

SUMMARY OF MAJOR CHANGES TO DOD 7000.14-R, VOLUME 12, CHAPTER 23 “CONTINGENCY OPERATIONS”		
Substantive revisions are denoted by a ★ preceding the section or paragraph with the substantive change or revision.		
PARA	EXPLANATION OF CHANGE/REVISION	PURPOSE
230106	Incorporates clarifying language from Government Accountability Office (GAO) Report GAO-03-695, recommendation 6, “Contractor Support for Deployed U.S. Forces.”	Update
230107	New section stating funds transferred from a contingency operation account are available only for the incremental costs directly associated with the contingency and the funds will not be used to procure equipment and services in excess of what is needed for the contingency. Equipment purchased with contingency funds should remain available for use by follow-on units supporting the contingency.	Update
230108	New section that advises DoD officials of their financial management responsibilities with regard to the proper use of contingency funds.	Added
230406	Contingency Operations Support Tool (COST)	Revised
230407	New section citing that the Comptroller will issue specific guidance as necessary pertaining to factors and cost criteria for the CONOPS being estimated. The COST estimate will address the funding requirements for Operation and Maintenance, and Military Personnel costs.	Added
Annex 1	Changed from Appendix 1 to Annex 1	Revised
Annex 2	Changed from Appendix 2 to Annex 2	Revised

TABLE OF CONTENTS

CONTINGENCY OPERATIONS

2301	Purpose
2302	References
2303	Responsibilities
2304	Estimating Procedures for Contingency Operations
2305	General Funding Responsibilities
2306	Special Funding Mechanisms
2307	Cost Collection
2308	Cost Reporting
2309	Determining Cost
2310	Billing
2311	Reimbursement/Distribution
2312	Noncombatant Evacuation Operations (NEO)
2313	Follow-up
Annex 1	Contingency Operations Cost Report
Annex 2	Evacuations

CHAPTER 23**CONTINGENCY OPERATIONS****2301 PURPOSE**

230101. This chapter promulgates financial policy and procedures related to the Department of Defense (DoD) contingency operations, which include but are not limited to, support for peace operations, major humanitarian assistance efforts, noncombatant evacuation operations (NEO), and international disaster relief efforts. Note that the term “Contingency Operation” as used in this chapter to refer to the above activities, is more universal than the specific definition contained in Title 10, United States Code, section 101(a), paragraph 13. Explicitly excluded from this chapter are peacetime civil emergencies occurring within the United States, the guidance for which is included in DoD Directive 3025.1, “Military Support to Civil Authorities (MSCA).”

230102. DoD Components normally do not budget for contingency operations as discussed in this chapter. Therefore, DoD Components must accomplish directed contingency operations using funds available to the cognizant command or unit, independent of the receipt of specific funds for the operation. The authority for DoD Components to expend available funds is issued by the Secretary of Defense.

230103. An execute or deployment order from the Secretary of Defense is both the authority for the Commander of a Combatant Command to order the Military Components into action and the authority for DoD Components to expend available funds to carry out the order. Planning orders and alert orders from the Chairman, Joint Chiefs of Staff (CJCS) constitute authority for a Commander of a Combatant Command to expend funds available to that Commander of a Combatant Command and authority to direct a Military Component to expend funds available to that Component for forces assigned to the Commander of a Combatant Command.

230104. DoD policy requires that controls, accounting systems, and procedures provide, in financial records, proper identification and recording of costs incurred in supporting contingency operations. For such operations, data must be collected and records maintained to support bill development and the distribution of reimbursements to the applicable organizations.

230105. This chapter does not address wartime activities or the unique circumstances which require U.S. military forces to be placed on a wartime footing. Those situations may result in activities and costs that are not covered specifically by this chapter but would, nonetheless, require emergency supplemental funding. Such activities will be addressed separately, on an exception basis, from the activities addressed in this chapter. Such exceptions may, for example, include purchase of munitions, replacement of major items of equipment, and repair of facilities or other infrastructure.

★ 230106. Elimination of Potential Duplicative Efforts. DoD officials having responsibility for reviewing and approving purchases in which the source of funding is derived from a transfer account like the Overseas Contingency Operations Transfer Fund (OCOTF) shall, to the greatest extent possible, review transactions to: (1) eliminate the potential for duplicating the procurement of goods and services, and (2) ensure that contractors are reimbursed for only those services and goods provided to the Government.

★ 230107 Allowable Contingency Operations Cost. The funding derived from a contingency transfer account are available only for those incremental costs incurred in direct support of a contingency operation. As such, funds that are transferred into a Component's baseline appropriation are not to be used to finance activities and programs that are not directly related to the incremental cost of the contingency. In addition, the funds transferred to a Component's appropriation are not to be used to procure durable and expendable items in excess of what is required. Furthermore, those durable items procured with transferred funds are to be retained in support of the contingency even after the Component/unit has completed its tour of duty to support the contingency. Those durable items in the inventory, such as office equipment and expendable supplies that have not been consumed, should be made available to Components/units that are replacing the Component/unit that is departing the contingency operation area.

★ 230108 Fiduciary Responsibility. It is vital for civilian and military personnel authorized to obligate and expend funds in support of a contingency operation, using resources derived from the transfer of funds from a centrally funded transfer account (e.g. OCOTF), to employ a fiduciary approach to ensure that the funds are used in a prudent manner. Contingency funds are not to be used for purchases that are improper or are in excess of government requirements or which might bring embarrassment to the U.S. Government. Furthermore, special attention must be given by the Components' approving officials when the government purchase card is used for purchases to be funded with funds derived from a contingency operations transfer account. Approving officials are responsible for reviewing and reconciling cardholders statements and for verifying that all transactions were necessary government purchases made in accordance with the Federal Acquisition Regulation (FAR) and all other government policies and procedures. (See Volume 10, Chapter 12, of the Regulation for more information.).

2302 REFERENCES

The following references document the authority and procedures under which contingency operations have been executed. The memoranda listed in paragraphs 230204, 230205, and 230206, issued to provide interim guidance for financial management of contingency operations, are superseded by the policies and procedures provided by this chapter.

230201. Secretary of Defense memorandum, July 22, 1996, "Waiver of Requirement to Reimburse Support Units"

230202. Under Secretary of Defense (Comptroller) (USD(C)) memorandum, February 8, 1995, "Guidance on Contingency Operations and on Contributions for Defense Programs, Projects, and Activities"

230203. USD(C) memorandum, March 29, 1994, "Billing Procedures for US Efforts Supporting Applicable UN Peacekeeping Efforts"

230204. USD(C) memorandum, March 9, 1994, "Cost Reporting Requirements and Applicable Billing Procedures for Support to UN Peacekeeping Operations in FY 1994"

230205. USD(C) memorandum, July 28, 1994, "Reimbursement of DBOF Activities for Contingency Operations and Humanitarian Efforts"

230206. USD(C) memorandum, April 20, 1992, "Disaster Relief Funds"

230207. Foreign Assistance Act, section 506, Special Authority

230208. Foreign Assistance Act, section 607, Furnishing of Services and Commodities

230209. Foreign Assistance Act, section 632, Allocation and Reimbursement Among Agencies.

2303 RESPONSIBILITIES

230301. Under Secretary of Defense for Policy (USD(P)). The USD(P) has policy and management responsibility, through subordinate activities, for peace operations, humanitarian assistance, and international disaster relief operations. For these operations, the USD(P) is responsible for accepting requests for assistance from organizations external to the Department and transmitting cost and availability data to those organizations. In coordination with the USD(C), the USD(P) determines financial responsibility for all contingency operations.

230302. Under Secretary of Defense (Comptroller) (USD(C)). The USD(C) is responsible for overall financial policy for contingency operations and works with the USD(P) to determine the most responsive method of financing for contingency operations. In addition, the USD(C) is responsible for pursuing prompt reimbursement to the Department from the United Nations (UN) and other multinational organizations, other nations, and U.S. agencies for support which the Department has rendered. In addition, the USD(C) will issue guidance, as required, that provides the UN rates for reimbursements.

