DoD Instruction 4151.24

Depot Source of Repair (DSOR) Determination Process

Originating Component:	Office of the Under Secretary of Defense for Acquisition and Sustainment
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Approved by:	Ellen M. Lord, Under Secretary of Defense for Acquisition, Technology, and Logistics
Change 2 (Administrative) Approved by:	Karen Saunders, Chief of Staff

Purpose: In accordance with the authority in DoD Directive 5134.01, and the July 13, 2018 Deputy Secretary of Defense Memorandum, this issuance:

- Establishes policy for determining DSOR assignments for weapon systems and items of military equipment that require depot-level maintenance, as defined by Section 2460 of Title 10, United States Code (U.S.C.), regardless of the source of funding or location (e.g., organic, commercial, or any combination of organic and commercial).
- Assigns responsibilities and prescribes procedures that interface with the acquisition cycle to establish management control of the DSOR determination process; determines the optimum depot-level maintenance support considering organic, commercial, or a combination of organic and commercial sources of repair; and establishes organic depot-level maintenance capabilities as early as appropriate in the weapon system life cycle.
- Directs inter-DoD Component reviews of depot-level maintenance requirements against all DoD capabilities to maximize the use of existing capabilities, efficiently apply resources, prevent unnecessary duplication of capabilities, and consider DoD strategic interests.
- Employs an iterative framework that allows incremental planning for and investment in organic depot-level maintenance capabilities as the weapon system configuration stabilizes and matures and sustainment demands evolve.

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SECTION 1: GENERAL ISSUANCE INFORMATION

1.1. APPLICABILITY. This issuance applies to OSD, the Military Departments, the Office of the Chairman of the Joint Chiefs of Staff and the Joint Staff, the Combatant Commands, the Office of the Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities within the DoD involved in development, acquisition, resource programming, and implementation of product support strategies where depot-level maintenance is required or performed (referred to collectively in this issuance as the "DoD Components").

1.2. POLICY. It is DoD policy that:

a. DSOR assignments support readiness, sustainment, and affordability objectives (including mobilization and surge capabilities) of national defense strategic and contingency requirements, pursuant to Section 2464 of Title 10, U.S.C.

b. Workloads necessary to sustain core logistics capabilities, pursuant to Section 2464 of Title 10, U.S.C., are assigned to DoD depot maintenance activities with the requisite competencies.

c. Priority in assigning workloads to sustain core capabilities will be given to Centers of Industrial and Technical Excellence (CITE) with the requisite core competencies. CITEs are established pursuant to Section 2474 of Title 10, U.S.C.

d. Initial DSOR assignments are determined jointly between the Military Departments and the Office of the Under Secretary of Defense for Acquisition and Sustainment (USD(A&S)) for Acquisition Category (ACAT) I programs as described in Section 3.

e. DoD Components will follow the process outlined in this issuance any time a DoD Component elects to review a DSOR assignment.

f. The DSOR determination process:

(1) Is an integral part of overall weapon system supportability analysis, acquisition, and life-cycle sustainment planning, including appropriate consideration for core logistics capabilities and sustaining workloads, in accordance with DoD Instruction (DoDI) 5000.02.

(2) Facilitates establishing new organic depot-level maintenance capabilities through procurement funding.

g. The DSOR determination process will optimize existing capabilities within DoD before expending funds to establish new capabilities.

h. Funds will not be obligated to establish a depot-level maintenance capability or expand capacity of an existing capability at a specific site to repair a system, subsystem, or component without an approved DSOR assignment.

i. Funds may be obligated relative to a specific DSOR assignment under consideration for non-site specific items that are necessary to perform maintenance, such as technical data and other items, as outlined in Section 3.

j. The DSOR determination process applies to any program with an approved Joint Capabilities Integration and Development System (JCIDS) Capability Requirement Document when the program transitions to a Program of Record, as defined by DoDI 5000.02.

1.3. SUMMARY OF CHANGE 2. This change is administrative and updates references and organizational symbols for accuracy and to reflect the reorganization of the Office of the Under Secretary of Defense for Acquisition, Technology, and Logistics, pursuant to the July 13, 2018 Deputy Secretary of Defense Memorandum.

