

VOLUME 2B, CHAPTER 17: “CONTINGENCY OPERATIONS (BASE BUDGET)”**SUMMARY OF MAJOR CHANGES**

Changes are identified in this table and also denoted by [blue font](#).

Substantive revisions are denoted by an asterisk (*) symbol preceding the section, paragraph, table, or figure that includes the revision.

Unless otherwise noted, chapters referenced are contained in this volume.

Hyperlinks are denoted by [bold, italic, blue, and underlined font](#).

The previous version dated [August 2008](#) is archived.

| PARAGRAPH | EXPLANATION OF CHANGE/REVISION | PURPOSE |
|------------------|---|----------------|
| 1.1 (170101) | Updated Purpose | Revision |
| 1.2 (170102) | Updated Submission Requirements | Revision |
| 1.2 (170102) | Deleted Preparation of Materials | Deletion |
| 1.3 (170103) | Updated References | Revision |
| 2.2 (170202) | Updated Submission Requirements | Revision |
| 3.0 (1703) | Updated Contingency Operations Submission Formats | Revision |
| 3.1 (170301) | Purpose | Revision |
| 3.2 (170302) | Updated Overseas Contingency Operations | Revision |

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CHAPTER 17

CONTINGENCY OPERATIONS (BASE BUDGET)

1.0 GENERAL (1701)

1.1 Purpose (170101)

This chapter provides instructions applicable to budget formulation and congressional justification for contingency operations [funded from the base budget](#). The information provided for contingency operations, as reflected in this chapter, [is consistent with section 8074 of division A of Public Law 115-245, the Department of Defense Appropriations Act, 2019](#); which, [requests](#) the Department to include the same type of budget justification material for contingency operations as is provided for other DoD activities.

1.2 Submission Requirements (170102)

1.2.1. This chapter addresses the requirement to budget for new and ongoing contingency operations costs. This information will be used to justify resource requirements for directed contingency operations – specifically the justification of the incremental costs for supporting a designated operation. These incremental costs will become the basis for any funding requests forwarded to the Congress through the normal appropriations process or through emergency supplemental appropriation requests during the year of execution, if warranted. [Incremental costs are additional costs to the DoD Component appropriations that would not have been incurred had the contingency operation not been supported.](#) A more detailed discussion of contingency operations, as well as the methodology to be used to determine related incremental costs, is provided in [Volume 12, Chapter 23, Contingency Operations](#).

1.2.2. In order to ensure that the [requested funding](#) is defensible and realistic, and the submitted data and justification material complies with congressional requirements, each Component is required to submit the contingency operations budget exhibits included in section 3.0. These exhibits provide detailed cost estimates and must be completed for [each](#) contingency operation. [Each](#) Component must submit [an OP-5 Contingency Operations \(Base Budget\) Exhibit](#), a [Contingency Operations Summary Exhibit](#) for [each](#) contingency (e.g., Bosnia, Kosovo, [Operation Juniper Shield](#)), a [Contingency Operations by Appropriations Exhibit](#) that consolidates the [Component's incremental costs](#) for each contingency operation, and a [CONOPS-1 Exhibit that displays incremental cost into cost categories](#). Each Component will include in its submission the incremental costs for contingency operations for all Military Intelligence Program (MIP) [except](#) for the incremental costs for National Foreign Intelligence Programs (NFIP). The Community Management Staff (CMS) will [prepare](#) and submit the required exhibits to report the incremental costs for contingency operations for [all NFIP-related activities](#).

1.2.3. The Components will use the [Select Native & Programming \(SNaP\) website at <https://snap.cape.osd.mil>](#) to submit data and create exhibits.

1.3 References (170103)

Volume 2A, Chapter 1 contains general guidance with regarding submission requirements. Volume 2B, Chapter 17 specifies backup material required for contingency operations. Volume 12, Chapter 23 promulgates financial policy and procedures for contingency operations. The Components should also consult all of the other volumes and chapters for exhibit requirements that are not specifically addressed in this chapter, including Volume 2B, Chapter 19, *Other Special Analyses*.

