positioned stocks are designed to reduce deployment requirements and are generally focused on MTW contingencies. While they may not be managed with CUL support in mind, these in-theater stocks may be considered as a potential resource for CUL support to joint operations. However, **it must be clearly understood that pre-positioned stocks are generally Service-specific and are**

HOST-NATION SUPPORT CAPABILITIES

- **General labor support**
- **Port and terminal labor, facility, and equipment support**
- **Transportation support**
- **Bulk petroleum, including distribution and storage**
- **Use of other logistic facilities**
- **Food and water support**
- **Other services support**
- **Hazardous material and hazardous waste disposal support**

Figure IV-6. Host-Nation Support Capabilities

normally controlled by the Military Services, not the Military Service component commander of the region within which they are located. Therefore, close coordination between the supported combatant commander, the Service component commanders, and strategic Service organizations or DOD agency (DLA) that controls these stocks must take place prior to their utilization in CUL support operations. Note: Due to the degradation of the USMC MPF capability that occurs upon the issue of pre-positioned sustainment equipment and supplies for force stand-up, MPF assets should be considered for CUL support source only as a last resort, when all other options have been exhausted.

d. Post or Base Exchange Support. Tactical field exchange support can provide excellent CUL service. Field exchange support can be provided through any one of the **three Service exchange systems, all of which have contingency deployable resale capabilities in all but the most remote OCONUS locations.** Tactical field exchanges can provide a variety of deployable personnel support upon request from the supported combatant commander. Exchange supply and service support for both initial and sustainment merchandise stocks will typically use a combination of commercial and DOD assets, depending on the individual operational situation.

e. Support to Refugees, EPWs, and Dislocated Civilians. Depending on the operational situation, **combatant commander planners will have to consider the possibility of providing CUL sustainment and life support for refugees, EPWs, dislocated civilians, and civilian internees.** Cultural preferences regarding food must be considered as well as medical support issues — blood, infectious diseases, etc. The requirement to temporarily shelter and ultimately transport EPW personnel for repatriation also exists, as do requirements for

EPW pay and local contract support for food, shelter, etc. Coordination through the staff judge advocate with the International Red Cross and the supporting military finance unit will assist in this effort. Due to existing DOD Executive Agent requirements that put the Army in the lead for EPW operations, **the Army forces commander is normally responsible for EPW support.**

f. Multinational Considerations. The responsibility for providing CUL support to national component forces rests ultimately with each provider nation; however, varying degrees of mutual logistic support exist in multinational operations and must be planned to complement partners' capabilities and to minimize weaknesses. Normally, multinational forces will be supported through national channels with limited CUL-related multinational support dependent on operational conditions and other factors. To supplement purely national support, to ease individual burdens, and to achieve economies of scale, nations may participate in one or more multinational CUL C2 and management arrangements as discussed in Chapter III, "Organization Options." When executing CUL in multinational operations, **care must be taken to ensure that both the supported and supporting organizations have a proper understanding of the specific execution parameters.** In NATO or other alliance operations, commanders should follow existing ratified doctrine and agreements. In coalition operations, a concerted effort must take place to ensure that adequate agreements exist and that CUL execution procedures are properly understood. Normally, **the supported organization will follow existing procedures and doctrine of the supporting organization.** In all circumstances, it is imperative that the logistic staff officers of all commands that are receiving, providing, or overseeing multinational CUL operations have coordinated properly to ensure understanding of appropriate CUL execution, reporting, and

coordinating procedures. Proper coordination and planning may include significant liaison and translation support.

Additional information on multinational logistic support arrangements can be found in JP 3-16, Joint Doctrine for Multinational Operations, and JP 4-08, Joint Doctrine for Logistic Support of Multinational Operations.

g. Support to Nongovernmental Organizations and Other Governmental Agencies.

As the US military takes on more overseas peacekeeping operations as well as CONUS and OCONUS humanitarian support missions, US contact with civilian organizations is becoming commonplace. **The potential requirement to provide MSCA, (e.g., NGOs and OGA), must always be considered.** Approximately 350 NGOs registered with the US Agency for International Development (USAID) are capable of conducting some form of foreign humanitarian relief operation. Many other foreign-based organizations not required to register in the United States also provide foreign humanitarian relief operations. USAID publishes a yearly report titled

Voluntary Foreign Aid Programs that describes the aims and objectives of the registered organizations. In domestic support operations, the military will operate in support of the civil lead federal agencies, (e.g., FEMA). In many joint operations, the subordinate JFC, Service components, and DLA may be required to coordinate and/or provide support related to movement or supply of FHA materiel. Support to NGOs may be done when directed by appropriate authorities. An additional Service or agency CUL requirement for support of non-DOD materiel may result from voluntary donations in support of US forces. DLA coordinates distribution of donated materiel subject to combatant commander policy and procedures. In these situations, the combatant commander, the subordinate JFC, and their staffs must evaluate the operational situation to ensure that CUL support is properly coordinated and legally authorized and that a balance is achieved in providing support throughout the theater.

h. Funding. Until emerging technology for all Service reimbursement funding procedures is programmed or automated to



The US military will often be called upon to provide CUL support in foreign humanitarian assistance missions as was the case in JTF ATLAS RESPONSE in Mozambique.

conduct direct reimbursement (or current military interdepartmental purchase request procedures are fully integrated), the current off-line system remains unchanged. Services or individual item support is normally accomplished through the lead Service procedures. Reimbursement is done through

common, joint, or cross-servicing agreements.

JP 1-06, Joint Tactics, Techniques, and Procedures for Joint Task Force Financial Management, addresses this subject in detail.

APPENDIX A

THE DEFENSE LOGISTICS AGENCY

1. Introduction

a. DLA is the DOD combat service support agency that provides worldwide logistic support to Military Departments and combatant commands across the range of military operations and to other DOD components, federal agencies, foreign governments, or international organizations as assigned. Its mission is to provide common commodities and services to its customers.

b. DLA assists the combatant commander in controlling the CUL segment of logistic support as follows.

