



An Optimization-Based Toolkit to Support Contingency Contractor Planning

Composite Group Session 5a

81.2 MORS Symposium

June 20th, 2013



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Acknowledgements

- Sandia National Laboratories Development Team
 - Kristi Adair
 - Katherine Jones
 - Justin Durfee
 - Nathan Martin
 - Tom Brounstein
 - Alisa Bandlow
 - Jared Gearhart
 - Linda Nozick
- Customer Acknowledgements
 - Mr. Gary Motsek, Deputy Assistant Secretary of Defense (Program Support)
 - Ms. Anna Carter, Director, OCS Plans & Programs [ODASD(PS)]

Outline

- Motivation
- Problem statement and approach
- Contingency Contractor Optimization Tool (CCOT) prototype
 - Requirements
 - Model formulation
 - Data requirements
 - Web-based user application
 - Analysis example
- Conclusion

Motivation

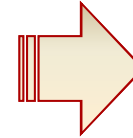
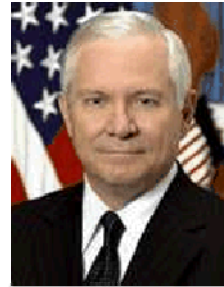
- Secretary of Defense guidance (24 January 2011) requires the Department of Defense (DoD) to improve centralized planning & contingency contractor capabilities
- DoD plans at all levels for military forces but has not historically planned at the strategic level for contractors
- DoD needs a tool to estimate the number of contractors required for contingency operations/contingency costs

Problem Statement and Approach

- Provide a “what if” capability for strategic planning of contingency contractors that:
 - Assesses full spectrum of contractor requirements [logistics, force protection, signal, interpreters, etc.] for all contingencies
 - Assesses impacts, risks and mitigating strategies for allocations options between the elements of the Total Force
 - Is “tailorable” to a variety of variables [cost, force mix, intensity and duration]
- Developed a tool-kit that is:
 - Based on a rigorous mathematical model
 - Accessed through a web-based user interface
 - Fits into the current planning processes

CCOT Prototype Requirements

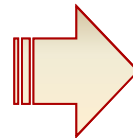
“Strategic and Operational Planning for Operational Contract Support (OCS) and Workforce Mix” Robert Gates memo, Jan 2011 “...better planning at the strategic and operational levels for contracted support”



Strategic level
(annual, long term)

DoDI 3020.41, December 2011

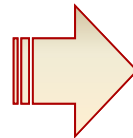
“...fully consider, plan for, integrate, and execute acquisition of, contracted support, including synchronizing and integrating contracted support flowing into an operational area from systems support.”



Plan across
multiple
scenarios

DoDI 1100.22, April 2010

“Establishes policy, assigns responsibilities, and prescribes procedures for determining the appropriate mix of manpower (military and DoD civilian) and private sector support.”



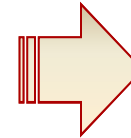
Observe
existing
manpower mix
criteria

CCOT Prototype Requirements

Annex W

CJCSM 3122.03C, February 2006

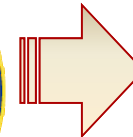
2010 GAO Report 10-472 (*DOD Needs to Improve Its Planning for Using Contractor to Support Future Military Operations*): "...most of the draft Annex Ws developed...included few details on the type of contractors needed to execute a given plan, despite guidance requiring Annex Ws to list contracts likely to be used in theater."



Results must include number and type of contractors

DoDD 1100.4, February 2005

"Assigned missions shall be accomplished using the least costly mix of personnel (military, civilian and contract) ... Manpower authorities shall consider all available sources when determining manpower mix to include the Active and Reserve military manpower, U.S. and foreign national civilian manpower, intra-governmental, contract and host nation support."



