



Department of Defense
Operational Contract Support
Functional Capabilities Integration Board
Fiscal Year 2015 Annual Report

October 2014 – September 2015

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Operational Contract Support Functional Capabilities Integration Board Annual Report

October 2014 – September 2015

Executive Summary

This report provides a historical record of key meetings and activities of the Operational Contract Support (OCS) Functional Capabilities Integration Board (FCIB) for October 2014 - September 2015. The following emerging initiatives were reviewed by the Board during this period:

- Fiscal Years 2015-2018 OCS Action Plan
- OCS Joint Exercise 2015
- OCS Joint Proponent
- OCS Common Operating Picture
- OCS Support to Operation UNITED ASSISTANCE
- Department of Defense Contractor Vetting Working Group
- Government Accountability Office (GAO) Audits with OCS Equity

OCS FCIB

The Operational Contract Support Functional Capabilities Integration Board is a Senior Executive-level governance forum responsible for strategic direction, coordination, and guidance to establish Operational Contract Support as a core capability and critical component of Total Force Readiness.

OCS FCIB Annual Report October 2014 – September 2015

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Message from OCS FCIB Chairs

We are pleased to present the OCS FCIB Fiscal Year (FY) 2015 Annual Report. This report provides a historical summary of the Board's work over the past year to institutionalize OCS as a critical component of Total Force readiness. Our role in supporting implementation of OCS capability remains paramount, in addition to overseeing DoD-wide compliance. Great strides have been made to institutionalize OCS, but more work is required at all levels of the Department. In FY 2016 we will reassess and prioritize efforts to better address remaining shortfalls based on emerging combatant command and service component command requirements.

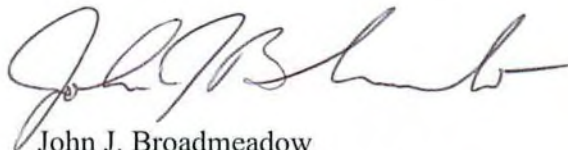
Some of the most significant OCS achievements during FY 2015 include:

- *Ebola Crisis Support:* The OCS community played a key support role in the prompt DoD response to the Ebola crisis in West Africa. This operation led to successful validation of new doctrine and valuable lessons learned for future joint operations.
- *U.S. Marine Corps (USMC) OCS Improvements:* The USMC realigned and reorganized its Contingency Contracting Force (CCF) and established new training procedures to develop and sustain a force optimized to execute the OCS mission.
- *Joint Professional Military Education:* The Chairman's Officer Professional Military Education Policy (OPMEP) was updated to require integration of OCS in Joint Professional Military Education. The Joint and Combined Warfighting School curriculum was also revised to incorporate OCS.

We extend a special thank you to the OCS FCIB Community of Interest for their dedication and support to national and operational objectives, ensuring compliance with federal statutes, and supporting Commanders' needs.



Gary J. Motsek
Deputy Assistant Secretary of Defense
Program Support



John J. Broadmeadow
Major General, U.S. Marine Corps
Vice Director for Logistics, Joint Staff J4

Background

The Under Secretary of Defense for Acquisition, Technology, and Logistics [USD(AT&L)] established the Operational Contract Support (OCS) Functional Capabilities Integration Board (FCIB) on March 29, 2010 as a senior-level forum to address critical time-sensitive issues directly affecting the support of current and future contingency operations. The Board carries out its mission through collaboration and coordination with the Office of the Secretary of Defense (OSD), Joint Staff (JS), Combatant Commands (CCMDs), Military Services and Defense Agencies to address OCS planning, program management, requirements definition, contingency crisis action, combat and post-combat issues.

The Deputy Assistant Secretary of Defense for Program Support [DASD(PS)] and Vice Director for Logistics, Joint Staff J4 (VJ4) were appointed Co-Chairs of the Board and approved the FCIB operating structure. To ensure that the FCIB was organized and prepared to carry out its mission, DASD(PS) established an Executive Secretary position at the O-6/GS-15 level in accordance with the Board's charter. The Executive Secretary serves as the principal staff advisor to the DASD(PS) and the OCS FCIB; and, in tandem with a JS J4 representative, Co-Chairs the subordinate Council of Colonels (CoC).