2.0 PROGRAM AND BUDGET REVIEW SUBMISSION AND CONGRESSIONAL JUSTIFICATION AND PRESENTATION (1702)

2.1 Purpose (170201)

This Section provides guidance for preparation and submission of budget estimates for contingency operations. The budget estimates will separately identify the incremental costs for operation and maintenance, military personnel, and other applicable (e. g., procurement) resources required to support specified contingency operations. For the President's Budget request submitted to the Congress, all approved contingency operations incremental cost requirements will be reflected in the Overseas Contingency Operations Transfer Fund (OCOTF) *justification book*, and the level of detail provided must address the congressional concerns for adequate visibility and justification of requirements.

2.2 Submission Requirements (170202)

2.2.1. For the Budget Estimate Submission (BES), the Components will submit exhibit details on-line using the Select & Native Programming (SNaP) data input system located at <https://snap.pae.osd.mil/Home.aspx>. The SNaP provided Program Data Requirements (PDR) for this exhibit will supersede the instructions identified in this chapter unless modified by the OUSD(C) budget guidance. The Components will update the force structure, budget (anticipated obligations, current and anticipated requests), and operational data.

2.2.2. For the President's Budget (PB), the Components will update the SNaP data input system on-line with any changes to the force structure, budget data (prior year obligations, current estimate, and request), and operational data. The base-funded contingency operations OP-5 exhibit is to be developed through the SNaP database. The Components will notify the OUSD(C) Operations Directorate via email (osd.pentagon.ousd-c.list.operations-directorate@mail.mil) upon completion of the OP-5 and SNaP OCOTF submissions.

2.2.3. In all instances, these exhibits will be prepared and submitted to OUSD(C) in accordance with the schedule defined in the annual budget guidance memorandum published by the OUSD(C) for the fall program and budget estimate submission (BES) and for the President's Budget submission. Each exhibit will be prepared separately for the BES and the congressional justification/presentation process.

3.0 CONTINGENCY OPERATIONS SUBMISSION FORMATS (1703)

3.1 Purpose (170301)

The formats provided on the following pages [are in accordance with](#) the guidance presented in sections 1.0 and 2.0. Unless modified by the OUSD(C) in a budget guidance memorandum, the formats must be followed.

3.2 Unique Exhibits in Support of Contingency Operations (170302)

[Contingency Operations Summary](#)

[Contingency Operations by Appropriations](#)

[OP-5 Overseas Contingency Operations](#)

[CONOPS-1](#)

Exhibit Contingency Operations Summary

COMPONENT NAME

CONTINGENCY OPERATIONS SUMMARY

FY Program and Budget Review Submission or FY President’s Budget (as applicable)

| OPERATION (Dollars in Thousands) | PY | CY | BY |
|---|-----------|-----------|-----------|
| Overseas Contingency Operations Transfer Fund (OCOTF) | | | |
| Bosnia Operations | | | |
| Kosovo Operations | | | |
| Joint Task Force – Bravo (Honduras) | | | |
| Operation Juniper Shield (OJS) | | | |
| Operation ENDURING FREEDOM – Horn of Africa (OEF-HOA) | | | |
| Operation NOBLE EAGLE (ONE) | | | |
| Operation SPARTAN SHIELD (OSS) | | | |
| | | | |
| TOTAL | | | |

INSTRUCTIONS: Provide a summary page of applicable incremental costs for contingency operations that were funded with any portion of base funds plus any overseas contingency operation (OCO) funds used to supplement the operation. In the SNaP data input system, identify the planned obligations, enacted, or budgeted amounts by base or OCO.