230303. Under Secretary of Defense for Personnel and Readiness (USD(P&R)). The USD(P&R) is the noncombatant evacuation operations (NEO) coordinator on behalf of the Secretary of Defense. In that capacity, the USD(P&R) ensures that existing policy and procedures for NEO remain current, to include effecting a memorandum of understanding with the Department of State in accordance with DoD Directive 3025.14, "Protection and Evacuation of U.S. Citizens

and Designated Aliens in Danger Areas Abroad” (short title: Noncombatant Evacuation Operations), and the Joint Federal Travel Regulations. The USD(P&R) monitors the provisions of each to ensure compliance.

230304. Chairman, Joint Chiefs of Staff (CJCS). The CJCS is responsible for transmitting the Secretary’s order to the cognizant Commander of a Combatant Command when a contingency operation is to be executed (via Deployment Orders and Execute Orders). Those orders will include a funding paragraph outlining financial guidance as directed by the USD(C) and USD(P).

230305. Director, Defense Finance and Accounting Service (DFAS). DFAS is responsible for administering centralized cost consolidation; billing and reimbursement distribution functions in support of contingency operations; and issuing to reporting activities the necessary reporting and coding instructions, transmission links, points of contact, and other related information necessary to ensure accurate and timely reporting of costs. DFAS shall assist DoD Components, as required, in the identification and accumulation of costs. The Director, DFAS, has assigned responsibility for all contingency cost consolidations and billings to the Director, DFAS-Denver (DFAS-DE). DFAS-DE, to effect cost consolidation at the DoD level, shall prepare a monthly status report, by operation, appropriation, and appropriate DoD Component, as applicable, consolidating the cost reports submitted by the DoD Components. For the billing function, DFAS-DE shall consolidate the bills from the DoD Components for monthly transmittal through the U.S. Mission to the UN or other organizations, as required. DFAS-DE is responsible for appropriate distribution of receipts. In addition, DFAS-DE shall prepare a monthly status report on amounts billed and reimbursements received for each applicable contingency operation. DFAS-DE shall provide copies of the monthly cost and billing status reports to the offices of the USD(P), USD(P&R), and USD(C), as well as the Joint Staff, and others as required.

230306. Secretaries of the Military Departments; Heads of Defense Agencies; and Commander of a Combatant Command USSOCOM. The Heads of the DoD Components cited herein are responsible for preparing cost estimates and submitting budget justifications to the USD(C), and also providing monthly incremental cost reports to DFAS-DE in accordance with USD(C) policy stated herein. In addition, the headquarters of the DoD Components cited herein are responsible for providing DFAS-DE, on a monthly basis, cost statements, supporting documentation, and completed billing documents (i.e., SF 1080, Vouchers for Transfer) for each UN Letter of Assist (LoA) or incurred cost for which payment is requested. The DoD Component headquarters also are responsible for ensuring that guidance is disseminated to the appropriate unit level that details the required cost collection and reporting procedures and methodology for contingency operations.

230307. Director, Defense Security Cooperation Agency (DSCA). The DSCA is responsible for providing leased equipment, using foreign military sales (FMS) systems and procedures, when required to support contingency operations. The DSCA also is responsible for directing the implementation of those contingency operations supported under the applicable sections of the Foreign Assistance Act or Title 10, United States Code, when directed by the

USD(P) to provide this support. Such support may be in response to requests from the Department of State or requests from the United Nations for articles and services to support equipment leased under Foreign Military Sales (FMS) procedures. The DSCA is authorized to use the FMS system network to provide such support.

230308. U.S. Mission to the UN (Military Advisor). The Office of the Military Advisor to the U.S. Mission determines the appropriate U.S. agency to support UN requests for assistance. For DoD support, UN requests for price and availability and letters of assist shall be forwarded directly to the OUSD(P) for approval and action. Other UN requests for assistance shall be forwarded through the Executive Secretary to the OUSD(P). The Military Advisor's office shall be the focal point for receipt of billings from DFAS-DE, transmittal of information to the UN requesting offices, and follow-up when necessary to respond to UN queries.

230309. DoD Executive Agent for Repatriation Plans and Operations. The Deputy Chief of Staff for Personnel, Department of the Army, has been designated by the Secretary of Defense and the Secretary of the Army as the responsible DoD Component for coordinating repatriation operations of DoD noncombatants. The DoD Executive Agent develops and maintains a Joint Plan for DoD Noncombatant Repatriation. Financial responsibility remains with the affected DoD Component.

2304 ESTIMATING PROCEDURES FOR CONTINGENCY OPERATIONS

230401. There are three different types of estimates that are developed and used during the course of an operation. The pre-deployment estimate is used to assess various operational assumptions and to inform the go/no-go decisionmaking process; the budget estimate is used to define and defend requests for reprogrammings or additional appropriations; and the working estimate is used during execution of the operation against which the Military Departments measure actual costs, and which can be used as the base for determining the changes in cost that would result from changes to the operational plan. All three types of estimates are important to ensure that senior leaders have the latest and most accurate information available for use in the resource allocation process.

230402. Pre-Deployment Estimate

A. The pre-deployment cost estimate usually is required on short notice, sometimes within hours of notification. This estimate is the most difficult and unreliable of the three estimates due to lack of supporting information. The preliminary estimate typically is prepared by the Office of the Under Secretary of Defense (Comptroller) (OUSD(C)) and the Joint Staff J-8 using a cost model that uses major incremental cost drivers such as modes of transportation, operation duration, force deployment/phasing, and environmental conditions to project a rough order of magnitude cost estimate. Typically, DoD Components need additional time to develop “ground up” estimates.

B. As an adjunct to the cost model, the OUSD(C) has established a Contingency Cost Estimating Team to help develop more reliable preliminary cost estimates for

contingency operations. This team is on call to OUSD(C) and consists of financial managers from OSD, the Joint Staff, and DoD Components, and augmented by operational and logistics planners as needed, to collect information about the operation and to formulate assumptions to support the cost estimating effort.

230403. Budget Estimate. This estimate is based on specific Commander of a Combatant Command operational plans, troop levels, location, and operating circumstances. The respective Military Services, via their financial management and logistics staffs, use data provided by the Commander of a Combatant Command and the in-theater Service Components to derive a projected incremental cost estimate for submission to OUSD(C). Data provided is examined in detail by the Office of the Secretary of Defense (OSD) and Joint Staff to determine the extent to which variations in the plan have been considered in developing the cost estimate. Time permitting, and on an exception basis, information briefings may be solicited from the staffs of the cognizant Commander of a Combatant Command (and/or service Component commands) to detail anticipated requirements and factors that may prove useful in enhancing the development of the cost estimate. As a standard procedure in developing cost estimates, the Military Components shall utilize all available sources of relevant information and ensure that the field commands and headquarters personnel have applied the lessons learned from cost estimates associated with previous operations.

230404. Working Estimate. This estimate, formulated by the Military Department headquarters staff based on data provided by the respective component commands, builds on the budget estimate by adjusting periodically the budget estimate to reflect actual execution experience and changes in the operational and logistics plans. These estimates shall be revised/updated formally on a quarterly basis (through the Quarterly Contingency Cost Estimate Report) and reported to OUSD(C) as part of the effort to inform senior leadership of changes in cost. These quarterly updates shall incorporate changes to the operational plan and other policy and fact-of-life changes that have a significant impact on the cost estimate formulated prior to actual program implementation. Such changes shall be generated, at least in part, as a result of decisions made by the local commander, who sets requirements based on his assessment of the operational situation.

230405. Major Command Monthly Contingency Cost Estimate Report. These monthly reports to the DoD Component headquarters, from the component commands, identify changes to cost estimates. The reports facilitate regular communication between the Component headquarters and its subordinate commands that have responsibility for executing budgets for various contingency operations. The Component headquarters staff shall use the data submitted to prepare the Quarterly Contingency Cost Estimate Report.