- During contingencies (and upon request from the supported commander), DLA provides a tailored DCST to provide a single focus for all DLA activities.
- During situations that require specialized attention, DLA's Emergency Supply Operations Centers (ESOCs) streamline supply requests or can expedite critical requisitions.
- During routine operations, DLA assigns customer support representatives to assist major Service component units with day-to-day DLA support.

2. DLA Overview

DLA participates fully in the deliberate planning process and exercises its responsibilities by advising the Joint Staff and recommending resource allocations and production priorities when appropriate. It also conducts a logistic sustainability analysis of the combatant commanders' OPLANs. DLA is responsible for distributing selected hard-copy geospatial information in support of

NIMA. DLA is also the Department of Defense's executive agent for disposal and reutilization, including hazardous material. Disposal operations will be included in the combatant commander's theater disposal plan developed in coordination with DLA. DRMS will establish a Forward Receiving Activity as far forward as practicable, to facilitate Service component(s) retrograde of usable excess property, and arrange for the compliant disposal of scrap metal and hazardous wastes.

3. DCST

When required for a contingency or exercise, a DCST is **established to provide a single point of contact for DLA matters to the supported combatant commander, the subordinate JFCs, and/or Service component commanders**. The DCST provides appropriate C2 when DLA is designated a CUL lead organization to a particular joint operation and focuses on the in-theater DLA operations to respond proactively to requirements in a JOA.

a. The level of support is based on the mutual assessment of the supported command staff and the DLA initial response team. The DCST is then tailored to anticipate contingency taskings. DLA reviews the taskings to determine the size and mix of forces to satisfy each requirement. This process is normally accomplished during the planning or early execution phases of a crisis through a DLA planning or liaison cell that can respond within 24 hours. DLA's involvement during the planning stages of a crisis ensures that the plan being developed is sustainable. The standard elements are an initial response team, the command support element, and specific functional elements outlined in the next paragraph.

- An initial response team deploys first, bringing a small organic communications support package to provide support during the early stages of the deployment. The team's primary missions are to determine a more precise requirement for overall DLA and DCST support and to assist the supported combatant commander or subordinate JFC in logistic planning and execution.

- The command support element (CSE) later augments the initial response team, bringing the talents and equipment needed to make the DCST fully operational based on the individual joint force DLA support requirements.

b. The DCST CSE normally collocates with the JFC or Service component that is responsible for the preponderance of CUL support within the JOA. Other DLA personnel who are already in the JOA or who arrive later will form DCST functional elements and provide required support. The functional elements of a DCST are the Material Management Element, the Disposal Element, and the Fuel Support Element (see Figure A-1). (For national disasters, DCST's functional elements would normally only include distribution operations management and mobility center operations.)

c. DLA support, based on taskings from the supported combatant commander, is phased in and out via the TPFDD. When unforeseen requirements arise, the CSE of the DCST arranges the most effective and efficient solution. In past contingencies, DLA set up special support elements outside the operational area, cross-utilized in-country assets, or brought in contractors as necessary to help resolve problems.

d. In addition to planning how the DCST will be formed and how it will respond to the combatant commander's requirements, the initial response team, in conjunction with the

DEFENSE LOGISTICS AGENCY CONTINGENCY SUPPORT TEAM FUNCTIONAL ELEMENTS



Figure A-1. Defense Logistics Agency Contingency Support Team Functional Elements

JFC, must develop an exit strategy for the DCST. This strategy will be based on the operational situation. The DCST will normally redeploy once DLA-focused expertise is no longer required, (e.g., if normal DOD logistic systems, a host government, or a capable NGO can assume the mission). This decision will be based on the individual operational situation and will be made in concert with the supported combatant commander and/or subordinate JFC's staff and reassessed as the complexity of the theater changes.

4. Emergency Supply Operations Center

The ESOCs are standing centers serving as the **single focal point within DLA** for

the execution of all facets of supply operations in response to military contingencies and exercises, national and international crises, and other requests for emergency supply support. Further, where centralized control and administration are required, the HQ ESOC serves as the interface between all authorized customers and DLA activities, providing supply support relative to requisitions, citing issue priority designators 01-03 without a mission capable indicator in the required delivery date field beginning with a “9”, “N”, or “E”, and an Office of the Secretary of Defense or Joint Chiefs of Staff project code beginning with a “9”. The ESOC acquires, analyzes, and provides essential information to senior management regarding supply operations in support of crises as they occur. The HQ ESOC develops and promulgates policy and operational guidance to the Defense Supply Center ESOCs and exercises headquarters staff cognizance over these activities. The current functions and responsibilities of the ESOC are as follows.

- Serve as the single focal point for DLA for extraordinary and emergency supply support for special projects and crisis situations.
- Execute all facets of supply operations in response to crisis situations and other events or special projects requiring extraordinary or emergency supply assistance.
- Administer the ESOC and provide C2 information to DLA senior management.
- Develop and promulgate policy and procedures to the DLA ESOCs and Defense Distribution Center, and resolve operational issues that may arise between DLA and its customers concerning current policies and procedures.

- Manage and issue DLA project codes and coding procedures, maintain control of both DLA and DOD project codes in the agency, and assign DLA-peculiar project codes.

5. Customer Support Representatives

DLA customer support representatives are assigned to the DLA Logistics Operations under the Readiness and Customer Support Directorate and the Readiness Directorate within DLA-Europe and DLA-Pacific. **DLA customer support representatives are supply management specialists with a broad knowledge of DLA logistic support; their responsibilities are “corporate” in nature.** They represent DLA to the customers, represent customer’s needs and concerns to the DLA leadership and staff, and leverage DLA’s capabilities in response to customer’s needs and concerns.

- a. DLA customer support representatives are assigned to activities that drive military readiness, (e.g., the Services’ inventory control points, maintenance facilities, and major operational units identified by the Service). Their role is to engage in problem resolution and information management between the supported customer and appropriate DLA organization. They represent DLA at meetings and on project teams and interact daily with all levels of customer personnel, from warehouse workers and requisition clerks to commanders and program managers. While DLA customer support representatives are not intended as “parts chasers,” they ensure that the customer is getting the appropriate response from the DLA inventory control points and depots and take appropriate action or provide training when established procedures do not function properly. They spend most of their time with the customer who hosts them, making extensive use of telephone, facsimile, and electronic mail.