Exhibit Contingency Operation by Appropriation Summary

COMPONENT NAME

CONTINGENCY OPERATIONS

FY Program and Budget Review Submission or FY President’s Budget (as applicable)

| (Dollars in Thousands) | O&M | MilPers | Procurement | Other | Total |
|------------------------|----------------|----------------|--------------------|--------------|--------------|
| <u>PY</u> | | | | | |
| Operation 1 | | | | | |
| Operation 2 | | | | | |
| Operation 3 | | | | | |
| TOTAL | 0 | 0 | 0 | 0 | 0 |
| <u>CY</u> | | | | | |
| Operation 1 | | | | | |
| Operation 2 | | | | | |
| Operation 3 | | | | | |
| TOTAL | 0 | 0 | 0 | 0 | 0 |
| <u>BY</u> | | | | | |
| Operation 1 | | | | | |
| Operation 2 | | | | | |
| Operation 3 | | | | | |
| TOTAL | 0 | 0 | 0 | 0 | 0 |

INSTRUCTIONS: Provide a summary page of applicable incremental costs for contingency operations that were funded with any portion of base funds plus any overseas contingency operation (OCO) funds used to supplement the operation. In the SNaP data input system, identify the planned obligations, enacted, or budgeted amounts by base or OCO.

Exhibit OP-5 Overseas Contingency Operations

COMPONENT NAME

OVERSEAS CONTINGENCY OPERATIONS

FY ____ Program and Budget Review Submission or FY ____ President’s Budget (as applicable)

Name of Contingency Operation:

This exhibit must be submitted [as an electronic copy via SNaP](#).

General Guidance: A separate exhibit should be prepared for (1) each contingency operation, (2) a summary exhibit for each region, and (3) a total exhibit for each Component. Each Component will include in its submission the incremental costs for contingency operations for all intelligence-related activities except for the incremental costs for National Foreign Intelligence Programs (NFIP). The Community Management Staff will be responsible for preparing and submitting the required exhibits to report the incremental costs for contingency operations for all NFIP-related activities.

I. Description of Operations Financed: Provide a narrative explanation characterizing the mission of this particular contingency operation and address the major cost drivers such as the number of base camps, the number of troop rotations, and the related troop strength supporting the contingency.

II. Force Structure Summary: Identify in tabular form by operation, the average annual troop strength for active duty, Guard and Reserve Components deployed for this contingency operation for prior year (PY), current year (CY), and budget year(s) (BY).

III. Financial Summary (\$ in Thousands): Report incremental costs only. **Note:** Include only non-NFIP intelligence costs. The CMS is responsible for reporting incremental NFIP costs.

A. Contingency Operation Total

| <u>Cost Category</u> | <u>Fiscal Year (FY) CY Program</u> | | | | | |
|---|--|---------------------------------|----------------------------------|---|---------------------------------|----------------------------------|
| | <u>FY PY</u> <u>Actuals</u> ^{1/} | <u>Budget</u> <u>Request</u> | <u>Program</u> <u>Changes</u> | <u>Current</u> <u>Estimate</u> ^{2/} | <u>FY BY</u> <u>Estimate</u> | <u>FY BY1</u> <u>Estimate</u> |
| 1. Personnel | | | | | | |
| a. Military | | | | | | |
| b. Civilians | | | | | | |
| 2. Personnel Support | | | | | | |
| 3. Operating Support | | | | | | |
| 4. Transportation | | | | | | |
| Total | | | | | | |
| Military Personnel | | | | | | |
| Operation and Maintenance | | | | | | |
| Other – Specify by appropriation (i.e., Procurement, RDT&E, etc.) | | | | | | |

Exhibit OP-5 Overseas Contingency Operation (Continued)

COMPONENT NAME

OVERSEAS CONTINGENCY OPERATIONS

FY ____ Program and Budget Review Submission or FY ____ President’s Budget (as applicable)

Name of Contingency Operation:

^{1/} Should be consistent with amounts reported in the cost report. (For BES, include anticipated amounts through the end of the fiscal year.)

^{2/} Include all incremental costs, regardless of appropriation. For example, if military personnel costs are appropriated directly to the military personnel accounts rather than to the OCOTF include the amount expected to be required for contingency operations.