On June 27, 2014, the USD(AT&L) signed the revised OCS FCIB charter into effect and reaffirmed the role of the Board as the Department's single Senior Executive-level governance forum responsible for strategic direction, coordination, and guidance to establish and mature OCS as a core capability. Today, the FCIB continues to oversee all established and emerging OCS initiatives through quarterly/ad hoc meetings, OCS Action Plan and other management reports.

Meetings and Events

First Quarter FY 2015 FCIB Meeting

On November 25, 2014, DASD(PS) and VJ4 convened the first quarter FY 2015 OCS FCIB meeting. The following updates were given:

- *OCS Support to Current Operations.* The Director of the Joint Contingency Acquisition Support Office (JCASO) provided an overview of JCASO's support to Operation UNITED ASSISTANCE (OUA), including the work of three Contingency Contracting Officers (CCOs) and three Mission Support Teams (MSTs) sent to U.S. Africa Command (USAFRICOM) and U.S. Army Africa (USARAF) locations in Senegal, Liberia, Germany, and Italy. JS J4 provided an update on J4 support to current operations, including staff support to OUA and continued training efforts with the CCMDs.
- *OCS Joint Proponent (JP) Assessment.* The JS J4 provided an update on the OCS JP assessment. A working group was established to perform an analysis of the JP options in support of the OCS Joint Concept. The working group identified three potential courses of action (COAs) and a preliminary list of JP roles and responsibilities. The FCIB tasked the working group to come back to the Board with an analysis of each COA in 2Q FY15.
- *OCS Joint Exercise 2015 (OCSJX-15).* The JS J4 provided an overview on results of OCSJX-15, the second annual joint OCS exercise of its kind.
- *Contingency Program Management (CPM).* The Board received an information briefing on CPM, an ODASD(PS) initiative aimed at enabling systematic assessment and integration of DoD organizational capabilities and external stakeholder contributions to achieve unified action.

Second Semi-Annual OCS Education and Training Summit

The semi-annual DoD OCS Education and Training Summit was held on September 26, 2014 in the Pentagon Conference Center. ODASD(PS) and JS J4 established this forum to improve collaboration and synchronization of efforts across the DoD OCS learning framework. Topics of interest include OCS lessons learned, education, individual training, collective and staff training, and exercises. Key goals of the summit are to:

- 1) update OCS learning framework points of contact,
- 2) facilitate information sharing and awareness,
- 3) eliminate redundancies, and
- 4) optimize resources.

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Participants included representatives from OUSD(AT&L) and Office of the Under Secretary of Defense for Personnel and Readiness [OUSD(P&R)], JS J4, Defense Contract Management Agency (DCMA), Defense Acquisition University (DAU), JCASO, and the Military Services. Attendees shared information regarding current and planned initiatives and identified opportunities for future collaboration. Topics of discussion included OCS lessons learned and DoD competency development for OCS education and training.

Second Quarter FY 2015 FCIB Meeting

On February 24, 2015, DASD(PS) and VJ4 convened the second quarter FY 2015 OCS FCIB meeting. Topics of discussion included the following:

- *Operation UNITED ASSISTANCE - U.S. Army Lead Service for Contracting.* The Deputy to the Commander, Army Expeditionary Contracting Command (ECC) provided a detailed update on support provided to OUA by the 414th Contracting Support Brigade.
- *Joint Staff J4 Staff Assistance Visit.* The Chief, OCS and Services Division, JS J4 provided an overview of the JS J4-led staff assistance visit to USAFRICOM and USARAF in support of OUA.
- *OCS Joint Exercise 2015.* The Chief, OCS and Services Division, JS J4 provided an update on the status of strategic communications for OCSJX-15.
- *OCS Joint Proponent Assessment.* The JS J4 presented a progress update on the OCS JP working group's efforts to assess three potential JP COAs. The designation COAs assessed were: 1) Chairman of the Joint Chiefs of Staff (CJCS) with delegation to JS J4, 2) Defense Logistics Agency (DLA) with delegation to JCASO, and 3) U.S. Army. In March, the FCIB endorsed the JP assessment working group's recommendation of COA 1, designation of the CJCS.
- *U.S. Transportation Command (USTRANSCOM) Contractor Vetting Program.* The Director of Intelligence, USTRANSCOM, provided a classified briefing on USTRANSCOM's Foreign Vendor Vetting (FVV) process. The Board agreed to form a working group to examine the DoD contractor vetting process and develop an interagency/Whole of Government approach.

