

Chapter 1

JOINT DEPOT MAINTENANCE PROGRAM

1.1 Background

This chapter describes the Joint Depot Maintenance (**JDM**) Program, an umbrella program encompassing the four Military Services. It addresses the full range of support elements, including hardware, software and facilities that may be applied in providing depot maintenance support for weapons systems, end items and their components. The Depot Maintenance Interservice (**DMI**) process implements JDM and directs submission of depot maintenance candidates for joint Service review. It also provides the methods and processes to be used in assigning each Depot Source of Repair (**DSOR**).

a. In 1974, the Joint Logistics Commanders (**JLC**) established the Joint Technical Coordinating Group for Depot Maintenance Interservicing (later renamed the Joint Policy Coordinating Group on Depot Maintenance Interservicing or **JPCG-DMI**) to develop specific interservice policy and devise a continuing program to implement this policy. In that same year, the Service's Maintenance Interservice Support Management Offices (**MISMOs**) were established to execute the DMI process.

b. The JDM Program evolved through subsequent years, including the formation of the Joint Performance Measurement Group (**JPMG**) in 1991 to develop and implement a performance measurement system for the Service's depots. That system has now evolved into the Depot Maintenance Operations Indicators (**DMOI**). In 1992 the Depot Maintenance Cost Comparability Committee was chartered to provide guidance, training and expert consultation in the use and application of the Defense Depot Maintenance Council (**DDMC**) Cost Comparability Handbook (**CCHB**). The CCHB enables comparison of depot maintenance costs between public activities and between public activities and private entities. In 1988, JPCG-DMI's charter was revised and its title changed to the Joint Policy Coordinating Group on Depot Maintenance (**JPCG-DM**). In addition, development of the Interservice Material Accounting and Control System (**IMACS**) was approved, with program management being transferred to the Joint Logistics Systems Center (**JLSC**) in 1994. Upon the closure of JLSC, its responsibilities in this area were transferred to United States Air Force. Also in 1994, the Defense Logistics Agency (DLA) became a participant in the JDM Program at the staff level. In 1998, JLC reviewed the mission of JPCG-DM, revised its charter and renamed it the Joint Group on Depot Maintenance (**JG-DM**) to reflect a shift in focus to problem resolution and execution of a strategic redirection in interservice depot maintenance. The JG-DM, in turn, chartered the Joint Depot Maintenance Activities Group (**JDMAG**) to provide technical support to the JDM Program in functional areas including joint business planning, policy assessment, technology information exchange,

DSOR assignment, DSOR implementation tracking and other depot maintenance related initiatives.

c. Additional history on establishment of the JDM Program is contained in the Joint Depot Maintenance Regulation AMC-R 750-10/OPNAVINST 4790.14A/AFI 21-133(I)/MCO P4790.10B/DLAD 4151.16, (*Logistics Joint Depot Maintenance Program of 31 March 1999*).

d. Navy JDM implementing instructions are contained in the OPNAVINST 4790.14A portion of the Joint Depot Maintenance Regulation. It directs participation in an interservicing network to facilitate and expand DMI as a viable means of supporting Fleet operating forces while limiting the development of redundant repair sources.

e. The JDM network includes the MISMOs, one each for the Army, Navy, Air Force, Marine Corps and DLA; Maintenance Interservice Support Offices (**MISOs**); and Maintenance Interservice Coordinating Offices (**MICOs**) within the Navy only. The Service MISMOs are located at the U.S. Army Materiel Command (USAMC/AMCLG-LM), Naval Air Systems Command (AIR 6.1.3), Air Force Materiel Command (AFMC/LGP), Marine Corps Logistics Bases (MARCCORLOGBASES/G320) and Defense Logistics Support Command (DLSC/LDD). MISOs are located within the Navy at Systems Command Headquarters; Naval Inventory Control Point (NAVICP), Mechanicsburg and Philadelphia Sites; within the Air Force at Air Logistics Centers (ALCs); within the Marine Corps at Marine Corps Logistics Bases; within the Army at their commodity commands and within DLA at Defense Supply Center Richmond (DSCR). SEA 04L4 is the MISO for the Naval Sea Systems Command. MICOs are located at Navy depot maintenance activities. Figure 1 refers.