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- b. Customer support representatives do not normally deploy to a contingency operational area unless rostered as a DCST member. DLA also has placed a liaison officer (LNO) at the Joint Staff J-4 office, and created LNO positions at each of the geographic combatant commands J-4 sections, to provide necessary DLA expertise and full time DLA representation at these key joint logistic staffs.

APPENDIX B

THE DEFENSE CONTRACT MANAGEMENT AGENCY

1. Introduction

DCMA is the combat support agency that provides worldwide contract management services in times of peace, crisis, and war, to include administering civil augmentation program contracts; (e.g., LOGCAP, AFCAP, and CONCAP). Procuring contracting officers or a buying activity may delegate to DCMA any or all contract management functions listed in Federal Acquisition Regulation (FAR) Part 42.302. Examples of authorities and functions normally delegated to DCMA during contingencies are listed in Figure B-1. Additionally, where an analysis of a defense contractor's ability to support contingency operations and overall industrial sector capabilities, capacities, and production surge capability affect prosecution of a contingency, DCMA helps in reaching back

into the industrial base needed by Service components, combatant commanders, and Joint Staff to plan and execute contingency operations or participate in exercises. DCMA assists the combatant commander as follows.

- During exercises, contingencies, and upon request from the supported combatant commander, DCMA provides a tailored contingency contract administration services (CCAS) team to provide a single focus for all DCMA activities.
- During peacetime and contingencies, DCMA provides a combat support center (CSC) to act as a focal point for deliberate, crisis action, and exercise planning and execution. Additionally, the CSC is the organization that develops

DEFENSE CONTRACT MANAGEMENT AGENCY FUNCTIONS

- ***PERFORMING PRE-AWARD SURVEYS***
- ***APPOINTING ADMINISTRATIVE CONTRACTING OFFICERS***
- ***ADMINISTERING CONTRACTS***
- ***ISSUING DELIVERY OR TASK ORDERS***
- ***NEGOTIATING COST AND SCHEDULES***
- ***MONITORING COSTS***
- ***MONITORING QUALITY ASSURANCE COMPLIANCE***
- ***PERFORMING PROPERTY ADMINISTRATION***

Figure B-1. Defense Contract Management Agency Functions

and promulgates policy and doctrine for the DCMA's combat support readiness and leads DCMA participation in joint exercises.

- Provides quality information to the Service components, combatant commanders, and Joint Staff that improves the customer (warfighter) wait time and time definite delivery of parts and end-items that require industrial base engagement. This service provides a “reach back” partnership into the industrial base’s capability and capacity as well as industries’ ability to surge production of specific materials. This is accomplished through working closely with forward-deployed Service component acquisition, logistic management personnel, CONUS-based program managers, and buying activities. This ability completes the warfighter’s logistic COA analysis function.
- DCMA assigns operations officers to assist the Joint Staff and combatant commanders in day-to-day coordination of DCMA support to deliberate, crisis action, and exercise planning.

2. DCMA Overview

a. As a combat support agency, DCMA provides direct support to the combatant commander through CCAS teams. CCAS teams have two primary missions in assisting the combatant commander.

- Provide decision quality information to the Service components, combatant commanders, and Joint Staff that improves the customer (warfighter) wait time and time definite delivery of parts and end-items that require industrial base engagement. This service provides a “reach back” into the industrial base’s capability and capacity as well as industries’ ability to surge production of

specific materials. This is accomplished through working closely with forward deployed Service component acquisition and logistics management personnel and CONUS-based program managers and buying activities. This ability completes the warfighter’s logistics COA analysis function. Examples of surge capability may include, but are not limited to, the combatant commander’s and Service component’s CIL.

- Provide post-award contingency contract administration services to the combatant commander for both external and theater support contracts in accordance with the FAR and Defense Federal Acquisition Regulation, Part 43.302. These services include, but are not limited to, post-contract award management of civil augmentation program contracts; (e.g., LOGCAP, AFCAP, and CONCAP). DCMA’s legal authority to administer contracts is derived via a contract delegation from a procuring contracting officer (PCO). DCMA does not deploy a CCAS team into a theater until contract administration authority is received.

b. CCAS teams may consist of DCMA experts in fuels quality assurance, contract service quality assurance, contract operations, and property management. The team composition will depend on the functions delegated to DCMA from the PCO, and on the level of effort required to execute the delegation. That is, the Commander, DCMA CMO in the AOR becomes the CCAS commander (CCAS-C). The CCAS-C gathers this information through the deployment of a CCAS initial response team (IRT) into the AOR. The IRT assesses, on scene, the personnel skill types and numbers needed for longer term management. The CMO commander and/or CCAS-C is the DCMA’s representative and single point of contact to the command structure within the AOR. DCMA prepares and trains for these

roles through contingency and deliberate planning with the combatant commanders and Services in addition to participating in joint exercises and wargames.

3. Combat Support Center

a. The CSC is located at DCMA headquarters and is the focal point for DOD, multinational, and interagency combat support coordination and tasking. In support of the CSC, operations cells are located throughout the DCMA districts and CMOs for both day-to-day, contingency, exercise, and training support. When a crisis action team is activated at the combatant command, JTF, or Service component level for exercise support or actual contingencies, the CSC and supportive operations cell staffs may be expanded to meet operational requirements.

b. The CSC reports essential information to senior management regarding contract administration services in support of crises as they occur. The CSC provides the following.

- Coordination for deliberate, crisis action, and exercise planning support.
- Operational, contingency, crisis action, joint, and multinational policy, procedures, and doctrine.
- Coordination with Services, Joint Staff, and combatant commander staff planners for doctrine and policy.
- A single focal point for DCMA contingency operations and exercises.

4. Operations Officers

DCMA operations officers are assigned to combatant commanders and the Joint Staff. Operations officers are specialists with a broad knowledge of how contingency contracting supports the combatant commanders as well as how the industrial base may be engaged

to improve warfighter wait time and time definite delivery of resources. They represent DCMA to the warfighter, represent the warfighter's needs and concerns to DCMA and, ultimately, industry. They belong to the area DCMA CMO and serve day-to-day as DCMA's primary focal point for disseminating, coordinating, and tracking combatant commander issues and concerns to and from DCMA. During crisis the operations officer will be the DCMA's representative within the CINC's contingency staff. The operations officer is responsible for the following.