Third Semi-Annual OCS Education and Training Summit

ODASD(PS) and JS J4 hosted the third semi-annual DoD OCS Education and Training Summit on May 8, 2015 in the Pentagon Conference Center. Participants included

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representatives from OUSD(AT&L), Defense Procurement and Acquisition Policy (DPAP), OUSD(P&R), JS J4, DCMA, JCASO, National Defense University (NDU), Naval Postgraduate School (NPS), and Service components. Topics of discussion included the OCS Communications Strategy effort led by ODASD(PS) and the Army Logistics University (ALU) OCS course update. The next semi-annual OCS Education and Training Summit was postponed due to its proximity to the first annual OCS Senior Leaders Summit held on October 8, 2015.

Third Quarter FY 2015 FCIB Meeting

On May 19, 2015, DASD(PS) convened the third quarter FY 2015 OCS FCIB meeting. Key topics of discussion included:

- *Defense Contract Management Agency Contingency Response Force (CRF).* The Commander, DCMA International, provided an update on progress and challenges facing DCMA's CRF emergency-essential deployable civilian program.
- *OCS Joint Exercise 2015 (OCSJX-15).* The Chief, OCS and Services Division, JS J4 reviewed lessons learned from OCSJX-15, held in March and April 2015 at Fort Bliss, Texas and Schofield Barracks, Hawaii.
- *U.S. Marine Corps (USMC) OCS Update.* Headquarters (HQ) USMC provided an informative update on its progress to better institutionalize OCS. Completed and ongoing initiatives included realignment of the USMC Contingency Contracting Force (CCF) and augmentation of OCS training and education program. This represents a significant service component accomplishment.
- *Office of the Deputy Chief Management Officer (ODCMO) OCS Return on Investment (ROI) Analysis.* The ODCMO presented results of its OCS Return on Investment (ROI) analysis. This effort was completed in accordance with OCS Action Plan Task 4.1.24. The Board will consider follow-on analysis in 2015-2016.

Fourth Quarter FY 2015 FCIB Meeting

On September 16, 2015, DASD(PS) and VJ4 convened the fourth and final formal meeting for FY 2015. This session was held a month later than usual due to the October 8, 2015 OCS Summit. Key topics of discussion consisted of the following:

- *Joint Staff J4 Emerging OCS Initiatives.* The JS J4 provided an overview of emerging initiatives to improve OCS integration. This included an OCS Human Capital Initiative; OCS Task Audit and Process Mapping Project; OCS Execution Handbook; and OCS Readiness Reporting and Risk Assessment.

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- *OCS Common Operating Picture (COP) Funding Strategy - Decision Brief.* The Board reviewed funding alternatives to resource continued development of the OCS COP. While the Board agreed the capability is needed, funding shortfalls impact the Department's ability to move forward in FY16. After a thorough review, the Board endorsed the strategy to pursue long-term funding through inclusion of COP capability requirements in the Program Objective Memorandum (POM) for FY18-FY22 to deliver a joint/enterprise OCS COP capability. Short term efforts to resource COP development efforts in FY16-17 will continue.
- *OCS Doctrine, Organization, Training, materiel, Leadership, Personnel, Facilities and Policy (DOTmLPF-P) Change Recommendation Development Proposal (Information Brief).* The OCS FCIB Executive Secretary outlined plans to seek OCS FCIB endorsement in FY16 to initiate develop an OCS DCR staffing package. This effort is required to improve DoD-wide action on various initiatives to close long standing OCS capability shortfalls.
- *JCASO Assessment Results Information Briefing:* DASD(PS) briefed the results of an assessment of JCASO's mission and functions to support the update to Chairman of the Joint Chiefs of Staff Notice (CJCSN) 4130.01. Recommendations included the development of performance metrics and a re-evaluation in three to five years to ensure JCASO remains relevant and current.