1.2 Objectives

The primary objectives of the JDM Program are to:

a. Implement DoD Directive 4151.18 (*Maintenance of Military Material*) and DoD Instruction 5000.2-R (*Mandatory Procedures for Major Defense Acquisition Programs*), as they apply to depot maintenance.

b. Provide the process and procedure for assigning DSORs.

c. Provide the process and procedure for considering the interservice alternatives when reviewing depot maintenance military construction (MILCON) proposals.

d. Provide guidance for conducting competitions between public depot maintenance activities, and guidance for public depot maintenance activities involved in competition between public activities and private entities.

e. Facilitate interservice organic and joint contract depot maintenance support to achieve the most cost-effective support possible, consistent with the readiness requirements of the Services.

f. Facilitate the exchange of technology information as a means to improve productivity and achieve more cost effective operations in the Services' depot maintenance activities.

g. Facilitate Joint Service business planning for depot maintenance support and management.

1.3 Policies

JDM policies regarding joint and interservice support are:

a. DMI support shall be utilized and provided to the maximum extent possible commensurate with effective support to operational forces and efficient utilization of the Services' depot maintenance resources.

b. All weapon systems, end items, and their components which require depot level maintenance or are planned for assignment to a depot maintenance activity, whether government-owned or in the private sector, shall be reviewed in accordance with JDM regulations.

c. Funds shall not normally be committed to facilitate a specific site for depot maintenance prior to the Joint Service DSOR decision, except as provided for in this Guide.

d. A Service proposal to assign or retain a specific workload within its own depot maintenance infrastructure shall be presented to the JG-DM.

e. Submission for DMI review shall be made at the same level as the acquisition or modification program.

f. A Depot Maintenance Interservice Support Agreement (**DMISA**) shall be used for all multi-year interservice depot maintenance work unless the credit exchange method of support is selected. The DMISA shall only be used for depot maintenance workload.

g. Service Workload Competition awards to interservice organic activities shall be implemented by DMISA.

h. Each Service is responsible for programming, budgeting and funding to fully support the DMISAs to which it is a party.

i. Responsibility for funding the establishment of a depot maintenance capability and capacity is generally the responsibility of the program manager.

j. Except as provided for under a Service Workload Competition award, DMISAs shall be terminated only for cause.

k. Reassignment of workload from terminated DMISAs shall be accomplished through the DMI decision process (i.e., service workload competition, MISMO review or JDMAG DMI study).

l. Communications Security (COMSEC) material (Federal Stock Class (FSC) 5810) and Signals Intelligence (SIGNET) material (FSC 5811) shall be subjected to a DMI review by the appropriate Depot Maintenance Interservicing Working Group (**DMIWG**).

m. Depot level support for Industrial Plant Equipment (**IPE**) (Federal Stock Group (FSG) 34) will be provided by DLA, the Consolidated Material Manager (**CMM**), and shall be subjected to a DMI review.

n. All depot maintenance MILCON projects shall be subjected to a critical joint Service review, in accordance with DoD 7000.14R (*Financial Management Regulation*), Volume 2B, Budget Presentation and Formulation, Chapter 6.

1.4 Navy Implementation of JDM

With the exception of Hull, Mechanical, and Electrical (HM&E) programs for ships and submarines, the JDM Program is applicable to all weapons, weapon systems, equipment, and their nonconsumable components which are under the cognizance of the Navy whether or not there is similarity to another Service's item. While new equipment and systems entering the Navy inventory are the particular emphasis of JDM, also applicable are those items already in inventory, as well as all modifications and MILCON programs involving depot maintenance support.

1.4.1 Navy JDM Policy

Navy JDM policies regarding joint and interservice support are that:

a. The Navy will use and provide depot maintenance interservice support consistent with the efficient use of Navy organic depots and effective support of the operating forces. Navy activities will provide depot maintenance support organically or by contract for other military Services, government agencies, or Systems Commands (SYSCOMs) when capability and capacity exists.

b. New system and equipment acquisitions will be submitted as DMI candidates for joint Service review via the JDMAG to determine the DSOR. Permanent DSORs will not be assigned until the JDMAG DSOR decision has been announced. Planning,

budgeting, and funding for depot support will continue, but funds will not be expended to facilitate a specific depot until the joint Service DSOR decision is obtained.

c. Changes to an existing DSOR that requires an additional depot capital investment of \$250,000 or more to establish a new capability or to relocate the DSOR will be subject to DMI review. This \$250,000 threshold applies to relocating workload between Navy depots, and relocating workload to or from another Service depot. Transitioning workload to or from contract support will be subject to DMI review.

d. There will be no exemptions from the DMI/DSOR decision process. Only the assigned DSOR will be used for repairable workload.

e. Integrated logistics support reviews will include the DSOR process as a mandatory, critical element for all new acquisitions and modification programs.

f. The use of DMISAs between Navy activities is required only if the Principal or the Agent requests such an agreement. Memorandums of Agreements (MOAs), Memorandums of Understanding (MOUs), Joint User Agreements (JUAs) or other less formal documents are encouraged.