- Maintains the DCMA planning interface to the combatant commander's staff and components.
- Coordinates plans and conducts DCMA support planning for contingencies and exercises in the AOR.
- May deploy with CCAS teams for exercises and contingencies within the AOR.
- Maintains planning and operational coordination with the DCMA's CSC, operation cells, and CMOs.

5. CCAS Teams

a. When required for a contingency or exercise, a CCAS team is established to provide contract administration services to the supported combatant commander, the subordinate JFCs, and/or Service component commanders.

b. The level of support is based on the mutual assessment of the supported combatant commander's staff and the DCMA IRT. The CCAS team is then tailored to the anticipated contingency taskings. The CCAS-C, in cooperation with the contingency commander's staff (i.e., JTF commander or Service component) in the JOA, reviews the

Appendix B

taskings to determine the size and mix of forces to satisfy each requirement. This process is initiated during crisis action planning and is done in coordination with the DCMA CSC. DCMA's involvement during the planning stages of a crisis ensures that the plan being developed is sustainable through the contracting vehicles envisioned. The standard elements in an IRT are as follows.

- Command
- Contracting
- Quality assurance
- Property management
- Operations and automated data processing.

c. The IRT deploys within 48 hours of a tasking. The team's primary missions are to determine a more precise requirement for overall DCMA support and to assist in the early stages of contract administration for which contract delegation authority has been passed. The follow-on CCAS team later augments or replaces the IRT, bringing the talents and equipment needed to make the CCAS fully operational.

d. The C2 element of a CCAS team normally collocates with the JTF commander, Service component, or organization managing contracting for the operational area. The C2 element of the CCAS team is comprised of the following.

- Industrial programs integration
- Contracting operations officer

- Quality assurance

e. The functional elements of a follow-on CCAS team are as follows.

- Fuels quality assurance
- Contract operations
- Quality assurance
- Property management

f. DCMA support, based on requirements from the combatant commander, is phased in and out via the TPFDD. When unforeseen requirements arise, the area CMO, through the DCMA operations officer, arranges the most effective and efficient solution.

g. In addition to planning how the CCAS team will be formed and how it will respond to the combatant commander's requirements, the IRT, in conjunction with the JFC, must develop an exit strategy for the CCAS team. This strategy will be based on when the individual operational situation allows the CCAS team to re-deploy once the DCMA-focused expertise is no longer required, e.g., if normal DOD acquisitions no longer require post award management, exposure and/or risk is too low to justify continued CCAS functions, or the functions can be handled through routine contract administration provided directly from the cognizant CMO. This decision will be based on the individual operational situation and will be made in concert with the supported combatant commander and/or subordinate JFC's staff and reassessed as the complexity of the theater changes.

APPENDIX C REFERENCES

The development of JP 4-07 is based upon the following primary references:

1. Title 10, United States Code.
2. Public Law 96-323, *The NATO Mutual Support Act (NMSA) of 1979*, as amended.
3. Unified Command Plan, 29 September 1999.
4. DOD Directive 4270.5, *Military Construction Responsibilities* as amended by the Office of the Assistant Secretary of Defense (Acquisition and Logistics) letter of 20 March 1986.
5. DOD Directive 5100.1, *Functions of the Department of Defense and Its Major Components*.
6. The Basel Convention, 1 May 1994.
7. JP 1, *Joint Warfare of the Armed Forces of the United States*.
8. JP 0-2, *Unified Action Armed Forces (UNAAF)*.
9. JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*.
10. JP 1-06, *Joint Tactics, Techniques, and Procedures for Financial Management During Joint Operations*.
11. JP 3-0, *Doctrine for Joint Operations*.
12. JP 3-05, *Doctrine for Joint Special Operations*.
13. JP 3-05.1, *Joint Tactics, Techniques and Procedures for Joint Special Operations Task Force Operations*.
14. JP 3-07, *Joint Doctrine for Military Operations Other Than War*.
15. JP 3-07.3, *Joint Tactics, Techniques, and Procedures for Peace Operations*.
16. JP 3-07.6, *Joint Tactics, Techniques, and Procedures for Foreign Humanitarian Assistance*.
17. JP 3-08, *Interagency Coordination During Joint Operations*.
18. JP 3-16, *Joint Doctrine for Multinational Operations*.
19. JP 3-17, *Joint Doctrine and Joint Tactics, Techniques, and Procedures for Air Mobility Operations*.

Appendix C

20. JP 3-33, *Joint Force Capabilities*.
21. JP 3-34, *Engineer Doctrine for Joint Operations*.
22. JP 3-35, *Joint Deployment and Redeployment Operations*.
23. JP 3-57, *Doctrine for Joint Civil-Military Operations*.
24. JP 4-0, *Doctrine for Logistic Support of Joint Operations*.
25. JP 4-01, *Joint Doctrine for the Defense Transportation System*.
26. JP 4-01.2, *Joint Tactics, Techniques, and Procedures for Sealift Support to Joint Operations*.
27. JP 4-01.3, *Joint Tactics, Techniques, and Procedures for Movement Control*.
28. JP 4-01.4, *Joint Tactics, Techniques, and Procedures for Joint Theater Distribution*.
29. JP 4-01.5, *Joint Tactics, Techniques, and Procedures for Terminal Operations*.
30. JP 4-01.6, *Joint Tactics, Techniques, and Procedures for Joint Logistics Over-the-Shore (JLOTS)*.
31. JP 4-01.7, *Joint Tactics, Techniques, and Procedures for Use of Intermodal Containers in Joint Operations*.
32. JP 4-01.8, *Joint Tactics, Techniques, and Procedures for Joint Reception, Staging, Onward Movement, and Integration*.
33. JP 4-02, *Doctrine for Health Service Support in Joint Operations*.
34. JP 4-02.1, *Joint Tactics, Techniques, and Procedures for Health Service Logistics Support in Joint Operations*.
35. JP 4-03, *Joint Bulk Petroleum Doctrine*.
36. JP 4-04, *Joint Doctrine for Civil Engineering Support*.
37. JP 4-06, *Joint Tactics, Techniques, and Procedures for Mortuary Affairs in Joint Operations*.
38. JP 4-08, *Joint Doctrine for Logistic Support of Multinational Operations*.
39. JP 4-09, *Joint Doctrine for Global Distribution*.
40. JP 5-0, *Doctrine for Planning Joint Operations*.
41. JP 5-00.2, *Joint Task Force Planning Guidance and Procedures*.