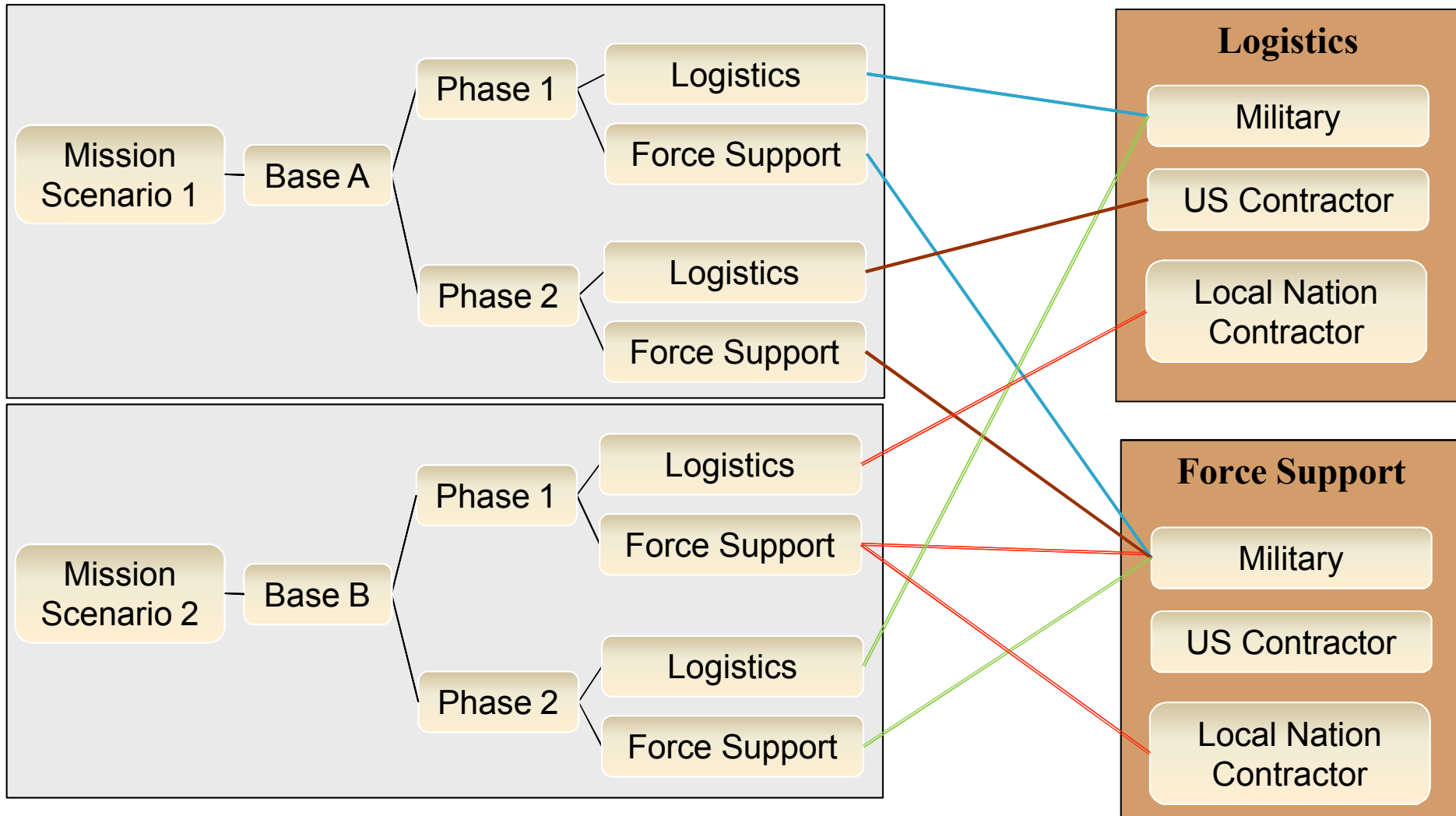
Minimize cost and consider all available personnel groups

CCOT Prototype Model Formulation

- *Optimization*: linear program (LP)
 - DODD 1100.4: minimize cost and consider all available personnel groups
 - Tractable: well established solution algorithms
 - Rigorous: closed-form mathematical model
 - Consistent: common set of logic is used for all analysis
- *Objective*: Determine the mix of military personnel, civilians and contractors that accomplishes all mission requirements and minimizes the total cost
- *Subject to*:
 - Resource requirements
 - Resource availability
 - Resource use rules
 - Budget limitations (optional)

CCOT Prototype Model Formulation

The model assigns personnel from resource pools to mission scenario tasks while honoring use rules, resource limits, etc.