SECTION 2: RESPONSIBILITIES

2.1. USD(A&S). The USD(A&S):

a. Delegates DSOR approval authority for ACAT I programs to the Secretaries of the Military Departments, except when DSOR assignments are not supported by an agreement between all Military Departments and the Deputy Assistant Secretary of Defense for Materiel Readiness (DASD(MR)).

b. May delegate DSOR approval authority for DSOR assignments that are not supported by agreement between all Military Departments and the DASD(MR) for ACAT I programs. This authority may not be delegated lower than the Assistant Secretary of Defense for Sustainment (ASD(S)).

2.2. ASD(S). Under the authority, direction, and control of the USD(A&S), the ASD(S):

a. Resolves issues that prevent timely agreement between all Military Departments and the DASD(MR) to a DSOR assignment.

b. Forwards DSOR recommendations and supporting documentation to the USD(A&S) for review and approval when issues prevent agreement between all Military Departments, and the DASD(MR) for ACAT I programs.

c. Maintains a list of general or flag officer (GO/FO) or Senior Executive Service (SES) member positions designated to review and approve DSOR assignments for ACAT I programs.

2.3. SECRETARIES OF THE MILITARY DEPARTMENTS. The Secretaries of the Military Departments:

a. Approve DSOR assignments that support programs they manage when such assignments are supported by agreement between all Military Departments and the DASD(MR) for ACAT I programs. This authority may be further delegated; however, the authority to approve DSOR assignments for ACAT I programs may not be delegated below a GO/FO or SES position. This delegation for ACAT I programs must be made in writing to the USD(A&S), with an information copy to the ASD(S).

b. Incorporate DSOR assignments into the acquisition program's life-cycle sustainment planning, and reflect assignments in product support strategies and plans.

c. Maintain a record of the DSOR assignments that support the weapon systems and military equipment in their force structures. The record will include the DSOR decision letter, signed by the appropriate authority, along with the supporting rationale and coordination. Make all documentation available to the other DoD Components and OSD upon request.

d. Forward ACAT I DSOR decision letters to the ASD(S).

e. Forward DSOR recommendations and supporting documentation to the ASD(S) for review and approval when issues prevent agreement between all Military Departments and the DASD(MR).

2.4. DIRECTORS OF THE DEFENSE AGENCIES. The Directors of the Defense Agencies:

a. Designate a Military Department for their respective depot maintenance requirements. That designated Military Department will follow the procedures identified in this issuance.

b. Incorporate DSOR assignments into the acquisition program's life-cycle sustainment planning, and reflect assignments in product support strategies and plans.

SECTION 3: PROCEDURES

3.1. DSOR DETERMINATION PROCESS. The procedures in this section are mandatory for all materiel that requires depot-level maintenance.

a. Introduction. These procedures provide a common process for use by all DoD Components. They support the determination of depot-level maintenance support to be provided by organic, commercial, or a combination of organic and commercial sources of repair. When an organic source of repair is chosen, the process assigns the depot-level maintenance responsibility to a specific facility or facilities.

b. Process Overview. The DSOR determination process is an iterative process aligned to the Defense Acquisition System phases, as prescribed in DoDI 5000.02, and continues throughout the life cycle of the weapon system. Each iteration of the process is designed to efficiently manage depot-level maintenance capabilities and ensure core logistics capabilities are in place within 4 years of initial operational capability (IOC). If no official IOC was originally designated, capabilities will be established within 4 years of an approved JCIDS capability or requirement document. The program manager (PM) and supporting Military Department (referred to in this issuance as the "lead Military Department") may complete the DSOR determination process at any time, but no later than 90 calendar days after critical design review. The DSOR determination process timing includes:

(1) Milestone (MS) A or Equivalent. The PM, with support from the lead Military Department, will:

(a) Determine the applicability of the requirement for core logistics capabilities at MS A and document the determination in the Core Logistics Analysis (CLA) Annex of the Life Cycle Sustainment Plan (LCSP). This determination will be employed in the DSOR determination process to identify candidate organic activities.

(b) Evaluate all existing capabilities and capacities of depot-level maintenance activities that support the same or similar weapon systems or items of military equipment, and document the results in the CLA annex to the LCSP.

(c) Initiate depot activation planning and budgeting during program inception, as described in DoD Directive 4151.18. Investments will be limited to non-site specific items, such as technical data rights, support equipment, and other items the lead Military Department specifies.

(2) MS B or Equivalent. The PM, with support from the lead Military Department, will:

(a) Estimate the requirements for core logistics capabilities and the associated sustaining workloads in accordance with DoDI 4151.20.

