



THE UNDER SECRETARY OF DEFENSE

3010 DEFENSE PENTAGON
WASHINGTON, DC 20301-3010

ACQUISITION,
TECHNOLOGY
AND LOGISTICS

MAR 29 2010

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
DIRECTOR, DEFENSE PROCUREMENT AND
ACQUISITION POLICY
UNDER SECRETARY OF DEFENSE FOR PERSONNEL &
READINESS
DIRECTOR, BUSINESS TRANSFORMATION AGENCY
DIRECTOR, DEFENSE LOGISTICS AGENCY
DIRECTOR, DEFENSE CONTRACT MANAGEMENT
AGENCY
DIRECTOR, DEFENSE CONTRACT AUDIT AGENCY

SUBJECT: Establishment of the Operational Contract Support (OCS) Functional
Capability Integration Board (FCIB)

To provide decisions for critical time-sensitive issues directly affecting the support of contingency operations, I am establishing the OCS FCIB. This board will consolidate the responsibilities of the General Officer Steering Committee and the Contingency Contracting Administrative Services Executive Steering Group into one board, the OCS FCIB, with both Principal and Associate members. The attached charter provides governance for the performance of the FCIB board and formalizes its structure for managing and executing OCS responsibilities.

By March 31, please identify and submit the names and contact information of your Principal and Associate senior-level leaders who will comprise this board to Mr. Gary Motsek, ADUSD (PS), at 703-693-5717 or gary.motsek@osd.mil. If necessary, the Departments and Agencies should modify the position descriptions of the representatives appointed and their respective acquisition executives to reflect the necessary requirements.

Ashton B. Carter

Attachment:
As stated

Operational Contract Support¹ Functional Capabilities Integration Board Charter

I. PURPOSE

This charter establishes the Operational Contract Support (OCS) Functional Capabilities Integration Board (FCIB). It references authorities and prescribes duties and responsibilities, business processes, meetings, and reports. This charter is a living document and will be updated by the Office of the Assistant Secretary of Defense for Logistics and Material Readiness (OASD (L&MR)) as required. Board Principals and Associate Representatives comprise the FCIB which is augmented by a Council of Colonels (CoC).

II. AUTHORITY

Section 854 of the John Warner National Defense Authorization Act (NDAA) for 2007 (Public Law 109-364), *Joint Policies on Requirements Definition, Contingency Program Management, and Contingency Contracting*.

III. BACKGROUND

As a result of public law, continuing congressional interest, and emerging joint logistics doctrine and policy, the Department requires senior level oversight and a program management approach to OCS.

Section 854 of the NDAA for 2007, requires the Secretary, in consultation with the Chairman of the Joint Chiefs of Staff, to establish joint policies on requirements definition, contingency program management, and contingency contracting during combat operations and post-conflict operations. USD(AT&L) established a committee of six specific and one implied SES/GOFOS to comply with the requirements of Section 854. These appointees were informally referred to as the “854 General Officer Steering Committee (GOSC).” Until the enactment of this charter, the GOSC was still executing its activities regarding joint policies. DoDD 3020.49, *Orchestrating, Synchronizing, and Integrating Program Management of Contingency Acquisition Planning and its Operational Execution*, signed 24 March 2009, reinforced the mandate for program management during contingency operations as dictated by section 854.

¹ The ability to orchestrate and synchronize the provision of integrated contract support and management of contractor personnel providing that support to the joint force in a designated operational area.

Additionally, Section 849 of the NDAA for 2008 directed the Department to evaluate the recommendations included in the report of the Gansler Commission on Army Acquisition and Program Management in Expeditionary Operations. DoD established a Task Force to determine which recommendations applied to other Services. An Executive Steering Group (ESG) comprised of DoD senior leaders was established to provide enterprise wide visibility and oversight for the Task Force and to ensure timely completion of Task Force initiatives and integration of these initiatives with related ongoing Department activities.