Key OCS Initiatives

During FY 2015, the OCS FCIB addressed enterprise-wide issues affecting future contingency operations and provided strategic direction, coordination, and guidance across a broad spectrum of OCS capability area initiatives. The most widely discussed FCIB initiatives are summarized below.

Fiscal Years 2015-2018 OCS Action Plan

On March 31, 2015, DoD completed its annual update of the OCS Action Plan (AP). The FY15-18 DoD OCS AP details 108 actions needed through 2018 to optimize the capability that OCS provides the Joint Force Commander. The plan ensures that Departmental efforts align with legislation and strategic guidance and shape OCS to be a Joint Force (JF) 2020 enabling capability. The revised FY 2015-2018 AP incorporates OCS Joint Concept implementation actions, as well as actions aimed at integrating OCS into Service-level policy, programs, and processes. The plan will be updated and published in April 2016.

OCS Joint Exercise 2015

The Second Annual OCS Joint Exercise took place at Fort Bliss, Texas, and Schofield Barracks, Hawaii from March 10 to April 12, 2015. OCSJX-15 was the largest exercise of its kind to date and encompassed a scenario based on TALISMAN SABER in the U.S. Pacific Command (USPACOM) area of responsibility (AOR). The exercise was Air Force-led and comprised 941 participants from the Military Services, DoD Components, CCMDs, Coalition Partners and other U.S. Government Agencies. Accomplishments include successful exercise of the OCS Mission Integrator (OMI) pilot and a productive data visualization team within the OCSJX-15 Futures cell, which analyzed the competencies of Global Combatant Support System-Joint (GCSS-J) as the OCS COP. OCSJX-15 was an effective tool for exercising OCS outside the contracting community. The OCSJX-15 After Action Report (AAR) was published in June 30, 2015. In 2016, OCSJX will be managed by the Department of the Army with a scenario in the U.S. Southern Command (USSOUTHCOM) AOR.

OCS Joint Proponent (JP)

In June 2014, JS J4 established an OCS JP assessment working group to assess the merits of an OCS JP as posited in the OCS Joint Concept and to determine whether a single or multiple JP(s) is optimal to institutionalize OCS. The group analyzed DoD organizations with OCS capability, competency, and capacity before outlining three potential COAs for designation of an OCS JP: COA 1 – CJCS with delegation to JS J4; COA 2 – DLA with delegation to JCASO; or COA 3 – U.S. Army. Senior leader willingness was assessed and final recommendation of COA 1 (CJCS) was given to the OCS FCIB in March 2015. In April 2015, the OCS FCIB endorsed COA 1. DoD-wide coordination and staffing is expected to be completed by 2Q FY16.

OCS Common Operating Picture Advisory Board

On November 25, 2014, the DoD OCS FCIB voted to leverage Global Combat Service Support – Joint (GCSS-J) as the host platform for the OCS COP. The OCS Knowledge Integration and Solutions Working Group (KIS WG) determined a baseline of the information required for OCS and assessed potential platforms that could provide visualization of required information, leading to this recommendation. An OCS COP Advisory Board was chartered to capture and prioritize requirements, maintain technical and functional baselines, and coordinate with functional area and system owners to ensure gaps in policy, business processes, and data necessary to fulfill OCS requirements are addressed at the appropriate level.