★ 230406. Contingency Operations Cost Categories and Definitions. For estimating and reporting purposes (and, in some cases, for billing purposes), the costs associated with contingency operations are limited to the incremental costs of the operation, that is, costs that are above and beyond baseline training, operations, and personnel costs. Since both the cost

estimates and execution reports are based on the same cost categories, cognizant analysts more easily can compare the estimates to actual execution experience. Using a common cost structure facilitates rational cost comparisons. The following cost categories form the basic structure to be used by the Component headquarters to estimate and report contingency operations costs.

COST CATEGORIES	
1.0	<p><u>PERSONNEL</u></p> <p><u>Incremental</u> pay and allowances of DoD military and civilians participating in or supporting a contingency operation. Does not include pay of contract personnel because it is included in the appropriate section 3.0 cost categories, below.</p>
1.1	<p><u>Military Personnel (MILPERS) Pay and Allowances</u></p> <p><u>Incremental</u> MILPERS costs include pay, special pay, and entitlements above normal monthly payroll costs for Active, Reserve, and National Guard personnel.</p>
1.1.1	<p>Reserve Components Called To Active Duty (Voluntary or Non-Voluntary)</p> <p>The fully-burdened composite rate of pay, allowances, taxes, and accruals for Federal Reserve and National Guard personnel called to active duty to support a contingency operation (excludes AGRs who are mobilized since there is no incremental cost to their mobilization). Excludes Imminent Danger Pay, Family Separation Allowance, and Hardship Duty Pay which are accounted for elsewhere. Does not include TRICARE accrual costs which for reservists is not an incremental cost. It includes, but is not limited to Basic Pay, Basic Allowance for Housing (BAH), Basic Allowance for Subsistence (BAS), Retired Pay Accrual, Special Pays, Social Security Tax, Unemployment Tax, and all special and incentive pays.</p>
1.1.2	<p>Imminent Danger or Hostile Fire Pay (Special Pay)</p> <p>When authorized by the directing authority, a monthly special pay provided to active and reserve component military personnel participating in or supporting the contingency operation.</p>

1.1.3	<p>Family Separation Allowance (Allowance)</p> <p>A monthly special allowance paid to all active and reserve component personnel who are separated from their families for 30 days or more.</p>
1.1.4	<p>Hardship Duty Pay (Special Pay or Allowance)</p> <p>Hardship Duty Pay, also known as Foreign Duty Pay (FDP) and Hardship Duty Location Pay (HDLP) is monthly special payment for both mission and location paid to all Active and Reserve Component personnel who are eligible based upon the appropriate designations for Component personnel who are at a location outside of the Continental United States (OCONUS).</p>
1.1.5	<p>Subsistence</p> <p>Includes the costs of water, food, and ice and other subsistence items (Army Class I) which are purchased expressly to support personnel engaged in or supporting the contingency operation.</p>
1.1.6	<p>Reserve Components Predeployment Training</p> <p>Includes all pay and allowance costs, to include basic pay, allowances, travel, and per diem for <u>specialy</u> required training prior to activation, and not included within normal Annual Training (AT) and Inactive Duty Training (IDT) periods. Additional AT or IDT required to meet general Military Occupation Specialty (MOS) individual and collective training standards are excluded.</p>
1.1.7	<p>Other MILPERS (Special Pay or Allowance)</p> <p>Active and Reserve Component forces may be entitled to other allowances or special pay not included in one of the above items as a result of their involvement in or support to the contingency operation. This may include, but is not limited to, additional BAS, BAH, or Clothing Monetary Allowance - Enlisted.</p>

1.1.8	<p>Active Component Overstrength</p> <p>The situation where a Military Service administratively retains a military member in an active duty status beyond a previously scheduled separation from the Armed Forces. Includes the cost of the fully-burdened composite rate of pay, allowances, taxes, and accruals for approved active component end strength in excess of Congressional authorized manning levels while supporting a contingency operation or war. Includes personnel retained as a result of stop loss actions. Excludes Imminent Danger Pay, Family Separation Allowance, and Hardship Duty Pay which are accounted in other categories. It includes, but is not limited to Basic Pay, BAH, BAS, Retired Pay Accrual, TRICARE accrual, Special Pays, Social Security Tax, Unemployment Tax, and all special and incentive pays.</p>
1.2	<p><u>Civilian Pay and Allowances</u></p> <p>Incremental DoD civilian pay and benefits expenses directly associated with conduct of the contingency operation.</p>
1.2.1	<p>Civilian Premium Pay</p> <p>Includes certain types of pay such as overtime pay, night/shift differential pay, Sunday pay, holiday pay, hazard duty pay, environmental differential pay, danger pay allowance, and allowances and differentials in foreign areas that are incurred solely as a result of the employee's participation in or support to the contingency operation. Covers premium pay for both permanent and temporary DoD civilian employees.</p>
1.2.2	<p>Civilian Temporary Hires</p> <p>Includes the basic salary and benefit costs of DoD civilian employees hired, on a temporary/nonpermanent basis, to directly support contingency operations or to provide backfill support with duty station in CONUS or OCONUS. Includes reimbursement for Working Capital Fund employees utilized in direct support of a contingency.</p>
2.0	<p><u>PERSONNEL SUPPORT</u></p> <p>Includes materials and services required to support Active and Reserve Component personnel and DoD civilian personnel engaged in the contingency operation.</p>

2.1	<u>TDY (Temporary Duty)/TAD (Temporary Additional Duty)</u>
<p>Includes the costs of travel, per diem, and lodging for military and civilian personnel that result from participation in or support to the contingency operation. Also includes the cost of invitational travel orders (ITOs) for non-DoD personnel who travel at the request of a DoD Component on an assignment directly related to the contingency operation. Excludes the TDY/TAD costs of Reserve Component personnel called to active duty. These costs are to be reported as Reserve Component activation costs.</p>	
2.2	<u>Clothing and Other Personnel Equipment and Supplies</u>
<p>Includes the cost of individual and organizational clothing and equipment not already issued to military personnel (Active and Reserve) and civilian personnel deploying to, participating in, or supporting a contingency operation. Includes, when appropriate, such items as cold weather gear, desert camouflage, additional nuclear, biological and chemical (NBC) suits, and body armor. Includes issue and replacement of clothing, individual equipment, tools and administrative supplies (Army Class II) and personal demand items (i.e., Army Class VI) and other personnel care items (e.g., soap and toothpaste).</p>	
2.3	<u>Medical Support/Health Services</u>
<p>Additive costs associated with providing medical services to military (Active or Reserve) and civilians (DoD or contractor) in clinics, hospitals, hospital ships, or other medical treatment facilities. Includes predeployment medical examinations, immunizations, medical materials (Army Class VIII supplies; e.g., blood, fluids, and specialized medical repair parts), medical supplies, operation of Mobile Army Surgical Hospital (MASH) units, patient evacuation, and other nonpay and allowance expenses associated with medical backfill. Includes required communications costs associated with provision of medical services via telemedicine.</p>	
2.4	<u>Reserve Component Activation and Deactivation</u>
<p>Includes costs to activate (mobilize) and deactivate (demobilize) Reserve units or individual Reservists. Includes transportation from home station to active duty station in CONUS. Training to bring Reserve Components up to active force readiness standards are considered activation costs. Excludes costs of pay, allowances, active duty TDY/TAD, transportation to and from the area of operation, training, and other costs which are reported elsewhere.</p>	