1.4.2. Navy Maintenance Interservice Support Management Office (MISMO) Responsibilities

The Navy MISMO, is responsible for developing, coordinating and implementing the JDM Program in the Navy by implementing joint policy, achieving joint objectives and resolving program problems. The Navy MISMO function is currently assigned to NAVAIR (AIR 6.1.3). The term "MISMO" refers to the office as well as the senior office representative. The Navy MISMO will:

- a. Provide support to the Navy's JG-DM Principals at OPNAV, NAVAIR and NAVSEA.
- b. Review DSOR assignment recommendations and provide the Navy's position.
- c. Announce DSOR decisions to involved commands and centers, assuring implementation of decisions.
- d. Represent the Navy SYSCOMs' interests on JDM issues.
- e. Provide the Navy Joint Advisory Board (**JAB**) member to the JG-DM.
- f. Provide support for the Defense Depot Maintenance Council (**DDMC**) and input to the Depot Maintenance Business Profile (**DMBP**). The DMBP is outlined in Chapter 8.

g. Assist Navy JG-DM Principals with identifying requirements for representation in various JDM initiatives and working groups such as: technology exchange, performance measurement, MILCON review, cost comparability and the Interservice Material Accounting and Control System (**IMACS**).

h. Provide the Navy MILCON Review Panel member.

1.4.3 Naval Sea Systems Command (NAVSEA) Responsibilities

The Navy's interservice network will be established and maintained to ensure that the responsibilities set out in DoD and OPNAV directives are fulfilled. This network consists of the MISMO, personnel located within Navy Systems Commands and at depot maintenance activities, and the acquisition, logistics, and repairable managers who acquire and modify weapon systems/equipment/components or who procure depot support services. It also includes the Inventory Control Point (ICP) that manages/procures repairable material. Within NAVSEA, the following responsibilities make up the team effort required:

a. Commander, Naval Sea Systems Command (COMNAVSEASYSKOM). The Deputy Commander for Logistics Maintenance and Industrial Operations (SEA 04) has overall responsibility for Depot Level Repairable (DLR) support within NAVSEA. It is the responsibility of COMNAVSEASYSKOM and subordinate Commanders to ensure that positive actions are taken by applicable organizations and activities to ensure NAVSEA's participation in JDM Program.

b. NAVSEA Maintenance Interservice Support Office (MISO). The Director, Fleet Support Division (SEA 04L4) serves as the NAVSEA MISO. The Head, Material Management Branch (SEA 04L43) serves as the NAVSEA Program Manager for Depot Maintenance (PMDM) and is the principal executor for SEA 04L4 in all matters related to NAVSEA DLRs, DMI or MISO functions. The NAVSEA MISO is assigned overall responsibility for the DMI support process within NAVSEA. The NAVSEA MISO will submit to the Navy MISMO potential DMI candidates that meet the criteria of OPNAVINST 4790.14A and Chapter 2 of this Guide. Each submission will be analyzed via the MISO to determine the type of review required (e.g. Directed Depot Source of Repair, Service Workload Competition, MISMO Review or JDMAG DMI Study). The NAVSEA MISO is responsible for:

(1) Implementing the JDM Program within NAVSEA by developing, planning, negotiating, coordinating, and monitoring DMI procedures and all NAVSEA DMISAs, Nonconsumable Item Material Support Code (**NIMSC**) agreements, DMI Implementation Plans, and related MOUs/MOAs, or JUAs.

(2) Interpreting and disseminating DMI policies and procedures to all appropriate levels.

(3) Coordinating with NAVSEA Program Managers, Logistics Managers, and depot maintenance activity representatives, as necessary, to ensure the preparation of required data and forms on all repairable items meeting the criteria in Chapter 2 of this Guide. The MISO is also responsible for maintaining files of all items submitted for DMI review, including copies of Decision Tree Analyses (**DTAs**) that are required to determine whether repair will be commercial or organic.