The ESG, informally known as the Contingency Contracting Administrative Services (CCAS) ESG, established an oversight process and used a scorecard to monitor progress and completion of the Gansler report initiatives. Although the Gansler Commission Task Force formally ended, the ESG remains an active body and continues to oversee the implementation of Gansler Commission recommendations.

Responsibilities of the GOSC and the CCAS ESG are almost synonymous. Duties, responsibilities, and desired outcomes overlap. ADUSD (PS) is the same senior civilian Co-chair of the GOSC and considered a senior member of the CCAS ESG. Many of the senior executives and officers are the same individuals who support ADUSD (PS) through the OCS COI, and should be members of the OCS FCIB.

This Functional Capabilities Integration Board charter establishes the OCS FCIB as the Senior Executive Service/General Officer/Flag Officer (SES/GO/FO) board that supports and advises the ADUSD (PS) in execution of his or her duties and responsibilities. It will consolidate the responsibilities of the GOSC and the oversight activities of the CCAS ESG into one OCS FCIB with both Board Principals (from the GOSC and CCAS ESG) and Associate Representatives (larger body of SES/GOFOs and OCS COI) to accomplish duties and responsibilities of the two former committees.

Combining these related bodies into a single board increases the effectiveness of optimizing capability investments across the defense enterprise (both materiel and non-materiel) and minimizing risk in meeting the Department's capability needs in support of an OCS strategy.

IV. SCOPE

The OCS FCIB will be chaired by the ADUSD (PS) and co-chaired by the Vice Director, Directorate for Logistics, Joint Staff (VJ4). Military Department appointees will join the ADUSD (PS) in developing policies required by Section 854. Board Principals and Associate OCS FCIB Representatives are identified below and make up the OCS FCIB.

The OCS FCIB will be supported by a CoC that will act as a working group to review and vet OCS issues and make course of action (COA) recommendations.

The OCS FCIB is a main point of entry into the Department for the Combatant Commands (COCOM), Military Departments and Defense Agencies to address OCS planning, program management, requirements definition, contingency, crisis action, combat and post-combat issues. The Co-chairs shall leverage the operational expertise of the COCOMs and the respective Senior Warfighter Forums (SWarFs) or other fora as appropriate to identify issues, priorities, capability and resource mismatches (gaps, shortfalls, and redundancies). ADUSD (PS) will raise those issues requiring higher response or approval.

Under advisement from the OCS FCIB, ADUSD (PS) will make recommendations to the JLB. ADUSD (PS) will promote, in conjunction with OCS FCIB members, capability improvements across the Armed Services as well as assess the Military Departments' and Defense Agencies' plans, policies, and programs.

The OCS FCIB shall not infringe on existing statutory or regulatory authorities, and shall work within established coordination processes, specifically the Defense Acquisition System (DAS), the Planning Programming Budget and Execution (PPBE) cycle, and the Joint Capabilities Integration Development System (JCIDS).

To be effective, the OCS FCIB must have access to pertinent Military Department, Defense Agency, and Joint information and processes to advise the JLB. To this end, the OCS FCIB is afforded access to decision-making fora such as the Joint Requirements Oversight Council (JROC), DAS, PPBE, JCIDS and other established Component fora to raise OCS-related issues, integrate or influence OCS equities into their agendas, and rationalize the way forward.

The OCS FCIB's mission, objectives, duties and responsibilities are resource dependent. ADUSD (PS) and the VJ4 co-chair, in consultation with members of the OCS FCIB, will prioritize and balance activities in concert with available funding.

V. MISSION STATEMENT

The OCS FCIB is established to:

- A. Conduct independent assessments and analysis of OCS capabilities (to include supporting Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel and Facilities (DOTMLPF)) of the Armed

Forces.