B. PY Reconciliation Summary:

FY PY to FY PY Changes

| | <u>Military Personnel</u> | <u>Operation & Maintenance</u> | <u>Other</u> (Specify as Appropriate) |
|--------------------------------------|---------------------------|------------------------------------|--|
| 1. Direct Appropriation to Component | | | |
| 2. Amount Transferred from OCOTF | | | |
| 3. Change | | | |
| 4. Actual Cost | | | |

Exhibit OP-5 Overseas Contingency Operation (Continued)

COMPONENT NAME**OVERSEAS CONTINGENCY OPERATIONS**

FY ____ Program and Budget Review Submission or FY ____ President's Budget (as applicable)
Name of Contingency Operation:

C. Reconciliation of Increases and Decreases:

(\$ in Thousands)

| | | |
|---|------|---------------------|
| 1. FY CY President's Budget | | <u>X,XXX</u> |
| 2. Program Increases in FY CY | | +x,xxx |
| a) Describe each increase | +xxx | |
| b) Describe each increase | +xxx | |
| (List and narrate each change by relating changes in troop strength, Active/Reserve Component (AC/RC) mix, density of weapon systems, operating tempo, use of contractor support, number of base camps, etc.) | | |
| 3. Program Decreases in FY CY | | -x,xxx |
| a) Describe each decrease | -xxx | |
| b) Describe each decrease | -xxx | |
| (List and narrate each change by relating changes in troop strength, AC/RC mix, density of weapon systems, operating tempo, use of contractor support, number of base camps, etc.) | | |
| 4. Revised FY CY Estimate of Requirements | | <u>X,XXX</u> |
| 5. Price Growth (Use factors included in the budget guidance unless deviation is warranted.) | | +x,xxx |

Exhibit OP-5 Overseas Contingency Operation (Continued)

COMPONENT NAME**OVERSEAS CONTINGENCY OPERATIONS**

FY ____ Program and Budget Review Submission or FY ____ President's Budget (as applicable)
Name of Contingency Operation:

| | | |
|--|--|--------|
| 6. Program Increases | | +x,xxx |
| a) Describe each increase | | +xxx |
| b) Describe each increase | | +xxx |
| (List and narrate each change by relating changes in troop strength, AC/RC mix, density of weapon systems, operating tempo, use of contractor support, number of base camps, etc.) | | |
| 7. Program Decreases | | -x,xxx |
| a) Describe each decrease | | -xxx |
| b) Describe each decrease | | -xxx |
| (List and narrate each change by relating changes in troop strength, AC/RC mix, density of weapon systems, operating tempo, use of contractor support, number of base camps, etc.) | | |

Note: Sections five through seven will repeat for any required subsequent budget years, as determined in the annual program and budget guidance.

Exhibit OP-5 Overseas Contingency Operation (Continued)

COMPONENT NAME

OVERSEAS CONTINGENCY OPERATIONS

FY ____ Program and Budget Review Submission or FY ____ President’s Budget (as applicable)

Name of Contingency Operation:

IV. Performance Criteria and Evaluation Summary:

| <u>Troop Strength</u> | <u>Average Troop Strength</u> | | | |
|--|--------------------------------------|---------------------------|------------------------------|-----------------------|
| | <u>Total</u> | <u>Active Duty</u> | <u>National Guard</u> | <u>Reserve</u> |
| Planned FY PY | | | | |
| Change Plan vs. Actual for FY PY | | | | |
| Actual FY PY | | | | |
| Planned FY CY | | | | |
| Change Plan vs. Revised Estimate for FY CY | | | | |
| Revised FY CY Estimate | | | | |
| Change Revised FY CY Estimate to FY BY1 | | | | |
| FY BY1 Budget Request | | | | |
| Change FY BY1 to FY BY2 | | | | |
| FY BY2 Budget Request | | | | |

Exhibit OP-5 Overseas Contingency Operation (Continued)

COMPONENT NAME

OVERSEAS CONTINGENCY OPERATIONS

FY ____ Program and Budget Review Submission or FY ____ President's Budget (as applicable)

Name of Contingency Operation:

| | <u>Number Constructed</u> | <u>Number Maintained</u> | <u>Average Population</u> | <u>Other Data</u> (Include other pertinent information) |
|--------------------|-------------------------------|------------------------------|-------------------------------|--|
| Base Camps: | | | | |
| Planned FY PY | | | | |
| Actual FY PY | | | | |
| Planned FY CY | | | | |
| Planned FY BY1 | | | | |
| Planned FY BY2 | | | | |