(b) Continue to assess the depot-level maintenance activities that could meet the core logistics capability requirements based on the available data about the weapon system or item.

(c) Evaluate the depot-level sources of repair being considered using the core capability and workload estimates.

(d) Document core logistics capability requirements and sustaining workload estimates in the CLA annex of the LCSP.

(e) Continue depot activation planning and budgeting. However, investments are still limited to non-site specific long lead items such as technical data rights, support equipment, and other items the lead Military Department specifies, unless a DSOR assignment has been approved by the designated authority following the process outlined in this issuance.

(3) No Later Than 90 Calendar Days after Critical Design Review or Equivalent.

(a) The designated authority will approve the DSOR assignment, as prescribed in Section 2.

(b) The resulting DSOR assignments will be documented in the LCSP in the next update, but no later than MS C or equivalent programmatic decision.

(c) Depot activation planning and budgeting will continue at this time with expenditures on items specified within the DSOR and industrial infrastructure, which may include military construction.

3.2. DSOR DETERMINATION RESULTS.

a. Depot-level Maintenance Capabilities Before IOC. The PM must have established a method to provide depot-level maintenance to support the weapon system no later than IOC, or if no IOC was originally designated, when the JCIDS capability or requirement document is approved. This could include contract logistics support, interim contractor support, organic support, or a partnership between organic and contract providers.

b. Core Logistics Capabilities Within 4 Years of IOC. This process implements core logistics capability requirements and assigns associated sustaining workloads to organic depots.

(1) In accordance with the provisions of Section 2464 of Title 10, U.S.C., core logistics capabilities, including the facilities, equipment, technical data, and trained personnel, will be established no later than 4 years after a weapon system or item of military equipment achieves IOC.

(2) If no official IOC was originally designated, capabilities will be established within 4 years of an approved JCIDS capability or requirement document.

3.3. COVERED PROGRAMS.

a. Weapon Systems and Items of Military Equipment. The DSOR determination process applies to weapon systems and items of military equipment, end items, systems, subsystems,

equipment, or components that require depot-level maintenance, as defined by Section 2460 of Title 10, U.S.C. Hull, mechanical, and electrical related systems for ships and submarines are exempted from this process.

b. Depot-level Maintenance Programs. Programs that transition from commercial to an organic source of repair or from an organic to a commercial or another organic source of repair, regardless of the investment needed or annual value of the program, are subject to the DSOR determination process. The requirements of Section 2469 of Title 10, U.S.C. may also apply.

3.4. PROCESS STEPS The DSOR determination process is shown in Figure 1 and includes:

a. Identification and Notification. The PM will identify the requirement for a DSOR and notify the lead Military Department of the requirement. The lead Military Department will inform the designated offices in the other Military Departments, and the DASD(MR) for ACAT I programs, of the requirement and assist the PM in developing workload estimates in direct labor hours. This initiates the DSOR determination process.

b. Identification of Existing Capabilities. After the PM notifies the Military Departments of the need for a DSOR, the Military Departments will identify organic activities that could perform the depot-level maintenance. All existing organic capabilities must be evaluated as part of the DSOR determination process.

c. Development of Decision Criteria. The PM, along with the lead Military Department, will establish DSOR decision criteria considering the following:

(1) Core logistics capability requirements.

(2) Capability and capacity computed in accordance with DoD 4151.18-H considerations to perform depot-level maintenance on the system.

(3) Business and operational considerations.

(4) CITE designations.

(5) Strategic DoD objectives.

d. Analysis. The lead Military Department will coordinate and facilitate analysis using either the comparative or summary method, as applicable, to develop a DSOR recommendation.

(1) A comparative analysis will be used to develop a merit-based DSOR recommendation when the workload must be assigned to an organic depot-level maintenance activity to sustain core logistics capabilities. For workloads not needed to sustain core logistics capabilities, an analysis will be conducted to identify the best-value source of repair considering both organic and commercial sources.