- B. Advocate OCS capability development in a variety of venues.
- C. Establish and assess ways to improve measures of performance, metrics, and processes for measuring OCS readiness.
- D. Develop joint policies required by Section 854, for requirements definition, contingency program management, and contingency contracting during combat and post-combat operations.
- E. Provide continued enterprise wide visibility and oversight of the Commission/Section 849 Task Force to ensure timely completion of Task Force initiatives and integration of these initiatives with related ongoing Department activities.

VI. OBJECTIVES

The OCS FCIB shall provide independent assessments of OCS capabilities, shortfalls, and budgets. In performing these functions, the OCS FCIB shall:

POLICY

- A. Develop joint policies for requirements definition, contingency program management, and contingency contracting during combat and post-combat operations. Determine and make recommendations for material and non-material solutions.

INTEGRATION

- B. Establish and link OCS FCIB initiatives and processes to defense decision making fora.
- C. Provide OCS advocacy in DoD decision making fora, to include but not limited to, JCIDS, PPBE, and DAS.
- D. Work collaboratively with Defense Procurement and Acquisition Policy (DPAP) and the Joint Staff, to develop policy, doctrine, Federal Acquisition Regulation and Defense Federal Acquisition Regulation Supplement to support, enable and improve OCS. Refer law, doctrine and policy changes to DPAP for Emergency Procurement Committee, DAR and FAR Council action.

CAPABILITY ASSESSMENT

- E. Assess and make resource and priority recommendations that refine and balance DoD's OCS capabilities, policies, governance, and processes.
- F. Assess whether OCS capabilities and capacities of the DoD are best utilized (effective and efficient) to support the Joint Warfighter across the full range of joint military operations.
- G. Identify and determine OCS "root cause" deficiencies and develop initiatives to solve or correct deficiencies.

- H. Recommend and prioritize OCS funding and programs, adjusting metrics, plans, and policies accordingly.
- I. Identify, assess, and recommend concept development and emerging technologies with applicability to OCS.
- J. Provide periodic reviews of OCS investment recommendations to OSD (CAPE) regarding OCS-related management information systems throughout their entire life cycle, including design, selection, implementation, management, evaluation, modification, and termination.

READINESS

- K. Assess and make recommendations to refine DoD systems for measuring the status and readiness of OCS capabilities.

RESOURCE ASSESSMENT

- L. Assess the adequacy, costs, benefits, and risks of current DoD programs and supplementals to address OCS shortfalls and sustainment.
- M. Assess and score Military Department and Defense Agency implementation of OCS policy, budgets, and guidance.
- N. Evaluate and make recommendations regarding capability planning guidance in the Guidance to Develop the Force cycle and other strategic plans and documents.
- O. Assess Service implementation of guidance and serve as an independent voice in existing decision making fora in coordination with the OASD (L&MR).

OCS FCIB MANAGEMENT

- P. Create and provide the OASD (L&MR) a fiscally informed OCS Capability Area Roadmap (or strategic plan). Identify program, budget, and resource shortfalls. Be the functional proponent for a balanced set of OCS capabilities within resource constraints. Present an integrated programmatic perspective of OCS activities across the Military Departments, Defense Agencies, and Joint environments.

VII. ORGANIZATION

- A. OCS FCIB Chair – The ADUSD (PS) is designated as the OCS FCIB Chair.
- B. OCS FCIB Co-Chair – The Vice Director, Directorate for Logistics, Joint Staff is designated as a Board Co-chair.
- C. OCS FCIB Board Composition – The OCS FCIB will be comprised of the following individuals who must be full-time or permanent part-time U.S.