Resource Requirements Constraint

Required
Resources
(Input Data)

Personnel Group
Efficiency
(Input Data)

$$a_{iskt} = \sum_{p \in P(i,s)} \epsilon_{spk} [x_{ispkt} + g_{ispkt}] \quad \forall i, s, k, t$$

Use Rules
(Input Data)

Assignments
(Decision Variable)

Overages
(Decision Variable)

■ Where

- s : mission scenario ID
- i : work element ID
- k : skill ID
- t : time period ID
- p : personnel group ID (e.g. military, civilian, contractor)

Resource Availability Constraint

$$\sum_{i,s} x_{ispkt} \leq h_{pkt} \quad \forall p, k, t$$

↖
Total Resource Usage
by Time Period
(Decision Variable)

↗
Resource
Availability
(Input Data)

■ Where

- s : mission scenario ID
- i : work element ID
- k : skill ID
- t : time period ID
- p : personnel group ID (e.g. military, civilian, contractor)

Objective Function

Resource Cost
(Input Data)

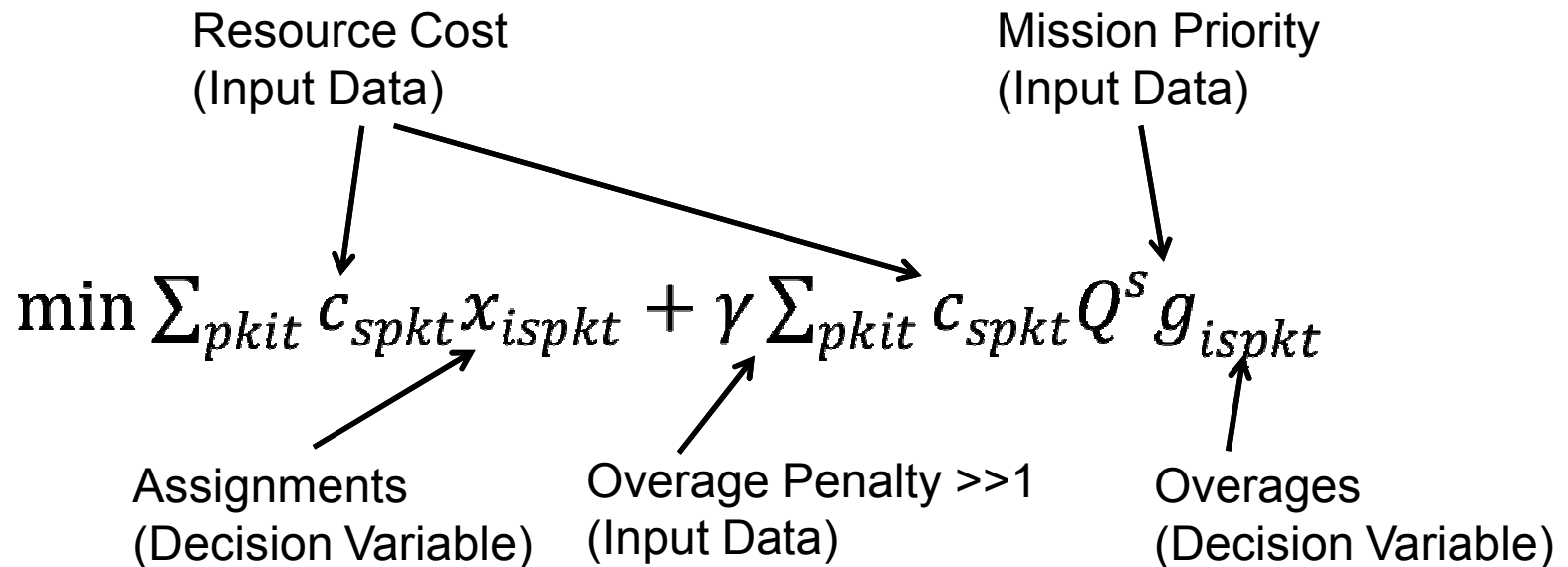
Mission Priority
(Input Data)

$$\min \sum_{pkit} c_{spkt} x_{ispkt} + \gamma \sum_{pkit} c_{spkt} Q^s g_{ispkt}$$

Assignments
(Decision Variable)

Overage Penalty >>1
(Input Data)

Overages
(Decision Variable)



■ Where

- s : mission scenario ID
- i : work element ID
- k : skill ID
- t : time period ID
- p : personnel group ID (e.g. military, civilian, contractor)

CCOT Application

- Web-based application that allows users to populate model data, solve model and view results
- Intended to be an intuitive, user-friendly application that can be used by non-modelers
- Multiple user roles
 - All analysts (lowest level role) work from a common set of data provided by users at a higher level
 - e.g. all potential mission scenarios and associated requirements are defined by a planning manager
 - Allows analysts to perform “what-if” analysis while working from a common set of assumptions
- Potential users
 - Joint Staff/Combatant Commands/Military Services
 - Joint Contingency Acquisition Support Office (JCASO)
 - Whole of Government/Inter-Agency

Analysis Example

Firefox

OCS

localhost:8080/CCOT/

Google

Logged in as Analyst | Analyst | Log Off

Contingency Contractor Optimization Tool

Prototype

Analyses Manager - Start New Analysis or View Existing Analyses

Start a new analysis by

- 1) clicking "Start New Analysis" from one of the baselines
- 2) clicking "Branch" to start a new analysis from an existing analysis.