(4) Assisting with the screening of Navy records for usage and repair source data to support DMI studies and DSOR decision implementation; providing interservice workload data as requested.

(5) Negotiating and managing depot maintenance interservice support programs or agreements.

(6) Coordinating implementation of DSOR decisions and reporting progress on DSOR implementation.

(7) Responding to JDM data calls, including the annual DMBP, and participating in or providing members to participate in special JDM working groups.

(8) Maintaining liaison with other organizations and activities (e.g., JDMAG, Navy MISMO, other SYSCOM, Service or agency MISOs, ICPs, and other Governmental agencies to ensure smooth and effective implementation of Interservice programs.

(9) When requested by the JDMAG, obtaining a complete and adequate Program/Technical Data Package from cognizant NAVSEA Program Managers.

(10) When requested by the JDMAG, obtaining a Depot Support Proposal (**DSP**) Package from the appropriate MICO(s).

(11) Developing, negotiating, implementing and reviewing DMISAs in close coordination with appropriate management personnel, ensuring inclusion of all NAVSEA warranty program requirements in DMISA Exhibit XVII (see Chapter 7 in this Guide).

(12) Monitoring and auditing assigned interservice programs and resolving problem areas through renegotiations or revision of requirements to support the operating forces.

(13) Formally advising the Navy MISMO of problems that cannot be resolved to the satisfaction of the inter/intraservice participants, providing documentation to reflect the circumstances, action taken to resolve problems, current status of the existing or planned DMI agreements and recommendations for remedial action.

(14) Participating in inter/intraservice meetings and work/study groups as requested through the chain of command, with authority to commit NAVSEA to courses of action.

(15) Maintaining an active file for each inter/intraservice agreement affecting NAVSEA throughout the life of the agreement, and retaining completed or terminated agreements for a minimum of one year.

(16) Arranging participation of NAVSEA members in MISMO or JDMAG seminars and any other work or study groups as directed.

(17) Submitting potential DMI candidates from formal acquisition programs to the Navy MISMO to arrive at JDMAG not later than 90 days following award of the Engineering and Manufacturing Development (**EMD**) contract. EMD contracts are widespread and take their name from a particular phase of the systems acquisition cycle. The acquisition cycle has now been revised, going from four to three phases, eliminating the Engineering and Manufacturing Development Phase and replacing it with a System Development and Demonstration Phase. Accordingly, EMD contracts will be referred to as System Development and Demonstration (SDD) contracts although both terms will be in use for the immediate future. For systems/equipment not following formal acquisition phase structure, submitting the candidates upon approval of user requirements or need.

c. Maintenance Interservice Coordinating Offices (MICOs). Naval industrial activity MICOs are key players in DMI coordination efforts. The MICO is the NAVSEA MISO's primary focal point at naval shipyards and other depot maintenance and industrial activities for DMI and related efforts. The term "MICO" refers to the office as well as the senior or principal member of that office. The MICOs at NAVSEA industrial sites are responsible for:

(1) Providing intra/interservice program management and staff support to include:

(a) Serving as the central point of contact with responsibility for developing and directing a comprehensive depot maintenance intra and interservicing program.

(b) Developing internal instructions and procedures and recommending policy for all depot maintenance intra and interservicing support matters.

(c) Providing staffing functions for the NAVSEA MISO, as requested, relative to correspondence and inquiries regarding matters pertaining to the depot maintenance intra and interservicing program.

(2) Workload planning and programming to include:

(a) Assessing the impact of intra and interservicing policies and decisions on the capability and capacity of the industrial facility to support assigned and projected workloads.

(b) Ensuring that capability exists for the performance of a particular intra or interservicing workload and that the capacity of the industrial facility is not exceeded.

(c) Assisting the NAVSEA MISO by coordinating industrial facility efforts to accomplish the transition of assigned workloads and logistics support elements to the designated activity.

(d) Providing input to NAVSEA plans, insofar as impacts are foreseen, resulting from intra and interservicing program decisions.

(3) DMI study and DSOR decision involvement to include:

(a) Coordinating the development of the Depot Support Proposal package as part of the DMI study process.

(b) Coordinating and encouraging initiation of implementation plans for DSOR decisions when the MICO's industrial activity is the DSOR.

(4) DMISA support to include:

(a) Representing or assisting the NAVSEA MISO with DMISA negotiations when NAVSEA is designated as the Agent to perform work for another SYSCOM or Service and the MICO's industrial activity is the DSOR.