42. JP 6-0, *Doctrine for Command, Control, Communications, and Computer (C4) Systems Support to Joint Operations.*
43. JP 6-02, *Joint Doctrine for Employment of Operational/Tactical Command Control, Communications, and Computer Systems.*
44. FM 41-10, *Civil Affairs Operations.*
45. FM 63-4, *Theater Support Command.*
46. FM 90-31/MCRP 3-3.8, *Army Marine Corps Integration.*
47. FM 100-5, *Operations.*
48. FM 100-7, *The Army and Theater Operations.*
49. FM 100-10, *Combat Service Support.*
50. FM 100-16, *Army Operational Support.*
51. FM 100-17-1, *Army Prepositioned Afloat Operations.*
52. FM 100-17-2, *Army Prepositioned Land.*
53. FM 100-17-3, *Reception, Staging, Onward Movement, and Integration.*
54. FM 100-19, *Domestic Support Operations.*
55. FM 100-25, *Doctrine for Army Special Operations Forces.*
56. AFDD 2, *Organization and Employment of Aerospace Power.*
57. AFDD 2-4, *Combat Support.*
58. AFDD 2-4-4, *Bases, Infrastructure, and Facilities.*
59. AFDD 2-6.1, *Airlift Operations.*
60. NDP 4, *Naval Logistics.*
61. NWP 4, Series.
62. MCDP 4, *Logistics.*
63. Air Land Sea Applications Publication and Multiservice Pub (numbers TBD), *Explosive Ordnance Operations in Joint Operations.*

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APPENDIX D

ADMINISTRATIVE INSTRUCTIONS

1. User Comments

Users in the field are highly encouraged to submit comments on this publication to: Commander, United States Joint Forces Command, Joint Warfighting Center Code JW100, 116 Lake View Parkway, Suffolk, VA 23435-2697. These comments should address content (accuracy, usefulness, consistency, and organization), writing, and appearance.

2. Authorship

The lead agent for this publication is the US Army. The Joint Staff doctrine sponsor for this publication is the Director for Logistics (J-4).

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Routine changes should be submitted to the Director for Operational Plans and Joint Force Development (J-7), JDETD, 7000 Joint Staff Pentagon, Washington, DC 20318-7000, with info copies to the USJFCOM JWFC.

b. When a Joint Staff directorate submits a proposal to the Chairman of the Joint Chiefs of Staff that would change source document information reflected in this publication, that directorate will include a proposed change to this publication as an enclosure to its proposal. The Military Services and other organizations are requested to notify the Director, J-7, Joint Staff, when changes to source documents reflected in this publication are initiated.

c. Record of Changes:

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GLOSSARY

PART I — ABBREVIATIONS AND ACRONYMS

AAFES	Army and Air Force Exchange System
ACSA	acquisition and cross-servicing agreement
ADCON	administrative control
AFCAP	Air Force Civil Augmentation Program
AFMC	Air Force Materiel Command
AIFA	AAFES Imprest Fund Activity
AIS	automated information systems
AIT	automated identification technology
AMC	Air Mobility Command
AOR	area of responsibility
C2	command and control
C4	command, control, communications, and computers
C4I	command, control, communications, computers, and intelligence
CA	civil affairs
CCAS	contingency contract administration services
CCAS-C	contingency contract administration services commander
CIL	critical items list
CINC	combatant commander
CJCS	Chairman of the Joint Chiefs of Staff
CLPSB	CINC Logistic Procurement Support Board
CLSS	combat logistic support squadron
CMOC	civil-military operations center
COA	course of action
COCOM	combatant command (command authority)
CONCAP	construction capabilities contract
CONUS	continental United States
CSC	combat support center
CSE	command support element
CUL	common-user logistics
DCMA	Defense Contract Management Agency
DCST	Defense Logistics Agency (DLA) contingency support team
DDMA	Defense Distribution Mapping Activity
DESC	Defense Energy Support Center
DHHS	Department of Health and Human Services
DISSA	Defense Information Systems Agency
DLA	Defense Logistics Agency
DOD	Department of Defense
DODD	Department of Defense directives
DODI	Department of Defense instructions
DOS	Department of State
DOT	Department of Transportation

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DOX-T	Direct Operation Exchange-Tactical
DRMS	Defense Reutilization and Marketing Service
DSCA	Defense Security Cooperation Agency
DSCP	Defense Supply Center Philadelphia
DTS	Defense Transportation System
E&I	engineering and installation
EOD	explosive ordnance disposal
EPW	enemy prisoner of war
ESOC	Emergency Supply Operations Center
FAR	Federal Acquisition Regulation
FEMA	Federal Emergency Management Agency
FHA	foreign humanitarian assistance
GCSS	Global Combat Support System
GSA	General Services Administration
HAP	Humanitarian Assistance Program
HN	host nation
HNS	host-nation support
HQ	headquarters
HSLS	health service logistic support
HSS	health service support
IAW	in accordance with
IMM	integrated materiel management
IRT	initial response team
ISSA	inter-Service support agreement
ITV	in-transit visibility
J-4	Logistics Directorate of a joint staff
JFC	joint force commander
JOA	joint operations area
JP	joint publication
JPO	joint petroleum office
JTAV	joint total asset visibility
JTF	joint task force
JTLM	joint theater logistics management
LNO	liaison officer
LOGCAP	Logistics Civilian Augmentation Program
LRC	logistics readiness center
LSE	logistic support element
MARCORMATCOM	Marine Corps Materiel Command
MARFOR	Marine Corps forces
MCX	Marine Corps Exchange