View an existing analysis by clicking "Select"

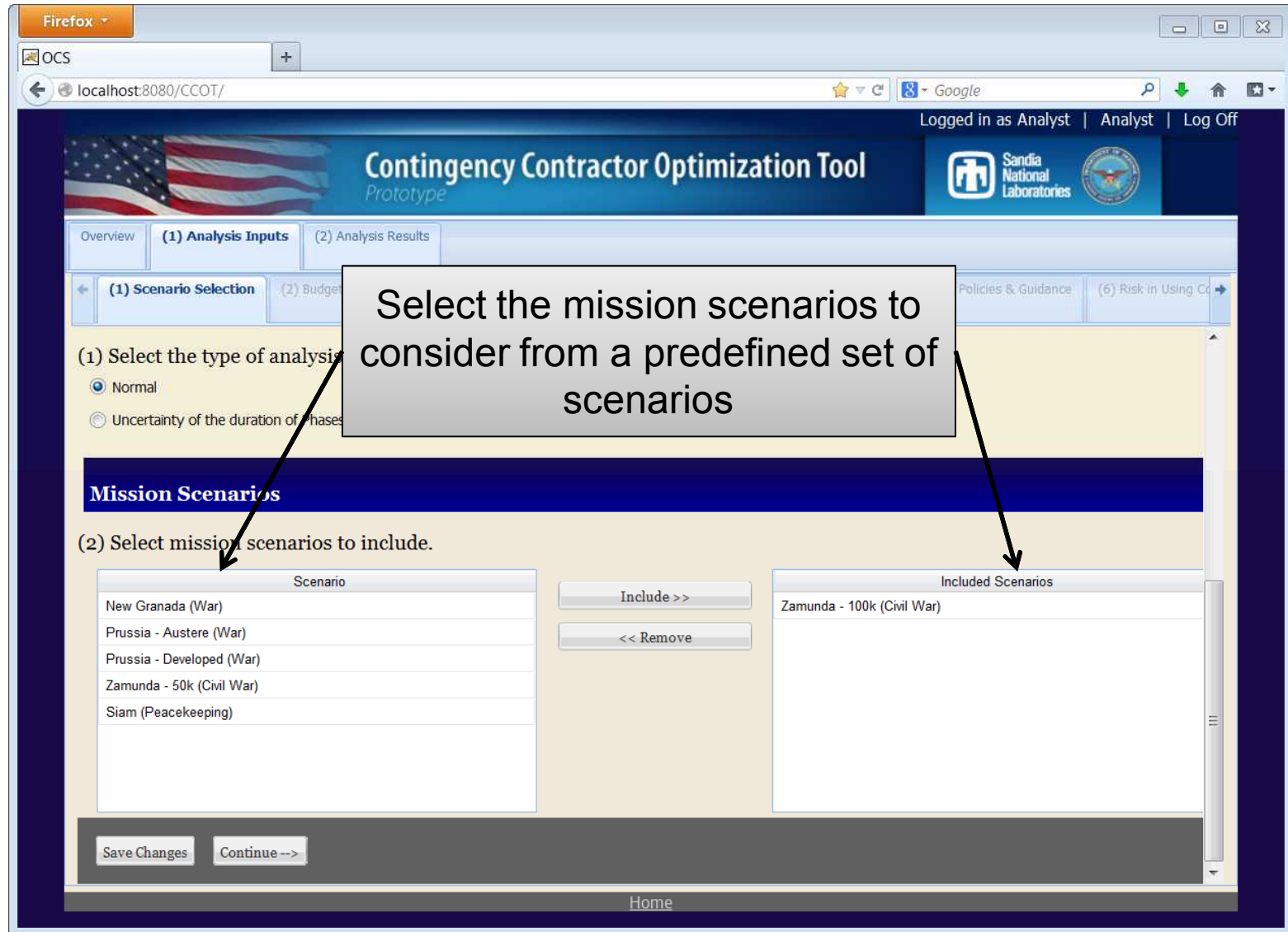
Analysis ID	Name	Status	Select	Branch	Delete?
Baseline 3	FY 2012 Q1 Baseline		Start New Analysis		
13	Prussia and New Granada (P & NG): No Overlap	Solved	Select	Branch	Delete
33	New Granada & Zamunda (NG & Z) 100k	Solved	Select	Branch	Delete
35	NG & Z 50k: Baseline	Solved	Select	Branch	Delete
37	NG & Z 100k: Same Start, Low Risk	Solved	Select	Branch	Delete
50	Migrant Branch Plan	Solved	Select	Branch	Delete
49	migops	Solved	Select	Branch	Delete