(b) Coordinating efforts of the involved departments at the MICO's industrial facility for the negotiation, implementation and accomplishment of DMISAs in matters of, but not limited to, man-hour rates, funding, schedules, capacity and production status reporting.

(c) Assuring the presence, validity and updating of required technical documentation in exhibits attached to DMISAs that involve the MICO's industrial facility.

(5) Maintenance of files and submission of reports to include:

(a) Establishing and maintaining a file of DMISAs where NAVSEA is the Agent and the MICO's industrial facility is the DSOR.

(b) Submitting the monthly production status report, in conformance with applicable DMISAs, within 10 calendar days following the end of each month. DMISA Exhibit X-B refers. See Chapter 7 in this Guide.

(c) Responding to data calls on intra and interservicing workloads projected or completed by the MICO's industrial facility.

d. NAVSEA Program Managers (PMs). Both those reporting to a Program Executive Office (PEO) and those reporting to COMNAVSEASYSKOM, are responsible for:

(1) Ensuring that acquisition and logistics support programs include specific milestones, which require formal consideration of DMI for new system equipments and for modifications to existing system equipments.

(2) Identifying to the NAVSEA MISO (SEA 04L4) and the PMDM (SEA 04L43) potential DMI candidates, meeting the criteria of OPNAVINST 4790.14A and Chapter 2 of this Guide, for review and a subsequent DSOR decision. This will include all new depot level repairable items identified in acquisition programs, alterations or modification programs and engineering change proposals.

(3) When the MISO is requested by JDMAG to do a DMI study, providing complete and adequate program documentation for development of a technical data package. This will include information for completing JLC Forms 28 through 32, as well as any other technical publications, engineering drawings, schematics and specifications requested by JDMAG. JLC forms and instructions are provided in Appendix A.

(4) Assisting the MISO or other designated representative, as required, in preparing, negotiating, implementing and reviewing depot maintenance JUAs/MOUs/MOAs, DMISAs or NIMSC requests.

(5) Including in the Future Year Defense Plan (FYDP), Program Objective Memorandum (POM) or any other appropriate budget, adequate funding for depot maintenance planning, support equipment, facilities and other capability, including interim funding, as required, until the joint Service review process has been completed and a DSOR decision has been made.

(6) Identifying to the MISO a designated focal point of contact to serve as the DMI coordinator for applicable equipment.

(7) Ensuring that the logistics support program has adequate depot maintenance planning, including task documentation and the funding necessary to effect required depot certification.

(8) Budgeting, as required, to fund support equipment, training, technical publications, facilities, packaging, handling, storage, transportation and other start-up costs incurred at industrial activities selected for depot maintenance of material under their cognizance.

(9) Ensuring that no binding commitments are made for support equipment and facility construction or alteration for establishing a capability at a specific depot site (organic or commercial) prior to receipt of a DMI source of repair decision. Chapter 4 of OPNAVINST 4790.14A discusses procedures to be followed if this limitation produces an adverse impact.

e. Commanding Officers of NAVSEA industrial activities will:

(1) Provide assistance, as appropriate, in support of the DMI Program.

(2) Create and staff a MICO, at an appropriate level, to facilitate the effective and efficient coordination of the DMI program.

(3) Implement the provision of NAVSEA approved depot maintenance MOU/MOA, DMISA or NIMSC workloads at their activity. Verify that capability exists for the performance of the workload.

(4) When requested by the MISO or PM, assist in providing a complete Program/Technical Data Package. The Program/Technical Data Package will be coordinated and submitted via the activity MICO. This will include completed JLC Forms 28 through 32 as well as the technical publications, engineering drawings and schematics, specifications, and other information or data listed on the forms or requested by the JDMAG.

(5) When requested by the MISO, provide a DSP package consisting of JLC Forms 33 through 41 and JLC Forms 48 through 51, to the JDMAG via the activity MICO and the MISMO.

(6) Ensure that all requested depot support data, JLC Forms, etc., are submitted to the NAVSEA MISO via the activity MICO. For all inter/intraservice related efforts, ensure coordination and notification of the activity MICO by applicable activity personnel.

f. NAVICP - Mechanicsburg will coordinate the semi-annual workload conference for NAVICP-managed DLRs that are under the technical cognizance of NAVSEA.