2.5	<u>Other Personnel Support</u> Personnel support costs not included in one of the above items. This category would include unusual costs such as permanent change of station (PCS), end of term of service (ETS), or special actions associated with household goods or privately-owned vehicle (POV) storage.
2.6	<u>Rest and Recreation</u> Funds obligated by a DoD Component to provide a U.S. Government civilian or a military member of the Armed Services with an occasion away from a contingency operation duty station for the purpose of rest and recreation. Includes the cost of transportation from and to the contingency operation duty station.
3.0	<u>OPERATING SUPPORT</u> The <u>incremental</u> costs of material and services used to conduct or support an operation, including contract services. For cost reporting purposes <u>only</u> , includes the cost of unfunded orders sent to and accepted by Defense Working Capital Fund organizations for contingency operations designated by the Secretary of Defense in accordance with Title 10, United States Code, section 127a.
3.1	<u>Training</u> Includes the costs associated with predeployment training of units and personnel to participate in or support an operation as well as the costs associated with training troops and personnel during the contingency operation. Includes antiterrorism training if required. Includes ancillary costs associated with proficiency training.
3.2	<u>Operations Tempo (OPTEMPO)</u> Includes the incremental cost to operate units that conduct or support the contingency operation such as materials and services used during an operation to include: petroleum, oils and lubricants (POL) (Army Class III items) and spare and consumable parts such as repair components, kits, assemblies, repairable and nonrepairable items for equipment maintenance support (Army Class IX items). Only those additional OPTEMPO costs that the Department incurs as a direct result of the contingency operation should be included. Includes all equipment maintenance required to prepare equipment for deployment and to maintain equipment during the contingency operation. Excludes charges for the use of DoD assets and also excludes cost of ammunition of all types (chemical, radiological, and special weapons), bombs, explosives, mine, fuse detonators, propellants, missiles, pyrotechnics and other associated items (Army Class V Items).

3.3	<u>Other Supplies and Equipment</u>	Includes acquisition (via lease, rental, or purchase) of supplies and equipment required to equip and sustain the forces during all phases of the contingency operation such as special protective gear for equipment or containers.
3.4	<u>Facilities/Base Support</u>	Includes establishment, maintenance, and operation of billeting, camps, airfields, staging areas, relief centers, etc., similar to base operating support (BOS or BASOPS) and real property maintenance, but away from home station. Includes leases, rents, and utilities to operate bases, camps, relief centers, airfields, and other operating/support facilities established to support the contingency operation. This category includes fortifications and barriers (Army Class IV) and other physical security costs as well as costs associated with services to protect forces at the facility (such as lease of land for required stand-off distance, special sewage removal or water hauling) and other base/center operating expenses such as food preparation/serving services, storage and distribution warehousing, or local area shuttle services. Includes materials and services provided by DoD Components or contract and all logistics civil augmentation program (LOGCAP) costs.
3.5	<u>Equipment Maintenance</u>	Includes the cost to clean, inspect, maintain, replace, and restore equipment to the required condition at the conclusion of the contingency operation or unit deployment. Covers equipment organic to the participating unit and war reserve stocks prior to replacement into storage. Excludes the cost to transport equipment being repaired/restored.
3.5.1	<u>Organizational Level Maintenance</u>	The cost of equipment maintenance activities performed at the organizational/unit level. Includes the cost to clean, inspect, and maintain organic equipment to the required condition at the conclusion of the contingency operation or unit deployment. Covers equipment organic to the participating unit and war reserve stock prior to replacement into storage. Excludes the cost to transport equipment being repaired/restored.

3.5.2	Intermediate Level Maintenance	The cost of equipment maintenance activities performed at the Intermediate level facility, to include the cost to clean, inspect, and maintain organic equipment to the required condition at the conclusion of the contingency operation or unit deployment. Covers equipment organic to the participating unit and war reserve stock prior to replacement into storage. Excludes the cost to transport equipment being repaired/restored.
3.5.3	Depot Level Maintenance	The cost of equipment maintenance activities performed at the Depot level facility, to include the cost to overhaul, clean, inspect, and maintain organic equipment to the required condition at the conclusion of the contingency operation or unit deployment. Covers equipment organic to the participating unit and war reserve stock prior to replacement into storage. Excludes the cost to transport equipment being repaired/restored.
3.5.4	Contractor Logistics Support	The cost included when required material and maintenance of an end item or system is performed by contract support.
3.6	<u>Command, Control, Communications, Computers and Intelligence (C4I)</u>	Includes the cost of designing, engineering, installing, and maintaining C4I systems required to support the contingency operations such as: purchase and lease of communications equipment, lease of commercial satellites and long-haul lines; and collection, analysis, and dissemination of information or intelligence information (to include cartography, imagery, and other mapping activities and joint surveillance attack radar system (JSTARS) and unmanned aerial vehicles (UAVs)).
3.7	<u>Other Services and Miscellaneous Contracts</u>	Includes costs of procuring, leasing, or renting miscellaneous supplies or services used during the contingency operation. Includes general support and administrative equipment not identified in another category. Includes contract services such as linguists not identified in another category.

4.0	<u>TRANSPORTATION</u>	Includes transportation costs associated with supporting the contingency operation, including contract services, for all phases of the operation (i.e., deployment, sustainment and redeployment). For cost reporting purposes <u>only</u> , includes the cost of unfunded orders sent to and accepted by Defense Working Capital Fund organizations for contingency operations designated by the Secretary of Defense under provisions of Title 10, United States Code, section 127a.
4.1	<u>Airlift</u>	Transportation of personnel, equipment, and material by air either by commercial or military assets.
4.2	<u>Sealift</u>	Transportation of personnel, equipment, and material by sea using commercial or active duty naval ships.
4.3	<u>Ready Reserve Force (RRF)/Fast Sealift Ship (FSS)</u>	Transportation of personnel, equipment, and material by sea using Ready Reserve or FSS ships. Includes the cost to activate/deactivate and make vessels ready for use in contingency operations.
4.4	<u>Port Handling/Inland Transportation</u>	Port handling costs and transportation of personnel, equipment, and material by land. Includes any contracted services to support port handling or inland transportation. Includes transportation between peacetime operating locations (home station) and ports and transportation between ports and the area of operation during deployment, sustainment, and redeployment.
4.5	<u>Other Transportation</u>	Transportation not included as airlift, sealift, ready reserve forces, or port handling/inland transportation.
4.6	<u>Second Destination Transportation</u>	The cost of delivery of end item(s) to a location in support of a contingency operation. To include Defense Logistics Agency (DLA) second destination costs.
5.0	<u>WORKING CAPITAL FUND SUPPORT COSTS</u>	Includes costs associated with supporting the contingency operation, accepted by Defense Working Capital Fund organizations for contingency operations designated by the Secretary of Defense under provisions of Title 10, United States Code, section 127a.

5.1	<u>Depot Level Repairables</u>	The cost of Depot Level Repairables obligations incurred in support of a contingency operation within a Working Capital Fund.
5.2	<u>Depot Maintenance</u>	The cost of Depot Maintenance obligations incurred in support of a contingency operation within a Working Capital Fund.
5.3	<u>Nonflying Hours Spares (War Reserve Stock)</u>	The cost of Nonflying Hours Spares obligations incurred in support of a contingency operation within a Working Capital Fund.
5.4	<u>War Reserve Stock Secondary Items</u>	The cost of War Reserve Stock Secondary Items obligations incurred in support of a contingency operation within a Working Capital Fund.
5.5	<u>Prepositioning Equipment Replacement (War Reserve Stock)</u>	The cost of Prepositioning Equipment Replacement obligations incurred in support of a contingency operation within a Working Capital Fund.
5.6	<u>Prepositioning Munitions Replacement (War Reserve Stock)</u>	The cost of Prepositioning Munitions Replacement obligations incurred in support of a contingency operation within a Working Capital Fund.
5.7	<u>Battle Damage Repair</u>	The cost of Battle Damage Repair obligations incurred in support of a contingency operation within a Working Capital Fund.
6.0	<u>INVESTMENT COSTS</u>	Includes costs associated with supporting the contingency operation, appropriately financed in the Procurement; Research Development, Test and Evaluation (RDT&E); and in the Military Construction appropriations for projects in support of contingency operations designated by the Secretary of Defense under provisions of Title 10, United States Code, section 127a.
6.1	<u>Procurement</u>	Includes costs associated with supporting a contingency operation, for items appropriately financed in the Procurement accounts. Reference FMR Volume 2A, Chapter 1, Section 010201, Criteria for Determining Expense and Investment Costs; for specific guidance regarding applicability.
6.1.1	Aircraft Procurement	The obligation of funds in the Components Aircraft procurement accounts, incurred in support of a contingency operation within the Procurement title.