Can start a new analysis

View or "branch" from a previous analysis

Home

Analysis Example



Firefox

OCS

localhost:8080/CCOT/

Logged in as Analyst | Analyst | Log Off

Contingency Contractor Optimization Tool

Prototype

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Overview (1) Analysis Inputs (2) Analysis Results

(1) Scenario Selection (2) Budget

(1) Select the type of analysis

☒ Normal

☐ Uncertainty of the duration of phases

Mission Scenarios

(2) Select mission scenarios to include.

Scenario
New Granada (War)
Prussia - Austere (War)
Prussia - Developed (War)
Zamunda - 50k (Civil War)
Siam (Peacekeeping)

Include >>

<< Remove

Included Scenarios
Zamunda - 100k (Civil War)

Save Changes Continue -->

Home

Select the mission scenarios to consider from a predefined set of scenarios

Analysis Example

Firefox

OCS

localhost:8080/CCOT/

Google

Logged in as Analyst | Analyst | Log Off

Contingency Contractor Optimization Tool

Prototype

Sandia National Laboratories

Overview (1) Analysis Inputs (2) Analysis Results

(1) Scenario Selection (2) Budget & Costs (3) Manpower Substitutions & Requirements (4) Manpower Availability & Phase Durations (5) Policies & Guidance (6) Risk in Using Cont

Corporate mngmt & Spl

74

Define the mission start date and duration of each phase

Phase Durations

(2) Set the duration of the phases of war for each mission scenario.

1. *Start Month/Start Fiscal Year* column: Change the start date by clicking on the starting month or year. Select a value from the dropdown.
2. *Phase Durations (Months)* column: Enter the number of months that each phase will last.

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Scenario	Start Month	Start Fiscal Year	Phase Duration (Months)					FY 2018																
			0	1	2	3	4	5	Oc	No	De	Ja	Fe	Ma	Ap	Ma	Ju	Jul	Au	Se	Oc	No	De	Ja
Zamunda - 100k (Civil ...	Apr	2018	0	0	1	2	2	2																

Graph: [Total Personnel Requirements by Scenario \(new window\)](#)

Graph: [Required vs Available Personnel by Capability \(new window\)](#)

<-- Back Save Changes Continue -->

Home

Analysis Example

Firefox

OCS

localhost:8080/CCOT/

Google

Logged in as Analyst | Analyst | Log Off

Contingency Contractor Optimization Tool

Prototype

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Overview (1) Analysis Inputs (2) Analysis Results

(1) Scenario Selection (2) Budget & Cost

(6) Risk in Using Co

Policy Selection

(1) For ea

Back to To

Policy Selection

Select one or more policies

Add selected policies Cancel

Add? Policy Descriptions Military - Active Military - Reserve DoD Civilians U.S. Contractors Local Nation Contractors 3rd-Country Contractors

<input type="checkbox"/>	Military only	Yes	Yes	No	No	No	No
<input checked="" type="checkbox"/>	U.S. Personnel only	Yes	Yes	Yes	Yes	No	No
<input type="checkbox"/>	No Contractors	Yes	Yes	Yes	No	No	No

Available

(2) This table shows all available policies for information purposes only.

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Policy Descriptions	Military - Active	Military - Reserve	DoD Civilians	U.S. Contractors	3rd-Country Contractors	Local Nation Contractors
All Personnel Groups	Yes	Yes	Yes	Yes	Yes	Yes

Home

Define policies.