Government employees or military members

- 1) Board Principals (will have full voting membership and participate in Board deliberations):
 - a. Assistant Deputy Under Secretary of Defense for Program Support
 - b. Vice Director, Directorate for Logistics, Joint Staff
 - c. Army Acquisition Executive
 - d. Navy Acquisition Executive
 - e. Marine Corps Acquisition Executive
 - f. Air Force Acquisition Executive
 - g. Principal from the Defense Logistics Agency (DLA)
 - h. Principal from DPAP
 - i. Principal from the Defense Contract Management Agency (DCMA)
 - j. Principal from the Joint Contingency Acquisition Support Office (JCASO)

- 2) Associate Representatives (other OSD offices, the Military and Defense Agencies listed below. Other Associate Representatives may be identified for specific concerns at the discretion of the Chairs. Associate Representatives are permitted to attend the meetings and participate in the discussions, but will not vote unless the Board Principals determine that a proposed decision materially affects their Component's systems or business operations):
 - a. Associate Representative from the Defense Contract Audit Agency
 - b. Associate Representative from the Joint Contracting Command – Iraq/Afghanistan
 - c. Associate Representative from the Joint Staff, J8
 - d. Associate Representative from the Under Secretary of Defense for Personnel & Readiness
 - e. Other Logistics Capability Area Representatives
 - f. Associate Representative the from Business Transformation Agency
 - g. Associate Representative from the Joint Contracting Command or Joint Theater Support Contracting Command
 - h. Associate Representative from each of the Services' Contingency Construction Engineering Organizations:
 - i. U.S. Naval Facilities Engineering Command
 - ii. U.S. Army Corps of Engineers

iii. U.S. Air Force Center for Engineering and the Environment

i. Associate Representative for each CCDR

D. Council of Colonels – The FCIB will be supported by a CoC to provide necessary vertical and horizontal integration. Board Principals and Associate Representatives will each appoint a supporting O-6 or equivalent to participate on the CoC.

E. Staff support for the FCIB and CoC will be provided by ADUSD (PS).

VIII. RESPONSIBILITIES

A. Chair. The Chair, supported by the OCS FCIB, will accomplish the mission and objectives noted above.

B. Co-chair. Provide the OCS FCIB with input and awareness of Chairman's Title 10 activities (e.g. military advice given to the President and Secretary of Defense, status of adaptive planning guidance and plans, advice on requirements, programs, and budgets, doctrine development, training, and education) and JCIDS based products and activities.

C. OCS FCIB Members will:

- 1) Support the Co-chairs of the OCS FCIB to execute the objectives noted above.
- 2) Report (if requested) POM based OCS costs in programs, projects, and systems in order to enable capability and management analysis.
- 3) Provide inputs to periodic performance review of investments in programs, projects, and systems.
- 4) Attend OCS FCIB meetings approximately quarterly.
- 5) Provide O-6 or GS-15 equivalent representation to the CoC who are full-time or permanent part-time U.S. Government employees or military members.
- 6) Act as a point of entry for their organization's OCS recommendations.
- 7) Participate, as required, in DOTMLPF solution analysis that addresses gaps, overlaps, and redundancies and recommend solutions.
- 8) Participate, as required, in contingency program management initiatives.
- 9) Participate in OCS advocacy initiatives, socialize within their own agency, and provide feedback to the Chairs.

D. Board Secretariat. The OCS FCIB Secretariat will be supported by the ADUSD (PS) at the O-6/GS-15 level. The Secretariat will function as the principal staff advisor to ADUSD (PS), Secretariat to the FCIB, and Chairman of the FCIB's supporting Council of Colonels. In carrying out this responsibility the Secretariat shall:

- 1) Assist the OCS FCIB in accomplishing objectives, duties, and responsibilities.
- 2) Manage the overall agenda of the OCS FCIB and the CoC.
- 3) Prepare agendas, provide read ahead materials, maintain official OCS FCIB records, files and minutes, provide reports, schedule meetings, and manage issue papers/initiatives.
- 4) Develop and maintain an inventory of planned and ongoing projects and initiatives within OCS. Periodically provide updates to the OCS FCIB.
- 5) Develop and maintain a roadmap for capital planning and investments; review and update at least annually.
- 6) Maintain status of OCS FCIB metrics and report semi-annually; propose adjustments.
- 7) Accept and pre-screen all issue packages, diverting, adjusting, or rejecting as appropriate. Staff and forward all issue recommendations on OCS for the CoC's and OCS FCIB's consideration.
- 8) Ensure all OCS issue recommendations are properly coordinated through the CoC and appropriate decision making fora and venues prior to presenting to the OCS FCIB.
- 9) Manage the assignment of nominees and appointees to working groups and/or related Integrated Process Teams (IPTs) under the direction of the CoC, as required, in support of the Board's agenda. All such assignments will be based on specific analytical need and the personal qualifications, background, and experience of each nominee and appointee.
- 10) Prepare an annual report and roadmap for OCS FCIB review, approval, and forwarding to the OASD (L&MR).
- 11) Perform other duties as requested by the OCS FCIB.