6.1.2	Munition Procurement	The obligation of funds in the Components Munition procurement accounts, incurred in support of a contingency operation within the Procurement title.
6.1.3	Vehicle Procurement	The obligation of funds in the Components Vehicle procurement accounts, incurred in support of a contingency operation within the Procurement title.
6.1.4	Communication & Electronic Equipment Procurement	The obligation of funds in the Components Communication & Electronic procurement accounts, incurred in support of a contingency operation within the Procurement title.
6.1.5	Other Procurement	The obligation of funds in the Components Other Procurement accounts, incurred in support of a contingency operation within the Procurement title.
6.2	Research, Development, Test and Evaluation	Includes costs associated with supporting a contingency operation, for items appropriately financed in the Research, Development, Test and Evaluation (RDT&E) accounts. Reference FMR Volume 2A, Chapter 1, Section 010213, RDT&E – Definitions and Criteria; for specific guidance regarding applicability.
6.2.1	Basic Research	The obligation of funds in the Components Basic Research program, within the Research, Development, Test and Evaluation title, incurred in support of a contingency operation.
6.2.2	Applied Research	The obligation of funds in the Components Applied Research program, within the Research, Development, Test and Evaluation title, incurred in support of a contingency operation.
6.2.3	Advanced Technology Development	The obligation of funds in the Components Advanced Technology Development program, within the Research, Development, Test and Evaluation title, incurred in support of a contingency operation.

6.2.4	Advanced Component Development and Prototype The obligation of funds in the Components Advanced Component Development and Prototype program, within the Research, Development, Test and Evaluation title, incurred in support of a contingency operation.
6.2.5	System Development and Demonstration The obligation of funds in the Components System Development and Demonstration program, within the Research, Development, Test and Evaluation title, incurred in support of a contingency operation
6.2.6	Management Support The obligation of funds in the Components Management Support program, within the Research, Development, Test and Evaluation title, incurred in support of a contingency operation.
6.2.7	Operational System Development The obligation of funds in the Components Operational System Development program, within the Research, Development, Test and Evaluation title, incurred in support of a contingency operation.
6.3	<u>Military Construction</u> Includes costs associated with supporting a contingency operation, for items appropriately financed in the Military Construction accounts. Reference FMR Volume 2B, Chapter 6, Section 060101, Purpose; for specific guidance regarding applicability.
6.3.1	Major Construction The obligation of funds in the Components Major Construction program, within the Military Construction title, incurred in support of a contingency operation.
6.3.2	Minor Construction The obligation of funds in the Components Minor Construction program, within the Military Construction title, incurred in support of a contingency operation.
6.3.3	Family Housing (Construction) The obligation of funds in the Components Family Housing (Construction) program, within the Military Construction title, incurred in support of a contingency operation.

6.3.4	<p>Family Housing (Operation & Maintenance)</p> <p>The obligation of funds in the Components Family Housing (Operation & Maintenance) program, within the Military Construction title, incurred in support of a contingency operation.</p>
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230407 Contingency Operations Support Tool (COST). For estimating purposes, the Components will prepare the Contingency Operations (CONOPS) estimate for a deployment of military personnel and equipment as approved by the Secretary of Defense using the COST tool as directed by the Office of the Under Secretary (Comptroller). The Comptroller will issue specific guidance as necessary pertaining to factors and cost criteria for the CONOPS being estimated. The COST estimate will address the funding requirements for Operation and Maintenance, and Military Personnel costs.

230408. Justification of Cost Estimates. To defend and explain cost estimates, Components shall consider the following factors and note the assumptions and/or facts that apply to the estimate.

<u>Factor</u>	<u>Considerations</u>
Number of Troops (Active and Reserve)	How many troops are in theater and in surrounding countries providing support? Include those afloat.
Number of Reserve Personnel	How many reservists will be deployed? Are these reservists serving beyond their normal tour of duty?
Duration	What is the assumed length of the contingency?
Terrain/Weather	Are there unique environmental factors that may affect costs?
Equipment	What type of equipment is needed to perform the mission e.g., light forces, heavy forces, or aviation support?
Threat	Is this a permissive environment or a hostile environment?
Operational Tempo	Will equipment and weapon systems be operated above the normal peace time tempo already budgeted?
Communications Support	What additional communications support is required? Is the service provided through Defense Information Systems Agency or a commercial firm?

Intelligence Support	What additional intelligence support is required? Any National Foreign Intelligence Program must be coordinated through the Assistant Secretary of Defense for Command, Control, Communications, and Intelligence.
Reconstitution	What supplies must be replaced and equipment repaired when troops and/or equipment are redeployed or rotated?
Pre-Deployment Training	Is any training required prior to deployment beyond that already budgeted?
Post-Deployment Training	Is any refresher training required after deployment for lost or degraded skills?
Quality-of-Life	Are there quality-of-life costs? Examples include, but are not limited to delivery of newspapers, establishing commissary or exchange facilities, installing telecommunications and computer email for personal use.
Host Nation Support	Will the host government provide services or support, i.e., assistance-in-kind, to offset the cost of the contingency?
Local Infrastructure	What is the condition of the local infrastructure? Are water and sewage facilities available? Is the road, rail, and air transportation adequate for the mission?
Rotations	Are force rotations planned? At what intervals? Will the equipment rotate with the personnel?
Transportation	How will equipment and personnel be transported to the contingency area? Where will they originate?

2305 GENERAL FUNDING RESPONSIBILITIES

230501. Each Service Component Command shall collect all applicable costs related to specific contingency operations, and report these costs to the respective Military Department Senior Financial Manager for subsequent submission for consolidation to DFAS-DE. To the extent that financing has not been provided for a contingency operation, the Department will pursue all options to obtain the additional funding required to ensure readiness of U.S. Forces is not reduced by participation in the operation.

230502. Except as provided in section 2306 below, all requests for transportation or other services to a Working Capital Fund Activity, such as the U.S. Transportation Command and the Defense Logistics Agency, shall include a funding source. In the event that a Working Capital Fund activity receives a valid order (e.g., execute or deployment order or a Commander of a Combatant Command operations order) that directs action without a funding source, the parent Military Department of the subordinate command receiving the services shall provide funding to finance the request.

2306 SPECIAL FUNDING MECHANISMS

230601. Title 10, United States Code, section 127a has been revised to include special funding mechanisms for certain operations for which funds are not provided in advance. The statute also requires that such operations be so designated and identified by the Secretary of Defense to the Congress. When an operation is so designated, DoD Components immediately shall notify subordinate organizations. Also, DoD Components shall establish procedures and controls for these special funding mechanisms.

230602. Units participating in such designated operations may not be required, under certain conditions, to reimburse (provide funded customer orders to) Working Capital Fund organizations for goods and services at the time such goods and services are ordered. These procedures apply only to units actually participating in the covered operation, and only to requirements that are directly attributable to the operation; would not have been incurred but for the operation; and have not been financed previously through an appropriation, supplemental funding, reprogramming, or a reallocation of existing appropriations.

230603. The following general restrictions apply since the Department is not relieved of the legal restrictions of the Antideficiency Act, and because Working Capital Fund cash must remain positive under these legal restrictions. Prior to acceptance by a Working Capital Fund activity of an unfunded customer order, the commander of the Working Capital Fund activity involved shall determine that the unfunded customer order can be filled without incurring a violation of an Antideficiency Act. If filling the requested goods or services, without a funded customer order, would result in a violation of the Act, the Working Capital Fund activity shall notify the requesting DoD Component either to issue a funded order or arrange for the transfer of sufficient Working Capital Fund cash to the supporting Working Capital Fund activity to cover the requested service or supplies.