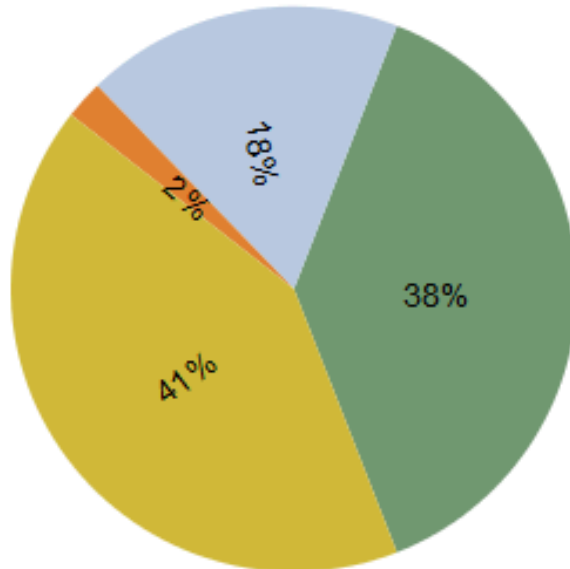
Consider a case where the default policy of no local nation contractors is updated so that no non-U.S. personnel can be used.

Analysis Example

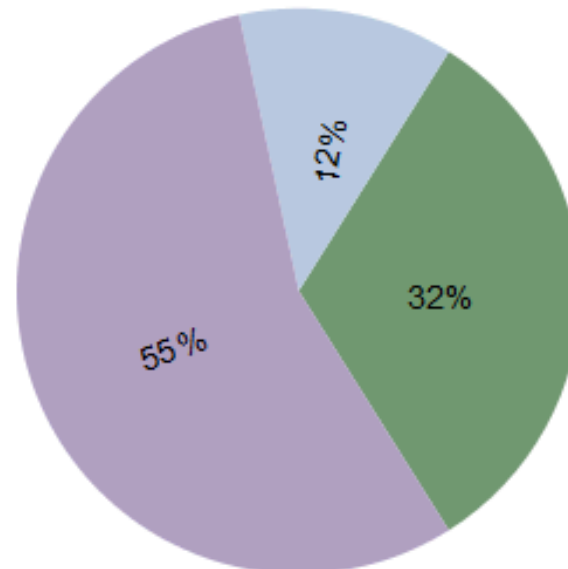
- Once all inputs have been entered, the optimization problem can be solved
- Once a model is solved, all inputs are locked to provide data integrity and traceability of previous analysis
- Model results can be viewed and compared with other analyses
- In this case, the results when only U.S. personnel can be used can be compared to the case where 3rd-country contractors can also be used
 - Manpower mix
 - Manpower costs

Analysis Example

Manpower Mix when 3rd-
Country Contractors are Allowed



Manpower Mix when Only U.S.
Personnel are Allowed



Costs increase by 64%, from \$2.5 billion to \$4.1 billion

Conclusion

- There is a need for a tool that supports contingency contractor planning
- Developed a “what if” capability for strategic planning of contingency contractors that:
 - Addresses the requirements identified by senior DoD leadership
 - Uses a rigorous mathematical framework to determine the optimal Total Force Mix
 - Provides analysts with a user-friendly and intuitive application

Questions???

BACKUP

CCOT Prototype Model Formulation

- Budget limitations
- Uncertainty
 - Formulation extended to consider a distribution of possible requirements
 - Provides a framework for incorporating strategic decisions into model (multi-stage stochastic programming)
- Implementation
 - Originally implemented in IBM's OPL math programming language and solved using CPLEX
 - Currently implemented in custom code and solved using COIN-OR's CLP solver to allow for wider distribution

Key Input Data

- Resource requirements by mission scenario
 - Need requirements by time period and skill at a minimum
 - Formulation supports any breakout of resource requirements
 - Application currently uses Time Phased Force Deployment Document (TPFDD) like data
 - Tier 1 JCAs
 - Phases of war (O-V); analysts define start of operation and duration of each phase
 - Bases
- Resource availability and use costs
 - Need data for each time period, skill and personnel group
 - Resource availability can be limited or unlimited

Key Input Data

- Resource use rules
 - Use rules define what personnel groups are allowed to perform each task
 - A function of the implementation of instructions such as DoDI 1100.22
 - e.g. “A regulation states that local nation contractors cannot be used to provide the protection capability”
 - A response to operational risk tolerance
 - e.g. “No more than 25% of the logistics capability can be provided by non-military personnel”
 - Any specific restriction desired
 - e.g. “Planners do not want to use local nation contractors for a given mission scenario”