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OCS Support to Operation UNITED ASSISTANCE (OUA)

In September 2014, OUA began as the Department's response to the Ebola crisis in West Africa. USARAF was designated by USAFRICOM as the Lead Service for Contracting for OUA. Army's ECC deployed 28 CCOs, one Contingency Contracting Battalion and two Contingency Contracting Teams in support of the Operation. Additionally, a Logistics Civil Augmentation Program (LOGCAP) Deputy Program Director also deployed. During OUA, the Department executed Contingency Contract Administration Services (CCAS) in accordance with Joint Publication 4-10, with USARAF as CCAS executor and DCMA as a force provider. DCMA provided three CCAS-skilled individual augmentees to deploy with ECC in support of the Army's OUA CCAS operations in West Africa. The operation successfully proved the doctrinal approach to CCAS and provided valuable lessons learned for executing CCAS in future joint operations. In support of OUA, DLA deployed a support team (DST) to the region and DLA's JCASO deployed two CCOs to sites in Senegal and Liberia and two MSTs to HQ USAFRICOM in Germany and HQ USARAF in Italy. JCASO CCOs provided contracting support and local procurement expertise in the OUA joint operational area; JCASO MSTs provided support to USAFRICOM's OCS Integration Cell (OCSIC), and supported OCS training and development of OCS products in conjunction with USARAF OCS and contracting personnel. OUA validated newly revised doctrine in Joint Publication 4-10; specifically, the Operation demonstrated that all CCMDs need to establish a standing and mature OCSIC to execute OCS tasks throughout all phases of an operation. Lessons learned from OUA continue to be collected, recorded, and disseminated for use by the OCS community.

Department of Defense Contractor Vetting Working Group

Under the direction of the OCS FCIB, a DoD Contractor Vetting Working Group was established in March 2015 to review Departmental processes for conducting vetting and to evaluate a potential Whole of Government approach. Statutory language (National Defense Authorization Act (NDAA) FY12, Section 841; NDAA FY14, Section 831; NDAA FY15, Section 841) and DoD policy require implementation of vetting programs at the Combatant Command and component levels to prevent supply chain exploitation and ensure "no contracting with the enemy." The group comprises representatives from ODASD(PS), JS J4 and DPAP and regularly coordinates with U.S. Department of State, U.S. Agency for International Development and U.S. Department of Treasury representatives via interagency working group meetings. After stakeholder analysis is completed, the group will engage with the appropriate authorities to complete a gap analysis of existing legal guidelines and established programs for contractor vetting within the Department.

Government Accountability Office Audits with OCS Equity

During the course of the reporting period, the OCS FCIB monitored six OCS-related Government Accountability Office (GAO) reports. OCS is expected to continue as a item of interest for congress, GAO and other audit agencies in 2016 and beyond. The list of GAO reports and their status is shown in Table 1.

Table 1 – GAO Audits with OCS Equity

JOB #	Report Title & Number	Sponsor	AO	Entrance Conference	Exit Conference	Report Issuance
351474	Operational Contractor Support: Management and Oversight Improvements Needed in Afghanistan (GAO-12-290)	GAO	OUSDP(P&R)	21 May 2010	8 Nov 2011	Draft: Mar 2012 Final: 29 Mar 2012 Status: Follow-up response submitted 7 Aug 2015; DoDIG closed the report.
351275	WARFIGHTER SUPPORT: DoD Needs to Improve Its Planning for Using Contractors to Support Future Military Operations (GAO-10-472)	GAO	ODASD(PS)	20 Oct 2008	17 Feb 2010	Draft: Feb 2010 Final: Mar 2010 Status: Follow-up response submitted Apr 2015; Follow-up inquiry expected Oct 2015
351692	DoD Needs Additional Steps to Fully Integrate Operational Contract Support in Contingency Plans (SECDEF Memo) (GAO-13-212)	Senator McCaskill	ODASD(PS)	11 Jan 2012	7 Nov 2012	Draft: Jan 2013 Final: 8 Feb 2013 Status: Currently working on follow up response, suspense is 28 Sep 2015
351914	Operational Contract Support Actions Needed to Enhance the Collection, Integration, and Sharing of Lessons Learned (GAO-15-243)	GAO	ODASD(PS)	14 Apr 2014	2 Dec 2014	Draft: Jan 2015 Final: Mar 2015 Status: Follow up inquiry submitted to CAOs, suspense is 13 Nov 15
351917	Contingency Contracting: Contractor Personnel Tracking System Needs Better Plans and Guidance (GAO-15-250)	GAO	ODASD(PS)	17 Apr 2014	2 Dec 2014	Draft: Feb 2015 Final: Mar 2015 Status: Final Report comments submitted 19 June 15; Follow up inquiry expected Jan 2016
351933	Operational Contract Support: Additional Actions Needed to Manage, Account For, and Vet Defense Contractors in Africa (GAO-15-679)	House Report 113-446	USAFRICOM	11 Jun 2014	4 Jun 2015	Draft: Aug 2015 Status: Submitted comments to the Draft, waiting on release of final report