230604. When a participating unit of the U.S. Armed Forces orders goods or services from a Working Capital Fund activity and those goods or services meet the criteria addressed in paragraphs 230602 and 230603 above, the unit providing the unfunded customer order to the performing Working Capital Fund activity must, in each such request, notify the performing Working Capital Fund activity that the order, or specified portion thereof, is in support of a designated operations and that a funded customer order for the goods or services is not required.

230605. The Working Capital Fund activity filling the unfunded customer order separately shall account for all such unfunded customer orders filled and separately report those

costs, on a monthly basis, to the DoD Component Senior Financial Manager of the requesting activity. The DoD Components Senior Financial Manager shall report separately the cumulative amounts of such unfunded customer orders to DFAS-DE in accordance with provisions contained in this chapter. In accordance with 10 U.S.C. 127a, such amounts shall be accounted for separately and will be used to determine the amounts required to be transferred to the Working Capital Fund activities in order to restore balances to previous levels.

230606. In order to ensure that the cash reserves of any Working Capital Fund activity are used for the highest priority requirements, the commander of the Working Capital Fund activity shall notify the Principal Deputy Under Secretary of Defense (Comptroller), in writing, and wait 5 workdays before filling the unfunded customer order.

230607. As needed, the OUSD(C) will provide additional guidance on reporting the use of this authority for designated operations that become eligible for the special funding mechanisms available under 10 U.S.C. 127a.

2307 COST COLLECTION

230701. Upon being alerted of an impending contingency operation, each participating DoD Component shall establish a unique special program code to capture costs. Additionally, the Joint Staff shall issue a three-digit CJCS Project Code, which provides precedence for supply requisitions and facilitates cost capturing and reporting.

230702. Each organization that supports a contingency operation shall capture related obligations and disbursements in its accounting system(s) at the lowest possible level of the organization. This provides tracking of obligations and disbursements for affected appropriations.

230703. Costs related to a contingency operation may be incurred both in the area of responsibility (AOR) and in other locations. It is the responsibility of the organization that incurs costs in support of the operation, directly or indirectly, to ensure that information on all costs is transmitted to the appropriate DoD Component Senior Financial Manager for forwarding to DFAS-DE, as appropriate.

230704. Cost accounting systems shall not be established solely for the purpose of determining costs for contingency operations, but the data from existing systems shall be used as applicable.

230705. DoD Component Senior Financial Managers shall determine incremental and billable costs.

2308 COST REPORTING

230801. Cost reports, SF 1080s, and substantiating documents shall be submitted through the DoD Component Senior Financial Manager to DFAS-DE. Component submissions shall be initiated in sufficient time to arrive at DFAS-DE not later than 30 days following the

month in which the cost occurs. Costs shall be reported only by the DoD Component Senior Financial Manager that incurs the cost against appropriated funds. Submissions to DFAS-DE for reporting and billing shall be approved by the DoD Component Senior Financial Manager. See Annex 1 for the standard reporting formats for preparation of the Contingency Cost Report.

230802. The DoD Component cost reports shall include all costs, including Working Capital Funds costs (common user/Component unique), that are collected in the accounting or cost accounting system. The Services shall reimburse the Working Capital Funds activity for costs, and separately reflect such costs in their cost reports.

230803. On a monthly basis, DFAS-DE will consolidate the cost reports provided by the DoD Components and provide reports to the offices of the USD(C), USD(P), and USD(P&R), the Joint Staff, Component Command comptrollers, DoD Component Senior Financial Managers and others, as required, no later than 15 days after receipt from the DoD Components.

2309 DETERMINING COST

The following guidelines are provided to assist the DoD Components in determining baseline and incremental costs for contingency operations.

230901. Baseline Costs. Baseline costs are the continuing annual costs of DoD operations funded by the operation and maintenance and military personnel appropriations. Essentially, baseline costs are those costs that would be incurred whether or not a contingency operation took place, i.e., programmed and budgeted costs. Examples include: scheduled flying hours, steaming days, training days, and exercises.

230902. Incremental Costs. Incremental costs are additional costs to the DoD Component appropriations that would not have been incurred had the contingency operation not been supported. Incremental costs do not include the cost of property or services acquired by the Department that were paid for by a source outside the Department or out of funds contributed by such a source. The costs of investment items (i.e., those having a unit cost of more than \$250,000, that would revert to inventory upon completion of the operation or be applied to other requirements, or construction or modifications to permanent structures that would remain after completion of the operation) cannot be considered incremental costs. Generally non-expendable items are not considered incremental costs. Costs incurred to fix existing shortcomings can be categorized as incremental expenses if the expenditures were necessary to support a contingency operation and would not have been incurred in that fiscal year in the absence of the contingency requirement. Costs incurred beyond what was reasonably necessary to support a contingency operation cannot be deemed reimbursable incremental expenses, since such costs are not directly attributable to support of the operation. The following are examples of allowable incremental costs:

A. Military entitlements such as premium pay, hazardous duty pay, family separation allowance, or other payments made over and above the normal monthly payroll costs;

B. Increases in the amount of allowances due to changes in geographic assignment area due to a contingency (i.e., BAS or BAH);

C. Travel and per diem of Active military personnel and costs of Reserve Component personnel, called to active duty by a federal official, who are assigned solely to support the contingency;

D. Overtime, travel and per diem of permanent DoD civilian personnel in support of a contingency;

E. Wages, travel, and per diem of temporary DoD civilian personnel hired or assigned solely to perform services supporting the operation;

F. Transportation costs of moving personnel, material, equipment, and supplies to the contingency or contingency staging area, including such things as port handling charges; packing, crating and handling charges; first and second destination charges;

G. Cost of rents, communications and utilities that are attributable to the contingency. Examples of such incremental costs include: telephone service, computer time, satellite time, and crypto-traffic support of the contingency;

H. Cost of work, services, training, and material procured under contract for the specific purpose of providing assistance in a contingency;

I. Cost of material, equipment, and supplies from regular stocks used in providing directed assistance. Material, equipment and supplies from stock shall be priced at the standard prices that are used for issues to the DoD activities. Included in this category will be consumables such as field rations, medical supplies, office supplies, chemicals, cleaning and toilet supplies, petroleum, and items ordinarily consumed or expended within 1 year after they are put into use. Material, equipment and supplies determined to be excess to the departmental requirements may be made available for transfer under excess property disposal authority without reimbursement. In these instances, however, accessorial charges for packing, crating, handling, and transportation shall be added where applicable.

J. Costs incurred that are paid from trust, revolving, or other funds, and whose reimbursement is required;

K. Replacement costs of attrition losses directly attributable to support of the operation;

L. That portion of equipment overhaul and maintenance costs when computed on a fractional use basis when the additive cost attributable to the contingency can be identified;

M. Cost of increased flying hours in excess of the level of flying hours otherwise programmed and budgeted for, except that, in the case of humanitarian assistance operations undertaken under the authority of 10 U.S.C. 2551 or similar authority, all flying hour costs shall be included for all flights made for the primary purpose of providing the humanitarian assistance; and

N. Service specific costs for increased OPTEMPO, such as steaming costs for the Navy. Such costs, however, require individual determinations. Reported incremental costs shall reflect, as closely as possible, the actual incremental costs incurred by the unit involved in the specific operation, using cost factors for the specific command or geographic area, when available, as compared to composite cost factors for the overall DoD Component.

230903. Cost Offsets. In some instances, costs for which funds have been appropriated may not be incurred as a result of a contingency operation. Examples include: basic allowance for subsistence not paid, training not conducted, and base operations support not provided. In other situations, identified incremental costs may be offset in various ways, such as supply turn-ins for items not used or placed in inventory, and non-monetary contributions, such as free fuel. (See Chapter 3 of this volume for reporting non-monetary contributions). These offsets shall be accurately documented and reported at the cognizant organization levels to maintain adequate accountability for reporting and audit purposes.