E. Council of Colonels. The CoC shall:

- 1) Assist the OCS FCIB in carrying out its responsibilities as noted above primarily through a "review and comment" mode. Periodically participate in working groups.
- 2) Receive from the Secretariat, review, and comment on issue

- recommendations originating from Board Principals' and Associate Representatives' organizations. Ensure issues are well defined, properly analyzed and staffed within respective organizations.
- 3) Review as well as nominate, via the OCS FCIB, issues for consideration.
 - 4) Assess and recommend Course of Action on OCS issues to the OCS FCIB through a consensus process.

IX. MEETINGS

The FCIB and CoC shall meet and report in accordance with the following guidance:

- A. Board Principals must attend or provide a representative to the OCS FCIB meetings. Associate Representatives are required to attend or send a representative when OCS issues or recommendations affect their respective organizations.
- B. The OCS FCIB and CoC shall meet approximately quarterly, or as needed.
- C. The CoC shall meet on the same quarterly cycle as the OCS FCIB but in advance of that body's meeting. As the OCS FCIB's supporting body, the CoC may be required by the OCS FCIB to meet more frequently, if necessary.
- D. Annually, the OCS Chair, with direct assistance from the OCS FCIB and CoC, coordinated by the Board Secretariat, shall prepare a written report (MSWORD and/or power point briefing) summarizing OCS FCIB activities and an updated roadmap for the OASD (L&MR).

X. PROCESSES/PROCEDURES

- A. Submission of OCS Issues:
 - 1) The OCS FCIB CoC will be an entry point for OCS issues and will accept OCS issues for review and analysis.
 - 2) Initial Focus – The OCS FCIB will initially focus on analyzing, validating and if needed, recommending changes to OCS capability balance, investments, gaps, overlaps, and redundancies. Supporting material and non-material solution recommendations may also be addressed.
 - 3) Submission Timeline – OCS issues may be submitted any time during the year. However, the effort necessary for resolution of an OCS issue is situational and in most cases will directly relate to the degree of analytical effort required to fully investigate, develop alternative COAs, evaluate, and make final recommendations. Consequently, issue submissions should be made at least 90 days

prior to the next scheduled OCS FCIB. In most instances this will allow adequate time for the Board Secretariat to review an OCS issue package, forward to CoC members, ensure establishment of the proper analytical support (including OCS establishment of any necessary IPTs), conduct virtual or face-to-face vetting of issues, and propose COAs that may make recommendations regarding proposed movement of resources for critical OCS shortfalls. All Board Principals and Associate Representatives of the OCS FCIB will be notified of any issues brought before the board.

B. Issue Recommendations:

- 1) OCS FCIB issue recommendations will be coordinated via email with the Secretariat prescribing the processes on an “as required” basis with consensus as the desired mechanism for decision making. All Board Principals and Associate Representatives of the OCS FCIB will be notified of any issue recommendations to be put before the board for vote.
- 2) When the OCS FCIB Chairs determine that the board must make a collective decision, a Board Principal or Associate Representative may participate in a meeting by teleconference or VTC, in which case the member shall be deemed “present” for purposes of establishing a quorum. If unable to attend, the assigned alternate/deputy or equivalent senior representative should attend and will have full voting rights and be expected to answer for and speak for his or her principal. A quorum is needed for all OCS FCIB recommendations. A quorum consists of at least 5 members.
- 3) When there are dissenting opinions, all issues and positions (for and against) will be forwarded to the OASD (L&MR) for review. The OASD (L&MR) will decide if the issue is within his own authority, or if the issue is worthy of consideration by the Joint Logistics Board.
- 4) The OCS FCIB Chair at his discretion, may submit independent recommendations if there is disagreement with or between the members of the OCS FCIB.