1.5 JLC Forms

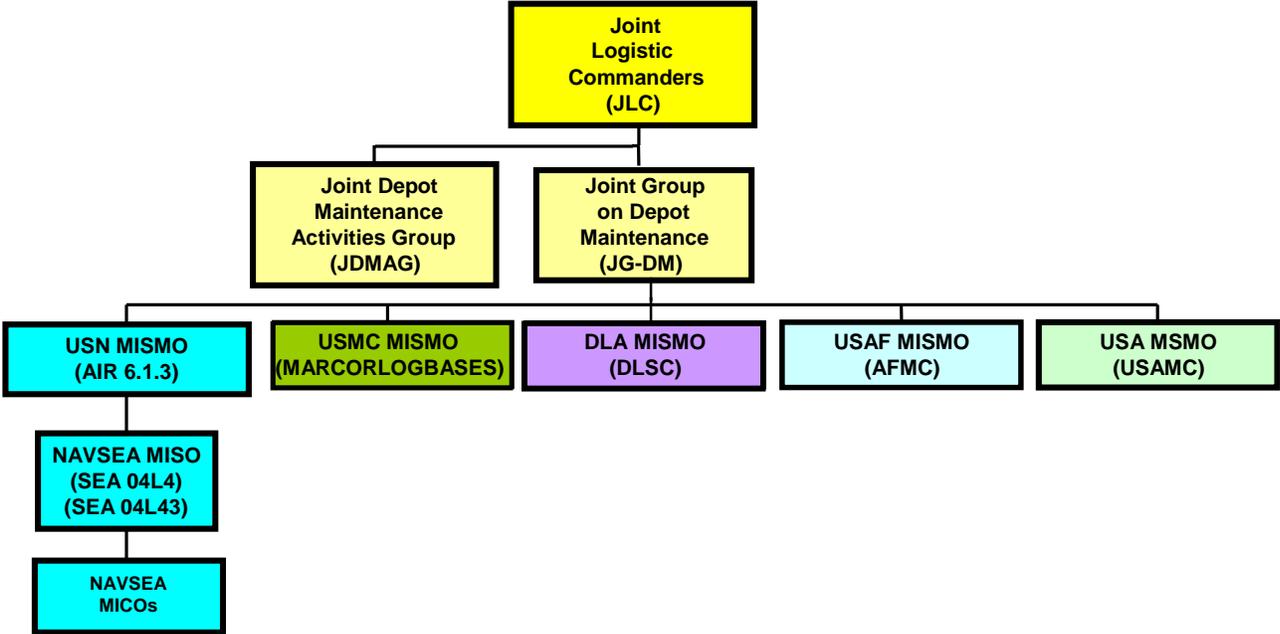
JLC forms prescribed by OPNAVINST 4790.14A that are utilized within the full-time organizational structure of the JDM Program are contained in Appendix A. Local reproduction is authorized. The forms are listed below for ready reference:

JLC Form 27, "DMI Candidate Information"

JLC Form 28, "Depot Repairable Item List"

JLC Form 29, "Depot Technical Data Requirements"
JLC Form 30, "Depot Support Equipment Requirements"
JLC Form 31, "Projected Depot Workload (Peacetime)"
JLC Form 32, "Projected Depot Workload (Mobilization)"
JLC Form 33, "Depot Support Proposal" (Cover Sheet)
JLC Form 34, "Depot Support Proposal Cost Summary"
JLC Form 35, "Common Support Equipment Requirements"
JLC Form 36, "Peculiar Support Equipment Requirements"
JLC Form 37, "Industrial and Plant Equipment Requirements"
JLC Form 38, "Facility Requirements"
JLC Form 39, "Existing Repair Capability"
JLC Form 40, "Man-hour Requirements/Workload Projection
(Peacetime)"
JLC Form 41, "Man-hour Requirements/Workload Projection
Summary (Peacetime)"
JLC Form 44, "Depot Maintenance Planning Information"
JLC Form 48, "Repair Cost Projection"
JLC Form 49, "Repair Cost Projection Summary"
JLC Form 50, "Unit Repair Cost Comparability Worksheet"
JLC Form 51, "Training Costs"

NAVSEASYSKOM Joint Depot Maintenance (JDM) Organization



Maintenance Interservice Support Management Office (MISMO)

Maintenance Interservice Support Office (MISO)

Maintenance Inter/Intraservice Coordinating Offices (MICOs)

Figure 1-1