230904. Guidance/Instructions: Each DoD Component shall ensure that detailed guidance is disseminated to the appropriate subordinate organization levels to ensure the accuracy and reporting of costs.

2310 BILLING

231001. General. DoD Components determine their billable incremental costs. Billable incremental costs will be less than the full incremental cost when the performing DoD Component has determined to supplement or enhance their support beyond the level agreed to by the requesting organization. The DoD Component headquarters are responsible for transmitting to DFAS-DE, on a monthly basis, a Contingency Operations Cost Report, standardized SF 1080 (Vouchers for Transfer) for each UN LoA or incurred cost for which payment is requested, and sufficient supporting documentation such as receipts, invoices, copies of requisitions approved by the organization supported (e.g., United Nations, State Department, or other), when required by the billed organization.

A. DFAS-DE is designated to administer centralized billing and reimbursement distribution activities in support of contingency operations. For the billing function, DFAS-DE shall consolidate the bills from the Components for monthly transmittal to the U.S. Mission to the UN (USUN) or other organizations, as required, along with copies of the Component Contingency Cost Reports. In addition, DFAS shall prepare a monthly status report on amounts billed and reimbursements received for each applicable peace operation. Only billable costs shall be submitted to applicable agencies or international organizations in accordance with the provisions of

sections 607 and 630 of the Foreign Assistance Act (FAA), other applicable U.S. statutes, and requirements of the organization being billed.

B. The billing information transmitted by the DoD Components shall include sufficient supporting documentation to satisfy the payee of the validity of the charges. Detailed lists of transactions supporting the amount billed shall be included with each bill rendered.

C. With respect to services and commodities provided under section 607 of the FAA, the Department may spend only those reimbursements received within 180 days after the end of the fiscal year in which the costs were incurred. Payments received subsequent to the 180 days shall not be available to defray the costs already incurred by the Department in providing the requested assistance. Payments received for assistance provided under the UN Participation Act and unsolicited payments received from the United Nations for UN Determined Costs for Participating Troops to UN peacekeeping operations shall be credited to the account or accounts that incurred the costs being reimbursed or the accounts currently available for such purposes. Given the legal restrictions on the use of reimbursed expenses, and to ensure timely recoupment of reimbursable costs to the Department, it is incumbent that each DoD Component identify and report on a timely basis all reimbursable billable expenses to DFAS-DE with sufficient supporting documentation as required by the billed organization.

231002. DoD and Non-DoD Transportation Rates for Contingency Operations. DoD airlift provided in support of UN humanitarian assistance, peacekeeping support, and disaster relief efforts shall be billed at the DoD transportation rate (<http://www.dtic.mil/comptroller/rates/>). This rate is comparable to commercial rates for similar transportation services. Charges for DoD airlift transportation support provided to other U.S. government agencies pursuant to the Economy Act, 31 U.S.C. 1535, shall be billed at the non-DoD rate.

231003. UN Process. The United Nations reimburses contributing countries for the costs of their activities in accordance with its standard procedures as covered in the UN Guidelines to Contributing Governments, Aides-Memoire to the agreement, Notes Verbal, and specific and general LoAs. The United Nations should approve all elements of national contributions and the extent of reimbursement prior to an actual deployment, if possible. Therefore, activities undertaken, troops deployed, or costs incurred for items which are not agreed to in advance by the United Nations, as identified and detailed in the Guidelines, Aides-Memoire, Notes Verbal, or specific or general LoAs, normally will not be reimbursed by the United Nations. Only expenditures in support of an operation approved by the United Nations Security Council, and authorized by the General Assembly as a legitimate charge to the United Nations, are eligible for reimbursement. Costs related to deployment and sustainment of forces and equipment, and rotation of personnel (but not equipment) of contributing countries, based on prior agreement with the United Nations, are eligible for reimbursement by the United Nations through UN standing procedures. Financial responsibilities normally shall be included as part of the Agreement between the contributing countries and the United Nations and shall include the details of the financial responsibilities of each party. The U.S. position normally is negotiated by the Department of Defense in coordination with the Department of State. Since costs billable to the United Nations

may differ from the incremental costs incurred, both shall be reported. The following addresses billing procedures and allowable costs for each major type of financial arrangement.

A. UN Letters of Assist (UNLoA)

1. A UNLoA is a document, issued by the United Nations to a contributing government, which authorizes that government to provide goods or services to the United Nations. A UNLoA typically details specifically what is to be provided by the contributing government and establishes a funding limit that cannot be exceeded for that specific UNLoA. General support UNLoAs can be negotiated with the United Nations, if such UNLoAs are advantageous to both parties, to cover more generic categories such as subsistence, POL, sustainment, and spare parts. The UNLoAs are considered by the United Nations to be contracting documents and shall be signed and issued by an authorized UN official. More than one item can be included in a UNLoA.

2. The approved UNLoA is issued by the United Nations to the U.S. Mission to the United Nations (USUN) where it is acted on by the Military Advisor to the Ambassador. The Office of the Military Advisor (USUN/OMA) determines the appropriate U.S. agency (DoD or State) to receive the request. For the Department of Defense, all requests should be forwarded to OUSD(P) for approval and action. The Office of the USD(P) shall determine the appropriate action organization, and will provide a copy of the UNLoA to that organization and DFAS-DE. DFAS-DE is responsible for maintaining a status report on all active LoAs.

3. The UNLoA is not considered a funded order, and the United Nations ordinarily does not provide an advance of funds for the value of the request. Therefore, a UNLoA shall not give a DoD Component any additional obligational authority to accomplish the order. The appropriate action office in the DoD Component shall accomplish the action using existing operation and maintenance funds or other appropriated funds, and prepare an SF 1080 bill for the cost of the goods or services provided, referencing the appropriate UNLoA. No Working Capital Fund is authorized to be used to support these operations when funds are not provided to the Working Capital Fund activity. The SF 1080 is forwarded to DFAS-DE along with sufficient detailed documentation and a Contingency Operations Cost Report to support the bill. All bills shall include adequate documentation for accountability and certification. DFAS shall verify the UNLoA number and item for which a bill is being submitted, summarize these in a separate attachment, and forward the bill to the USUN Mission for submission to the United Nations.

B. Non Letters of Assist - U.S. Invoiced Costs. These include recoverable costs of specific support or items requested by the United Nations, or approved by the United Nations, in support of a peace operation mission for which a specific itemized bill can be submitted to the United Nations based on the Aide-Memoire guidelines for participating countries, as described below.

1. Predeployment Actions. Preparation of personnel and equipment for deployment is the responsibility of the contributing country, and includes all preparation costs involved to get the personnel or equipment to the point of embarkation. Billing the United Nations

for reimbursement of these expenses will be based on advance negotiations with the United Nations. Costs associated with preparing authorized equipment to additional standards defined by the United Nations for deployment to a mission (such as painting, UN marking, winterizing) are the responsibility of the United Nations. Similarly, costs for returning authorized equipment to national stocks at the conclusion of a mission (such as repainting to national colors) also are the responsibility of the United Nations. Costs shall be assessed and reimbursed on presentation of a claim based on the authorized equipment list contained in the contribution agreement.

2. Deployment and Redeployment Actions. Transportation to and from the mission area normally shall be by airlift or sealift, as required. Normally, the United Nations will organize all deployments and redeployments. These activities may be organized by the troop contributing government, but the arrangements must be agreed upon by the United Nations in advance. All transportation to be provided by the troop contributing country should be coordinated and approved by the United Nations. If reimbursement is requested, it shall be made only up to the amount it would have cost the United Nations to accomplish the move.