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Conclusion

Today, threats to our national security continue to emerge, and the global flashpoint for employing military power spark quickly and burn incessantly. In response, the Total Force must hedge against uncertainty and provide effective capabilities to a myriad of unforeseeable crises. We must also be economically solvent, serving as good stewards of limited taxpayer dollars.

To achieve these ends, integration of OCS as a defense core capability that spans the range of military operations, remains paramount. Effective OCS program management is essential to promote unity of effort, deliver benefits across all echelons, and optimize OCS execution with all stakeholders through all operational phases.

Although the Department has significantly improved integration of OCS capability, additional work is required. Therefore, the Board will continue to monitor policy and doctrine, organization, training, materiel, leadership and education, personnel and facilities to pinpoint areas of improvement and better align OCS with Defense readiness requirements.

Despite challenges and limited resources, the OCS FCIB remains fully engaged and dedicated to achieving national and operational objectives, ensuring compliance with federal statutes, and supporting Commanders' needs. The continued work of the Board serves as the foundation for establishing DoD-wide OCS capability for future generations.

List of Abbreviations

Abbreviations in Alphabetical Order

AAR	After Action Report
AF	Air Force
ALU	Army Logistics University
AOR	Area of Responsibility
AP	Action Plan
CCAS	Contingency Contract Administration Services
CCF	Contingency Contracting Force
CCMD	Combatant Command
CCO	Contingency Contracting Officer
CJCS	Chairman of the Joint Chiefs of Staff
CJCSN	Chairman of the Joint Chiefs of Staff Notice
CoC	Council of Colonels
COP	Common Operating Picture
CPM	Contingency Program Management
CRF	Contingency Response Force
DASD(PS)	Deputy Assistant Secretary of Defense for Program Support
DAU	Defense Acquisition University
DCMA	Defense Contract Management Agency
DLA	Defense Logistics Agency
DOTmLPF-P	Doctrine, Organization, Training, materiel, Leadership, Personnel, Facilities and Policy
DPAP	Defense Procurement and Acquisition Policy
DST	DLA Support Team
ECC	Expeditionary Contracting Command
FCIB	Functional Capabilities Integration Board
FVV	Foreign Vendor Vetting
FY	Fiscal Year
GAO	Government Accountability Office
GCSS-J	Global Combatant Support System-Joint
HQ	Headquarters
JCASO	Joint Contingency Acquisition Support Office
JF	Joint Force
JP	Joint Proponent

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JS	Joint Staff
KIS WG	Knowledge Integration and Solutions Working Group
LOGCAP	Logistics Civil Augmentation Program
MST	Mission Support Team
NDAA	National Defense Authorization Act
NDU	National Defense University
NPS	Naval Postgraduate School
OCS	Operational Contract Support
OCSIC	OCS Integration Cell
OCSJX	Operational Contract Support Joint Exercise
ODCMO	Office of the Deputy Chief Management Officer
OMI	Operational Contract Support Mission Integrator
OPMEP	Officer Professional Military Education Policy
OSD	Office of the Secretary of Defense
OUA	Operation UNITED ASSISTANCE
OUSDP&R)	Office of the Under Secretary of Defense for Personnel and Readiness
POM	Program Objective Memorandum
ROI	Return on Investment
USAFRICOM	United States Africa Command
USARAF	United States Army Africa
USD(AT&L)	Under Secretary of Defense for Acquisition, Technology and Logistics
USMC	United States Marine Corps
USPACOM	United States Pacific Command
USSOUTHCOM	United States Southern Command
USTRANSCOM	United States Transportation Command
VJ4	Vice Director for Logistics, Joint Staff J4