MILSTRIP	military standard requisitioning and issue procedure
MOOTW	military operations other than war
MPF	maritime pre-positioning force (USMC)
MPSA	Military Postal Service Agency
MSC	Military Sealift Command
MSCA	military support to civil authorities
MTMC	Military Traffic Management Command
MTW	major theater war
MWR	morale, welfare, and recreation
NATO	North Atlantic Treaty Organization
NAVFACENGCOM	Navy Facilities Engineering Command
NAVSUP	Naval Supply Systems Command
NCA	National Command Authorities
NEXCOM	Navy Exchange Command
NGO	nongovernmental organization
NIMA	National Imagery and Mapping Agency
OCONUS	outside the continental United States
OGA	other governmental agencies
OIC	officer-in-charge
OPCON	operational control
OPLAN	operation plan
OPORD	operation order
PCO	procuring contracting officer
POL	petroleum, oils, and lubricants
PSU	port security unit
RADS	rapid area distribution support (USAF)
RBC	red blood cell
RC	Reserve Component
SecDef	Secretary of Defense
SIMLM	single integrated medical logistic manager
SITLM	single integrated theater logistic manager
SO	special operations
SOF	special operations forces
SPM	single port manager
SPOD	seaport of debarkation
SPOE	seaport of embarkation
STAMP	standard air munitions package (USAF)
STRAPP	standard tanks, racks and pylons packages (USAF)
TACON	tactical control
TFE	tactical field exchange
TPFDD	time-phased force and deployment data

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USACE	United States Army Corps of Engineers
USAF	United States Air Force
USAID	United States Agency for International Development
USAMC	United States Army Materiel Command
USC	United States Code
USCG	United States Coast Guard
USCINCTRANS	Commander in Chief, United States Transportation Command
USJFCOM	United States Joint Forces Command
USMC	United States Marine Corps
USN	United States Navy
USPS	United States Postal Service
USSOCOM	United States Special Operations Command
USTRANSCOM	United States Transportation Command

PART II — TERMS AND DEFINITIONS

acquisition and cross-servicing agreement.

Agreements negotiated on a bilateral basis with US allies or coalition partners that allow US forces to exchange most common types of support, including food, fuel, transportation, ammunition, and equipment. Authority to negotiate these agreements is usually delegated to the combatant commander by the Secretary of Defense. Authority to execute these agreements lies with the Secretary of Defense, and may or may not be delegated. Governed by legal guidelines, these agreements are used for contingencies, peacekeeping operations, unforeseen emergencies, or exercises to correct logistic deficiencies that cannot be adequately corrected by national means. The support received or given is reimbursed under the conditions of the acquisition and cross-servicing agreement. Also called ACSA. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

administrative control. Direction or exercise of authority over subordinate or other organizations in respect to administration and support, including organization of Service forces, control of resources and equipment, personnel management, unit logistics, individual and unit training, readiness, mobilization, demobilization, discipline, and other matters not included in the operational missions of the subordinate or other organizations. Also called ADCON. (JP 1-02)

civil augmentation program. Standing, long-term contacts designed to augment Service logistic capabilities with contract support in both preplanned and short notice contingencies. Examples include US Army Logistics Civilian Augmentation Program, US Air Force Contract Augmentation Program, and US Navy Construction

Capabilities Contract. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

civil engineering. Those combat support and combat service support activities that identify, design, construct, lease or provide facilities, and which operate, maintain, and perform war damage repair and other engineering functions in support of military operations. (JP 1-02)

common use. Services, materiel, or facilities provided by a Department of Defense agency or a Military department on a common basis for two or more Department of Defense agencies, elements, or other organizations as directed. (JP 1-02)

common-user item. An item of an interchangeable nature that is in common use by two or more nations or Services of a nation. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

common-user logistics. Materiel or service support shared with or provided by two or more Services, Department of Defense (DOD) agencies, or multinational partners to another Service, DOD agency, non-DOD agency, and/or multinational partner in an operation. Common-user logistics is usually restricted to a particular type of supply and/or service and may be further restricted to specific unit(s) or types of units, specific times, missions, and/or geographic areas. Also called CUL. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

contracted logistic support. Support in which maintenance operations for a particular military system are performed exclusively by contract support personnel.

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Also called CLS. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

critical item list. Prioritized list, compiled from a subordinate commander's composite critical item lists, identifying supply items and weapon systems that assist Service and Defense Logistics Agency's selection of supply items and systems for production surge planning. Also may be used in operational situations by the combatant commander and/or subordinate joint force commander (within combatant commander directives) to cross-level critical supply items between Service components. Also called CIL. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

cross-leveling. The authority and ability to shift materiel inventory from one owner to meet the requirement of another. At the theater strategic level and operational level, it is the process of diverting en route or in-theater materiel from one military element to meet the higher priority of another within the combatant commander's directive authority for logistics. Cross-leveling plans must include specific reimbursement procedures. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

cross-servicing. A subset of common-user logistics in which a function is performed by one Military Service in support of another Military Service and for which reimbursement is required from the Service receiving support. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

Department of Defense construction agent. The Corps of Engineers, Naval Facilities Engineering Command, or other such

approved Department of Defense activity, that is assigned design or execution responsibilities associated with military construction programs, facilities support, or civil engineering support to the combatant commanders in contingency operations. (JP 1-02)