3. Self-Sustainment. The United Nations normally is required to provide services to troop-contributing countries. Should the United Nations not be able, or not wish, to provide the services, it can request a troop-contributing country to provide those services. Services which the United Nations can request are set out in the UN Contingent-owned Equipment Manual and Procedures (these include services such as catering, communications, minor engineering, explosive ordnance disposal (EOD), laundry and dry cleaning, tentage, medical, NBC protection, and other services). Only those services specifically requested will be reimbursable monthly at the indicated rate, on a troop strength basis, to the limits indicated in the agreement with the troop-contributing country.

4. Major Equipment, Minor Equipment and Consumables Reimbursement. Reimbursement for major equipment is provided under established rates whereby the contributing country is reimbursed for both equipment and maintenance (wet lease), or for equipment only, with the United Nations assuming responsibility for maintenance (dry lease). Minor equipment and consumables are reimbursed as self-sustainment based upon troop strength. Reimbursement is dependent upon verification that the major equipment, and associated minor equipment and consumables, provided meet the undertaking of the troop-contributing country in its agreement with the United Nations. The United Nations has established performance standards so that it can verify that a troop-contributing country has met its obligations and that equipment provided is in acceptable operational order.

5. Arrival Inspection. An arrival inspection will occur immediately upon arrival, and should be completed within one month. Major equipment will be inspected to ensure that categories, groups, and number delivered correspond with the bilateral agreement and are operational. A troop-contributing country representative should explain and demonstrate the agreed self-sustainment capability. Self-sustainment will be inspected with a view to an assessment of the operational equipment and services. The United Nations will give an account of the services to be provided in the agreement.

6. Operational Readiness Inspection. This inspection of the contingent in the mission area shall be conducted at least once during every 6-month period, or any time when the USUN Mission believes that the equipment or services do not meet standards. The condition of the major equipment shall be inspected, and self-sustainment capability ascertained with a view to assessing whether the sustainment capability is sufficient and satisfactory.

7. Repatriation Inspection. This inspection shall account for all major equipment of the troop-contributing country to be repatriated and verify the condition of the major equipment provided under the “Dry Lease” arrangement. The inspection also shall ensure that no UN owned equipment is part of the equipment repatriated.

8. Reporting Procedures. The USUN Mission shall report to the UN Headquarters the results of all inspections. The reports shall indicate shortcomings in equipment and self-sustainment, and efforts made at mission level to rectify the situation and to bring the contingent in line with the terms of the agreement. Each month the Mission shall submit a report to the Secretariat confirming the mission strength. The monthly report shall indicate the condition of major equipment and self-sustainment.

9. Deployment, Redeployment and Rotation. The United Nations is responsible for the deployment and redeployment (including regular rotation) of contingent personnel authorized in the Contribution Agreement. The United Nations normally will make the necessary arrangements with the troop-contributing country and appropriate carriers. When a troop-contributing country offers to provide transportation, the United Nations may request the troop-contributing country to provide the transportation to and from the mission area under the terms of a UNLoA. The cost for rotation of troops is normally reimbursed on a 6-month basis. Rotation of equipment will not be reimbursed since it is assumed equipment will stay in the area of operation for the length of the operation.

C. Leases. Leases to the United Nations shall be managed by the DSCA, which also is responsible for developing requested Price and Availability (P&A) data to include preparation and transportation costs, with applicable input from the affected Military Component. Development of leases for DoD equipment (major end items) shall follow normal procedures in Security Assistance Management Manual (SAMM), Chapter 12, which are governed by the Arms Export Control Act (AECA). Payments from the United Nations related to the true lease of equipment, as governed by the AECA, revert to the miscellaneous receipts account of the U.S. Treasury. Ancillary costs related to the lease, such as preparation and shipment costs, are governed by section 607 of the FAA, as are the provision of support and services associated with a lease. Reimbursements or payments received under section 607 authority may be credited back to the Component providing the goods or services if reimbursement is received within 180 days after the end of the fiscal year in which the support was provided. Otherwise, these payments revert to the U.S. Treasury.

D. UN Determined Costs. The United Nations provides reimbursement at standard rates established by the General Assembly in respect to pay and allowances of military personnel detailed or assigned to the United Nations to participate in a UN operation. The United Nations reimburses participating countries without a specific request for payment. The United Nations determines the number of troop days for which payment will be made based upon USUN Mission reporting of troop strength. No billing is required.

1. Payments by the United Nations are made directly to DFAS. The State Department receives notification from the United Nations of a pending reimbursement. Prior to reimbursement by the United Nations, the State Department transmits this information to the Office of the USD(P), along with the operation(s), time covered, and number of troop months allowed by the United Nations. The UN estimate is validated by the Joint Staff and the Service Components and directions are provided to the United Nations through the State Department regarding disposition of the reimbursement.

2. Upon validation of the estimate, the United Nations processes two checks: one to the DoD (DFAS-DE) at an approved rate per person/month, as determined by the OUSD(C), to cover the incremental military personnel and related costs incurred by the DoD; and a second to the State Department, representing the difference between the UN standard rate and the amount paid to the Department of Defense. For distribution of the DoD funds, Office of the USD(P) makes an assessment of DoD Component manpower deployed during the timeframe covered by the UN payment, and directs DFAS-DE to make the appropriate distribution to the DoD Components, as applicable.

3. The United Nations pays directly to contingent personnel participating in the peacekeeping mission a Daily Allowance of \$1.28 plus a recreational allowance of \$10.50 per day for up to seven days of leave taken for each 6-month period. The Department of Defense has determined that receipt of this allowance by U.S. military personnel is appropriate. Accordingly, U.S. military personnel do not receive this allowance.

2311 REIMBURSEMENT/DISTRIBUTION

UN Process. Within 90 days of receipt of an SF-1080 and supporting documentation from the USUN Mission, the United Nations will confirm with the appropriate UN organization that the goods or services were received, consolidate payment, and forward a check to DFAS-DE. DFAS-DE will distribute funds to appropriate recipients.

★2312 NONCOMBATANT EVACUATION OPERATIONS (NEO)

231201. Protection of U.S. Citizens and Nationals. Upon receipt of a request from the President, or the Department of State, the Department will protect U.S. citizens and nationals and designated other persons, and assist in evacuating these persons from threatened areas

overseas. In accordance with Executive Order 12656, as amended on February 9, 1998, the Department is authorized to deploy and use military forces to protect U.S. citizens and nationals and designated other persons in support of their evacuation from threatened areas overseas. The Department of State has the lead responsibility for such evacuations.

231202. Memorandum of Agreement (MOA). The MOA between the Departments of State and Defense, “DOS/DoD Cost Responsibility Matrix and Definitions,” dated September 2, 1997, defines departmental cost responsibilities when an evacuation occurs. The content of the MOA is included at Annex 2 and shall be used to determine all NEO cost responsibilities. In general, DoD will fund protection-related costs and DOS will fund evacuation-related costs. The DoD Component supporting the protection operation shall fund the costs of its deployment, unless otherwise specified.

231203. Cost to Transport DoD Noncombatants. In accordance with 31 U.S.C. 1535 (the Economy Act), all costs incurred by the DoD to assist in evacuating personnel from threatened areas are billable and reimbursable, except for the costs to transport DoD noncombatants to safe havens. If, however, the Department of State incurs costs for transporting DoD noncombatants to safe havens, the applicable DoD Component shall reimburse the Department of State for those costs.

231204. Contingency Operations Cost Report. After the evacuation is completed, the finance and accounting office of the supporting DoD Component shall collect the cost data and submit the following documents, through its Component Senior Financial Manager, to DFAS-DE: an SF-1080 for all reimbursable evacuation costs, supporting cost documentation (e.g., flying hours, medical costs, or food for evacuees), and a Contingency Operations Cost Report. DFAS-DE shall consolidate, validate, and submit the bills for reimbursement to the Department of State, Attn: Bureau of Finance and Management Policy (FMP); Washington, DC 20520-7427.

2313 FOLLOW-UP

In the event that billed organizations require additional information relating to submitted bill(s), DFAS-DE shall interface with the billed organization to ensure that the necessary information is provided by the appropriate Component.