(2) The summary analysis may be used when the recommended source of repair is obvious based on known capabilities or other compelling considerations.

e. Coordination of DSOR Decision. The lead Military Department will document the DSOR analysis and resultant recommendation and provide the analysis and recommendation to the other Military Departments for coordination and comment. For ACAT I programs, the lead Military Department will also forward the analysis and recommendation to the DASD(MR) for coordination and comment. The intent of this process is to reach an agreement on the source or sources that best satisfy the depot-level maintenance requirements. The lead Military Department will collect the input from each of the Military Departments and the DASD(MR). For ACAT I programs, the lead Military Department will provide the resulting recommendation to their designated GO/FO or SES for review and approval. If the Military Departments and the DASD(MR) are unable to reach a timely agreement, the lead Military Department will forward DSOR recommendations and supporting documentation to the ASD(S) for review and approval.

f. Documentation and Implementation. Military Departments will maintain a record of DSOR assignments, along with the supporting documentation. After receiving a DSOR decision, the PM will:

(1) Document the decision and resulting DSOR assignment or assignments in the LCSP.

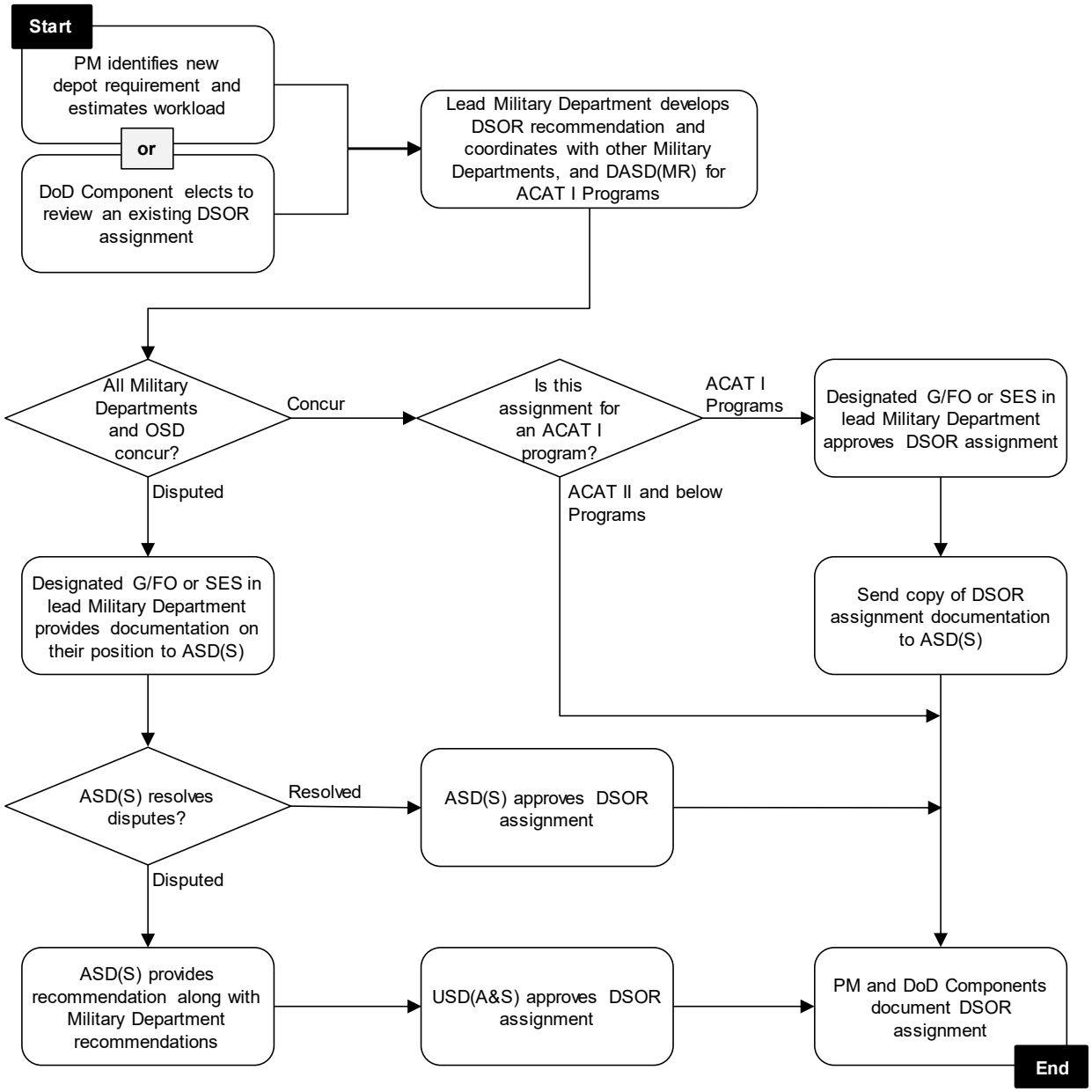
(2) Finalize applicable personnel, facility, equipment, and technical data requirements.