MAJOR WEAPONS SYSTEMS DEPLOYED

| | <u>Average Number Deployed/Month</u> | <u>Total Days in Theater</u> | <u>Operational Usage *</u> (Track Miles) |
|---|--|----------------------------------|---|
| Tracked Vehicles: (list by type/model) | | | |
| <u>System 1 (e.g. M1)</u> | Planned FY PY Actual FY PY Planned FY CY Planned FY BY1 | | |
| <u>System 2 (e.g. M2)</u> | Planned FY PY Actual FY PY Planned FY CY Planned FY BY1 | | |
| <u>System 3 (e.g. M113)</u> | Planned FY PY Actual FY PY Planned FY CY Planned FY BY1 | | |

Helicopters: (list by type/model)

| | | | |
|-------------------------------|--|--|----------------|
| <u>System 1 (e.g. OH-58D)</u> | Planned FY PY Actual FY PY Planned FY CY Planned FY BY1 | | (Flying Hours) |
|-------------------------------|--|--|----------------|

Exhibit OP-5 Overseas Contingency Operation (Continued)

COMPONENT NAME

OVERSEAS CONTINGENCY OPERATIONS

FY ____ Program and Budget Review Submission or FY ____ President's Budget (as applicable)

Name of Contingency Operation

| <u>MAJOR WEAPONS SYSTEMS DEPLOYED</u> | <u>Average Number Deployed/Month</u> | <u>Total Days in Theater</u> | <u>Operational Usage *</u> |
|---|--|------------------------------|----------------------------|
| <u>Aircraft:</u> (list by type/model) | | | (Flying Hours) |
| System 1 (e.g. F-117) | Planned FY PY Actual FY PY Planned FY CY Planned FY BY1 Planned FY BY2 | | |
| System 2 (e.g. KC-135) | Planned FY PY Actual FY PY Planned FY CY Planned FY BY1 Planned FY BY2 | | |
| System 3 (e.g. EA-6B) | Planned FY PY Actual FY PY Planned FY CY Planned FY BY1 Planned FY BY2 | | |
| <u>Naval Vessels:</u> | | | (Steaming Hours) |
| System 1 (e.g. Combatants) | Planned FY PY Actual FY PY Planned FY CY Planned FY BY1 Planned FY CY2 | | |
| System 2 (e.g. Auxiliaries/Support Ships) | Planned FY PY Actual FY PY Planned FY CY Planned FY BY1 Planned FY CY2 | | |

* Select appropriate operational metrics currently in use. These are representative examples only.

Exhibit OP-5 Overseas Contingency Operation (Continued)

COMPONENT NAME

OVERSEAS CONTINGENCY OPERATION

FY ____ Program and Budget Review Submission or FY ____ President’s Budget (as applicable)
 Name of Contingency Operation:

V. OP 32 Line Items as Applicable (Dollars in Thousands):

| FY PY <u>Actuals</u> | <u>Change from FY PY to FY CY</u> | | | FY CY <u>Estimate</u> | <u>Change from FY CY to FY BY</u> | | | FY BY <u>Estimate</u> | <u>Change from FY BY to FY BY1</u> | | | |
|-------------------------|-----------------------------------|-------------|---------------|--------------------------|-----------------------------------|-------------|---------------|--------------------------|------------------------------------|-------------|---------------|-----------------|
| | Foreign | | | | Foreign | | | | Foreign | | | |
| | Currency | Price | Program | | Currency | Price | Program | | Currency | Price | Program | FY BY1 |
| | <u>Rate</u> | <u>Diff</u> | <u>Growth</u> | | <u>Rate</u> | <u>Diff</u> | <u>Growth</u> | | <u>Rate</u> | <u>Diff</u> | <u>Growth</u> | <u>Growth</u> |
| | | | | | | | | | | | | <u>Estimate</u> |
| | | (%) | (\$) | | (%) | (\$) | | | (%) | (\$) | | |

1. List each applicable OP-32 line item number and title. **To be submitted for both the OSD and President’s budget submissions.**
2. Include the percentage of price growth.