Department of Defense single manager. A Military Department or Agency, designated by the Secretary of Defense as a Department of Defense (DOD) executive agent, that is responsible for management of specified logistic commodities or common service activities on a DOD-wide basis. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

distribution. 1. The arrangement of troops for any purpose, such as a battle, march, or maneuver. 2. A planned pattern of projectiles about a point. 3. A planned spread of fire to cover a desired frontage or depth. 4. An official delivery of anything, such as orders or supplies. 5. The operational process of synchronizing all elements of the logistic system to deliver the "right things" to the "right place" at the "right time" to support the geographic combatant commander. 6. The process of assigning military personnel to activities, units, or billets. (JP 1-02)

distribution plan. A reporting system comprising reports, updates, and information systems feeds that articulate the requirements of the theater distribution system to the strategic and operational resources assigned responsibility for support to the theater. It portrays the interface of the physical, financial, information and communications networks for gaining visibility of the theater distribution system and communicates control activities necessary for optimizing capacity of the system. It depicts, and is continually updated to reflect changes in, infrastructure, support relationships, and

customer locations to all elements of the distribution system (strategic, operational, and tactical). (JP 1-02)

distribution system. That complex of facilities, installations, methods, and procedures designed to receive, store, maintain, distribute, and control the flow of military materiel between the point of receipt into the military system and the point of issue to using activities and units. (JP 1-02)

dominant user. The Service or multinational partner who is the principal consumer of a particular common-user logistic supply or service within a joint or multinational operation. The dominant user will normally act as the lead Service to provide this particular common-user logistic supply or service to other Service components, multinational partners, other governmental agencies, or non-governmental agencies as directed by the combatant commander. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

dominant user concept. The concept that the Service which is the principal consumer will have the responsibility for performance of a support workload for all using Services. (JP 1-02)

executive agent. A term used to indicate a delegation of authority by the Secretary of Defense to a subordinate to act on the Secretary's behalf. An agreement between equals does not create an executive agent. For example, a Service cannot become a Department of Defense executive agent for a particular matter with simply the agreement of the other Services; such authority must be delegated by the Secretary of Defense. Designation as executive agent, in and of itself, confers no authority. The exact nature and scope of the authority delegated must be stated in the document designating the executive agent. An executive agent may

be limited to providing only administration and support or coordinating common functions, or it may be delegated authority, direction, and control over specified resources for specified purposes. (This term and definition are provided for information and are proposed for inclusion in the next edition of JP 1-02 by JP 0-2.)

external support contractors. US national or third party contract personnel hired from outside the operational area. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

general engineering. Encompasses the construction and repair of lines of communications, main supply routes, airfields, and logistic facilities to support joint military operations and may be performed in direct support of combat operations, such as battle damage repair. These operations include both horizontal and vertical construction and may include use of both expedient repair methods, and more deliberate construction methods characterized by the application of design criteria, advanced planning, and preparation, depending on the mission requirements. Also called GE. (JP 1-02)

health service logistic support. A functional area of logistic support that supports the joint force surgeon's health service support mission. It includes supplying Class VIII medical supplies (medical materiel to include medical peculiar repair parts used to sustain the health service support system), optical fabrication, medical equipment maintenance, blood storage and distribution, and medical gases. Also called HSLS. (JP 1-02)

health service support. All services performed, provided, or arranged by the Services to promote, improve, conserve, or restore the mental and physical well-being of personnel. These services include, but are not limited to, the management of health

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services resources, such as manpower, monies, and facilities; preventative and curative health measures; evacuation of the wounded, injured, or sick; selection of the medically fit and disposition of the medically unfit; blood management; medical supply, equipment, and maintenance thereof; combat stress control; and medical, dental, veterinary, laboratory, optometric, medical food, and medical intelligence services. Also called HSS. (JP 1-02)

host-nation support. Civil and/or military assistance rendered by a nation to foreign forces within its territory during peacetime, crises or emergencies, or war based on agreements mutually concluded between nations. Also called HNS. (JP 1-02)

integrated logistic support. A composite of all the acquisition support considerations necessary to assure the effective and economical support of a system for its life cycle. It is an integral part of all other aspects of system acquisition and operation. Also called ILS. (JP 1-02)

integrated materiel management. The exercise of total Department of Defense-level management responsibility for a federal supply group or class, commodity, or item for a single agency. It normally includes computation of requirements, funding, budgeting, storing, issuing, cataloging, standardizing, and procuring functions. Also called IMM. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

interdepartmental or agency support. Provision of logistic and/or administrative support in services or materiel by one or more Military Services to one or more departments or agencies of the United States Government (other than military) with or without reimbursement. (JP 1-02)

inter-Service, intragovernmental agreements. Formal long-term or operational specific support agreements between Services, Department of Defense (DOD), and/or non-DOD agencies governed by DOD Instruction 4000.19, *Interservice and Intragovernmental Support*. These agreements, normally developed at the Service Secretariat and governmental agency director level, document funding and reimbursement procedures as well as standards of support between the supplying and receiving Service or agencies. Inter-Service, intragovernmental agreements, while binding Service level agreements, do not connote DOD-level executive agent responsibilities. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

inter-Service support. Action by one Military Service or element thereof to provide logistic and/or administrative support to another Military Service or element thereof. Such action can be recurring or nonrecurring in character on an installation, area, or worldwide basis. (JP 1-02)

in-transit visibility. The ability to track the identity, status, and location of Department of Defense units, and non-unit cargo (excluding bulk petroleum, oils, and lubricants) and passengers; medical patients; and personal property from origin to consignee or destination across the range of military operations. (JP 1-02)

joint logistics over-the-shore operations. Operations in which the Navy and Army logistics-over-the-shore (LOTS) forces conduct LOTS together under a joint force commander. Also called JLOTS operations. (JP 1-02)

joint reception, staging, onward movement, and integration. A phase of joint force

projection occurring in the operational area. This phase comprises the essential processes required to transition arriving personnel, equipment and material into forces capable of meeting operational requirements. Also called JRSOI. (JP 1-02)

joint total asset visibility. The capability designed to consolidate source data from a variety of joint and Service automated information systems to provide joint force commanders with visibility over assets in-storage, in-process, and in-transit. Also called JTAV. (JP 1-02)

lead nation. One nation assumes the responsibility for procuring and providing a broad spectrum of logistic support for all or a part of the multinational force and/or headquarters. Compensation and/or reimbursement will then be subject to agreements between the parties involved. The lead nation may also assume the responsibility to coordinate logistics of the other nations within its functional and regional area of responsibility. (JP 1-02)

lead Service or agency for common-user logistics. A Service component or Department of Defense agency that is responsible for execution of common-user item or service support in a specific combatant commander or multinational operation as defined in the combatant and joint force commander's operation plan, operation order, and/or directives. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