(3) Program and budget for these requirements in planning, programming, budgeting, and execution submittals and incorporate these submittals in the LCSP.

(4) Initiate coordination with the appropriate Military Department to establish organic depot-level maintenance capability.

3.5. CHANGING DSOR ASSIGNMENTS. If the PM or lead Military Department determines the existing DSOR assignment should be modified, they will work together to recommend a workload shift. The DSOR determination process steps outlined in this issuance will be followed. The requirements of Section 2469 of Title 10, U.S.C. may apply.

Figure 1. DSOR Determination Process Flow Chart



GLOSSARY

G.1. ACRONYMS.

ACAT	acquisition category
ASD(S)	Assistant Secretary of Defense for Sustainment
CITE	Center of Industrial and Technical Excellence
CLA	core logistics analysis
DASD(MR)	Deputy Assistant Secretary of Defense for Materiel Readiness
DoDI	DoD instruction
DSOR	Depot Source of Repair
GO/FO	general or flag officer
IOC	initial operational capability
JCIDS	Joint Capabilities Integration and Development System
LCSP	Life Cycle Sustainment Plan
MS	milestone
PM	program manager
SES	Senior Executive Service
U.S.C.	United States Code
USD(A&S)	Under Secretary of Defense for Acquisition and Sustainment

G.2. DEFINITIONS. These terms and their definitions are for the purposes of this issuance.

capability. Availability of resources, such as facilities, tools, test equipment, drawings, technical publication, trained maintenance personnel, engineering support, and spare parts required to carry out maintenance.

component. An integral constituent of a complete (end) item. A component may consist of a part, assembly, or subassembly.

CLA. An iterative process used to address core logistics requirements, as prescribed in Section 2464 of Title 10, U.S.C.

The CLA starts at program initiation with a determination of the applicability of the requirement for core logistics capabilities, as required by Section 2366a of Title 10, U.S.C.

At MS B, the CLA is used to develop estimates of the core logistics capability requirements and the associated sustaining workloads, as required by Section 2366b of Title 10, U.S.C.

The results of the CLA are used to inform the DSOR determination process to ensure core logistics capability is established at organic depot-level maintenance activities and sufficient workloads are assigned to sustain such capabilities.

core logistics capability. Government personnel and government-owned and government-operated equipment and facilities necessary to ensure a ready and controlled source of technical competence and resources to ensure effective and timely response to a mobilization, national defense contingency situations, and other emergency requirements.

core logistics sustaining workloads. The workload necessary to ensure cost efficiency and technical competence in peacetime, while preserving the ability to provide an effective and timely response to a mobilization, national defense contingency situations, and other emergency requirements.

DSOR. The authorized organic, contract, or combination of organic and contract activity(s) or facility(s) that performs or is planned to perform depot-level maintenance on an item.

DSOR determination process. An iterative process that ensures management control over the determination and assignment of depot-level sources of repair and allows for incremental planning and investment in organic industrial capabilities as system configuration stabilizes and matures.

end item. A final combination of systems, subsystems, components, parts, and other materiel that is ready for its intended use.

subsystem. A combination of equipment, groups, etc., that performs an operational function within a system. Subsystems form the major subdivisions within a system.

REFERENCES

Deputy Secretary of Defense Memorandum, "Establishment of the Office of the Under Secretary of Defense for Research and Engineering and the Office of the Under Secretary of Defense for Acquisition and Sustainment," July 13, 2018

DoD 4151.18-H, "Depot Maintenance Capacity and Utilization Measurement Handbook," March 10, 2007, as amended

DoD Directive 4151.18, "Maintenance of Military Materiel," March 31, 2004, as amended

DoD Directive 5134.01, "Under Secretary of Defense for Acquisition, Technology, and Logistics (USD(AT&L))," December 9, 2005, as amended

DoD Instruction 4151.20, "Depot Maintenance Core Capabilities Determination Process," May 4, 2018, as amended

DoD Instruction 5000.02, "Operation of the Defense Acquisition System," January 7, 2015, as amended

United States Code, Title 10