Exhibit CONOPS-1

COMPONENT NAME

OVERSEAS CONTINGENCY OPERATIONS

FY ____ Program and Budget Review Submission or FY ____ President’s Budget (as applicable)

Name of Contingency Operation:

(Dollars in Thousands)

| <u>COST CATEGORIES</u> | FY PY | | FY CY | | FY BY | | FY BY1 |
|-------------------------------|---------------|---------------|-----------------|---------------|-----------------|---------------|-----------------|
| | <u>Actual</u> | <u>Change</u> | <u>Estimate</u> | <u>Change</u> | <u>Estimate</u> | <u>Change</u> | <u>Estimate</u> |

PERSONNEL

- Military Personnel Pay & Allowances
 - Reserve Components Called to Active Duty
 - Imminent Danger or Hostile Fire Pay
 - Family Separation Allowance
 - Hardship Duty Pay - Location*
 - Subsistence
 - Reserve Components Predeployment Training*
 - Other Military Personnel
 - Active Component Over-Strength

The CONOPS-1 exhibit is to be submitted [through SNaP](#).

Subtotal

Civilian Pay and Allowances

- Civilian Premium Pay
- Civilian Temporary Hires
- Other Civilian Personnel
- Other Personnel Support

Do not include NFIP program requirements. The Community Management Staff is responsible for submitting the required exhibits for all NFIP activities.

Subtotal

Exhibit CONOPS-1 (Continued)

COMPONENT NAME

OVERSEAS CONTINGENCY OPERATIONS

FY ____ Program and Budget Review Submission or FY ____ President's Budget (as applicable)

Name of Contingency Operation:

(Dollars in Thousands)

| <u>COST CATEGORIES</u> | FY PY | | FY CY | | FY BY | | FY BY1 |
|-------------------------------|---------------|---------------|-----------------|---------------|-----------------|---------------|-----------------|
| | <u>Actual</u> | <u>Change</u> | <u>Estimate</u> | <u>Change</u> | <u>Estimate</u> | <u>Change</u> | <u>Estimate</u> |

PERSONNEL SUPPORT (Continued)

- Temporary Duty/Temporary Additional Duty
- Clothing & Other Personnel Equip & Supplies
- Medical Support/Health Services
- Reserve Component Activation/Deactivation
- Other Personnel Support
- Subtotal**

OPERATING SUPPORT

- Training
- Operations OPTEMPO (Fuel, Other POL, Parts)
- Other Supplies & Equipment

Exhibit CONOPS-1 (Continued)

COMPONENT NAME

OVERSEAS CONTINGENCY OPERATIONS

FY ____ Program and Budget Review Submission or FY ____ President's Budget (as applicable)

Name of Contingency Operation:

(Dollars in Thousands)

| <u>COST CATEGORIES</u> | FY PY | | FY CY | | FY BY | | FY BY1 |
|--|---------------|---------------|-----------------|---------------|-----------------|---------------|-----------------|
| | <u>Actual</u> | <u>Change</u> | <u>Estimate</u> | <u>Change</u> | <u>Estimate</u> | <u>Change</u> | <u>Estimate</u> |
| <u>OPERATING SUPPORT (Continued)</u> | | | | | | | |
| Facilities/Base Support | | | | | | | |
| Reconstitution | | | | | | | |
| C4I | | | | | | | |
| Other Services/Miscellaneous Contracts | | | | | | | |
| Subtotal | | | | | | | |
| <u>TRANSPORTATION</u> | | | | | | | |
| Airlift | | | | | | | |
| Ready Reserve Force/Fast Sealift Ship | | | | | | | |
| Port Handling/Inland Transportation | | | | | | | |
| Other Transportation | | | | | | | |
| Subtotal | | | | | | | |
| <u>GRAND TOTAL</u> | | | | | | | |
| Military Personnel | | | | | | | |
| Operation and Maintenance | | | | | | | |
| Other (specify by appropriation type (i.e., Procurement, RDT&E, etc.) | | | | | | | |

NOTE: This information must be provided for each operation and in total.