C. Issue Recommendation Format:

- 1) Issues for OCS FCIB review will be provided in point paper format approximately 90 days in advance of the OCS FCIB to allow appropriate staffing and CoC reviews. Sufficient backup data and information should be attached to enable independent analysis. Program change proposals, if submitted, will be submitted in the prescribed OSD (CAPE) format.

D. Interface with Other DoD Processes and Organizations:

- 1) Linkage and Integration – Although the OCS FCIB is established to provide an independent assessment of OCS capabilities and issues and report its findings and recommendations to the JLB, it must establish linkages to other DoD processes and organizations concerned with capabilities development as well as other decision making processes and venues to completely execute its responsibilities. Specifically, the OCS FCIB should link its issues and initiatives, when appropriate, to existing PPBE, DAS, GEF, GDF, Defense Readiness Reporting System (DRRS), and Global Force Management processes. Issues relating to the Adaptive Planning and Execution (APEX) and JCIDS processes should be linked and coordinated directly with the Co-chair and Section 854 advisor, VJ4, and the principal staff member representing these two processes.
- 2) The OCS FCIB will directly cross-coordinate its activities with other Capability Areas within the Logistics JCA. Coordination with other Tier I JCAs will be via the OASD (L&MR).
- 3) The OCS FCIB must operate in a system-of-systems environment. In order for the OCS FCIB to ultimately be successful, it will have to embed itself in a fully networked, system-of-systems model of DoD logistics and OCS decision making processes and venues.
- 4) Scheduling for Synergy – The Secretariat will schedule OCS FCIB and CoC quarterly meetings and synchronize its annual reporting cycle to accept input from and provide input to the Joint Staff's JCIDS and APEX calendar as well as other venues and decision making processes. The Secretariat will schedule the OCS FCIB to provide feedback directly to the Military Departments and Defense Agencies on OCS issues that can be resolved, in whole or in part, through the Service's PPBE cycle.
- 5) APEX – The OCS FCIB will be informed by the Joint Staff (via its Principal Member) on the APEX processes and products as it relates to OCS. The OCS FCIB shall stay informed regarding Combatant Commanders' (CCDR) ability to execute OCS and the relevance of OCS imbedded in and accounted for in CCDR Concept Plans (CONPLAN) and Operation Plans (OPLAN).
- 6) Global Force Management – The window on readiness provided by the Global Force Management System (GFMS) informs planners on just where additional effort is needed to achieve desired/required force readiness. At some future point, OCS capability readiness will become visible via the GFMS and DRRS. Readiness improvement recommendations may be a function of the OCS FCIB. To carry out this role, the OCS FCIB must be tightly integrated with the GFMB.

GFMB decisions that consider force readiness (but not OCS per se) must be complemented with OCS FCIB processes and decisions to provide a continuous and comprehensive OCS assessment. OCS readiness issues will be vetted through the Defense Materiel Readiness Board (DMRB) (if applicable). This effort will allow the OCS FCIB to make recommendations on where and how risk associated with OCS is acceptable or unacceptable, as well as how funding might be used to alter the readiness equation to enhance DoD capabilities.

XI. CHARTER ADMENDMENTS

The OCS CoC or FCIB may amend the Charter as appropriate, subject to the approval of OASD (L&MR).

XII. EFFECTIVE DATE

This charter becomes effective upon approval by the USD(AT&L).



Ashton B. Carter
Under Secretary of Defense
for Acquisition, Technology and Logistics