logistic assessment. An evaluation of: a. the logistic support required to support particular military operations in a theater of operations, country, or area. b. the actual and/or potential logistics support available for the conduct of military operations either within the theater, country, or area, or located elsewhere. (JP 1-02)

logistic estimate of the situation. An appraisal resulting from an orderly examination of the logistic factors influencing contemplated courses of action to provide conclusions concerning the degree and manner of that influence. (JP 1-02)

logistics. The science of planning and carrying out the movement and maintenance of forces. In its most comprehensive sense, those aspects of military operations which deal with; a. design and development, acquisition, storage, movement, distribution, maintenance, evacuation, and disposition of materiel; b. movement, evacuation, and hospitalization of personnel; c. acquisition or construction, maintenance, operation, and disposition of facilities; and d. acquisition or furnishing of services. (JP 1-02)

logistics over-the-shore operations. The loading and unloading of ships with or without the benefit of fixed port facilities, in friendly or nondefended territory and, in time of war, during phases of theater development in which there is no opposition by the enemy; or as a means of moving forces closer to tactical assembly areas dependent on threat force capabilities. Also called LOTS operations. (JP 1-02)

maintenance (materiel). 1. All action taken to retain materiel in a serviceable condition or to restore it to serviceability. It includes inspection, testing, servicing, classification as to serviceability, repair, rebuilding, and reclamation. 2. All supply and repair action taken to keep a force in condition to carry out its mission. 3. The routine recurring work required to keep a facility (plant, building, structure, ground facility, utility system, or other real property) in such condition that it may be continuously used, at its original or designed capacity and efficiency for its intended purpose. (JP 1-02)

mortuary affairs. Covers the search for, recovery, identification, preparation, and disposition of remains of persons for whom the Services are responsible by status and Executive order. (JP 1-02)

most capable Service or agency. The organization that is best suited to provide common supply commodity or logistic service support within a specific joint operation. In this context, “best suited” could mean the Service or agency that has required or readily available resources and/or expertise. The most capable Service may or may not be the dominant user in any particular operation. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

multinational integrated logistic units. An organization resulting when two or more nations agree to provide logistics assets to a multinational logistic force under the operational control of a multinational commander for the logistic support of a multinational force. Also called MILU. (This term and its definition are provided for information and are proposed for inclusion in the next edition of JP 1-02 by JP 4-08.)

national support element. Any national organization or activity that supports national forces that are part of a multinational force. National support elements are under the operational control of the national authorities and are not normally part of the multinational force. Their mission is nation-specific support to units and common support that is retained by the nation. Also called NSE. (This term and its definition are provided for information and are proposed for inclusion in the next edition of JP 1-02 by JP 4-08.)

operational control. Transferable command authority that may be exercised by commanders at any echelon at or below the

level of combatant command. Operational control is inherent in combatant command (command authority). Operational control may be delegated and is the authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission. Operational control includes authoritative direction over all aspects of military operations and joint training necessary to accomplish missions assigned to the command. Operational control should be exercised through the commanders of subordinate organizations. Normally this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. Operational control normally provides full authority to organize commands and forces and to employ those forces as the commander in operational control considers necessary to accomplish assigned missions. Operational control does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training. Also called OPCON. (JP 1-02)

role specialist nation. A nation that has agreed to assume responsibility for providing a particular class of supply or service for all or part of a multinational force. Also called RSN. (This term and its definition are provided for information and are proposed for inclusion in the next edition of JP 1-02 by JP 4-08.)

salvage operation. 1. The recovery, evacuation, and reclamation of damaged, discarded, condemned, or abandoned allied or enemy materiel, ships, craft, and floating equipment for reuse, repair, refabrication, or scrapping. 2. Naval salvage operations include harbor and channel clearance, diving, hazardous towing and rescue tug

services and the recovery of materiel, ships, craft, and floating equipment sunk offshore or elsewhere stranded. (JP 1-02)

single integrated theater logistic manager.

Service component or agency, usually in a mature theater, that is designated by the combatant commander or subunified combatant commander as the single in-theater manager for planning and execution of a specific common-user logistic (CUL) item or related items. Single integrated logistic managers are normally long-term in nature with responsibilities that include planning, coordination, control, and execution of a specific CUL function (or similar CUL functions) at the theater level, in both peacetime and during actual operations, within the parameters of combatant commander's directives. Also called SITLM. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

systems support contractors. Contract personnel, normally with high levels of technical expertise, hired to support specific military systems. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

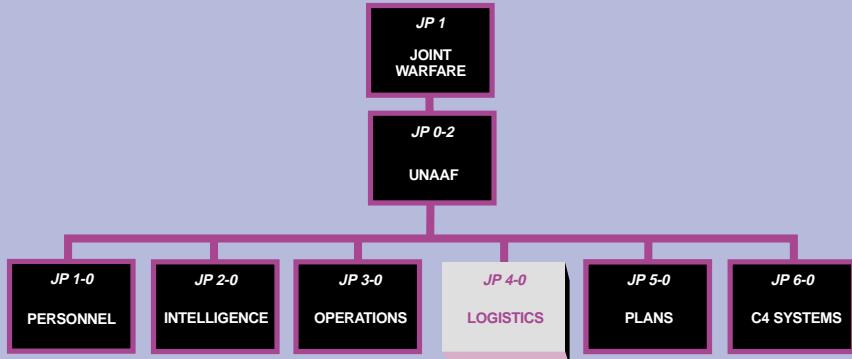
tactical control. Command authority over assigned or attached forces or commands, or military capability or forces made available for tasking, that is limited to the detailed, and, usually, local direction and control of movements or maneuvers necessary to accomplish missions or tasks assigned. Tactical control is inherent in operational control. Tactical control may be delegated to, and exercised at any level at or below the level of combatant command. Also called TACON. (JP 1-02)

theater support contractors. Contract personnel hired in, and operating in, a specific operational area. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

Glossary

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JOINT DOCTRINE PUBLICATIONS HIERARCHY



All joint doctrine and tactics, techniques, and procedures are organized into a comprehensive hierarchy as shown in the chart above. **Joint Publication (JP) 4-07** is in the **Logistics** series of joint doctrine publications. The diagram below illustrates an overview of the development process:

