



UNITED STATES MARINE CORPS

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

COMMANDANT OF THE MARINE CORPS
DEPUTY COMMANDANT, COMBAT DEVELOPMENT AND
INTEGRATION

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27 – 3

16 Dec 2024

ANNEX 3

GROUND SYSTEMS

SUMMARY OF ANNEX CHANGES

Hyperlinks are denoted by *bold, italic, blue and underlined font*.

The original publication date of this Marine Corps Order (right header) will not change unless/until a full revision of the MCO has been conducted.

The date denoted by *blue font* (left header) will reflect the date this Annex was last updated.

All Annex changes denoted in *blue font* will reset to black font upon a full revision of this Annex.

CANCELLATION:

VOLUME VERSION	SUMMARY OF CHANGE	ORIGINATION DATE	DATE OF CHANGES
ORIGINAL Annex	N/A	16 Dec 2024	N/A

Report Required:

Submit recommended changes to this Annex, via the proper channels, to:

Deputy Commandant, CD&I (C06)
3300 Russell Road
Quantico VA 22134

DISTRIBUTION: PCN 10207022301

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27 – 3

16 Dec 2024

ANNEX 3: GROUND SYSTEMS

TABLE OF CONTENTS

CHAPTER 1: GROUND SYSTEMS ANNEX OVERVIEW	1-2
0101 PURPOSE	1-2
0102 SCOPE	1-2
010201 GROUND SYSTEMS	1-2
010202 ACQUISITION	1-2
010203 SUSTAINMENT	1-2
0103 PRINCIPLES	1-3
0104 PARTICIPANTS, ROLES, AND RESPONSIBILITIES	1-3
FIGURE 1-1: PARTICIPANT ROLES WITHIN EACH PHASE OF GROUND SYSTEM A&S OPERATIONS	1-5
010401 REQUIREMENTS ELEMENT	1-5
010402 RESOURCING ELEMENT	1-6
010403 ACQUISITION ELEMENT	1-6
0105 PHASES	1-6
010501 REQUIREMENTS ELEMENT	1-6
010502 RESOURCE ALLOCATION PHASE	1-7
010503 SOLUTION PHASE	1-7
0106 ADDITIONAL ROLE AND RESPONSIBILITY CONCEPTS	1-7
FIGURE 1-2: PARTICIPANT ROLES WITHIN FORCE SUSTAINMENT	1-8
0107 CAPABILITY LIFE CYCLE	1-8
FIGURE 1-3: THE MARINE CORPS CAPABILITY LIFE CYCLE	1-9
CHAPTER 2: REQUIREMENTS PHASE	2-2
0201 GENERAL	2-2
020101 PRINCIPLES	2-2
020102 PROCESSES	2-2

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27 – 3

16 Dec 2024

020103 PARTICIPANTS, ROLES, AND RESPONSIBILITIES	2-2
FIGURE 2-1: PARTICIPANT ROLES IN REQUIREMENTS PHASE	2-3
0202 CAPABILITIES PLANNING PROCESS	2-3
020201 PURPOSE	2-3
020202 PARTICIPANTS AND STAKEHOLDERS	2-3
020203 PROCESS DESCRIPTION	2-3
020204 PLANNING CONSIDERATIONS.....	2-4
0203 REQUIREMENTS DEVELOPMENT PROCESS	2-5
020301 PURPOSE	2-5
020302 PARTICIPANTS AND STAKEHOLDERS	2-5
020303 PROCESS DESCRIPTION	2-5
020304 PLANNING CONSIDERATIONS.....	2-6
0204 REQUIREMENTS TRANSITION PROCESS	2-7
020401 PURPOSE	2-8
020402 PARTICIPANTS AND STAKEHOLDERS	2-8
020403 PROCESS DESCRIPTION	2-8
0205 DOCTRINE, ORGANIZATION, TRAINING, MATERIEL, LEADERSHIP AND EDUCATION, PERSONNEL, FACILITIES, AND POLICY	2-8
0206 CAMPAIGN OF LEARNING.....	2-8
020601 STUDIES AND ANALYSIS	2-9
020602 WARGAMING	2-9
020603 EXPERIMENTATION	2-9
020604 INTEGRATED PLANNING TEAMS	2-9
0207 SCIENCE AND TECHNOLOGY	2-9
0208 ADAPTIVE ACQUISITION FRAMEWORK PLANNING	2-9
0209 MEASURES OF PROGRESS	2-10

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27 – 3

16 Dec 2024

020901 CAPABILITIES PLANNING	2-10
020902 REQUIREMENTS DEVELOPMENT	2-10
0210 TRANSITION POINTS.....	2-10
021001 PRODUCT SUPPORT PROCESS TO THE CAPABILITIES PLANNING PROCESS	2-10
021002 CAPABILITIES PLANNING PROCESS TO THE REQUIREMENTS DEVELOPMENT PROCESS	2-10
021003 REQUIREMENTS DEVELOPMENT PROCESS TO THE RESOURCE ALLOCATION PROCESS	2-10
021004 REQUIREMENTS DEVELOPMENT PROCESS TO THE PRODUCT DEVELOPMENT PROCESS OF THE SOLUTION PHASE	2-11
0211 REPORTING REQUIREMENTS	2-11
0212 INTERNAL CONTROLS	2-11
0213 DATA MANAGEMENT.....	2-12
CHAPTER 3: RESOURCE ALLOCATION PHASE.....	3-2
0301 GENERAL	3-2
030101 PRINCIPLES	3-2
030102 PROCESSES.....	3-2
030103 PARTICIPANTS, ROLES, AND RESPONSIBILITIES	3-2
FIGURE 3-1: PARTICIPANTS ROLES IN THE RESOURCE ALLOCATION PHASE.....	3-2
0302 PLANNING, PROGRAMMING, BUDGETING, EXECUTION, AND ASSESSMENT PROCESS	3-3
0303 PLANNING PHASE	3-3
030301 PURPOSE	3-3
030302 PARTICIPANTS AND STAKEHOLDERS	3-3
030303 PHASE DESCRIPTION.....	3-3
030304 CONSIDERATIONS	3-4
0304 PROGRAMMING PHASE	3-4

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27 – 3

16 Dec 2024

030401 PURPOSE	3-4
030402 PARTICIPANTS AND STAKEHOLDERS	3-5
030403 PHASE DESCRIPTION	3-5
030404 CONSIDERATIONS	3-5
0305 BUDGETING PHASE.....	3-6
030501 PURPOSE	3-7
030502 PARTICIPANTS AND STAKEHOLDERS	3-7
030503 PHASE DESCRIPTION	3-7
030504 PHASE ACTIVITIES	3-7
030505 PHASE OUTPUTS	3-8
0306 EXECUTION PHASE	3-8
030601 PURPOSE	3-8
030602 PARTICIPANTS AND STAKEHOLDERS	3-8
030603 PHASE DESCRIPTION	3-9
030604 PHASE ACTIVITIES	3-9
030605 PHASE OUTPUTS	3-10
0307 ASSESSMENT PHASE	3-10
030701 PURPOSE	3-10
030702 PARTICIPANTS AND STAKEHOLDERS	3-10
030703 PHASE DESCRIPTION	3-11
030704 PHASE ACTIVITIES	3-11
030705 PHASE OUTPUTS	3-13
0308 AFFORDABILITY	3-13
0309 MEASURES OF PROGRESS	3-13
0310 TRANSITION POINTS.....	3-13
031001 REQUIREMENTS TO RESOURCES TRANSITION	3-13

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27 – 3

16 Dec 2024

031002 POM-TO-BUDGET TRANSITION.....	3-13
0311 REPORTING REQUIREMENTS	3-14
0312 INTERNAL CONTROLS	3-14
0313 DATA MANAGEMENT.....	3-14
CHAPTER 4: SOLUTION PHASE.....	4-2
0401 GENERAL	4-2
040101 DEFINITIONS.....	4-2
040102 PRINCIPLES	4-2
040103 PARTICIPANTS, ROLES, AND RESPONSIBILITIES	4-3
FIGURE 4-1: PARTICIPANT ROLES IN THE SOLUTION PHASE.....	4-3
040104 PROCESSES.....	4-4
0402 MATERIEL SOLUTION FRAMEWORK	4-4
FIGURE 4-2: OVERVIEW OF THE SOLUTION PHASE	4-5
0403 MATERIEL SOLUTION ELEMENTS.....	4-5
040301 CONCEPT OF OPERATIONS	4-5
040302 GOVERNANCE	4-6
040303 ORGANIZATIONS	4-7
040304 MAJOR EVENTS (or PROGRAM EVENTS).....	4-7
040305 PRODUCTS.....	4-8
040306 COST ESTIMATING	4-9
040307 BUDGETING	4-9
040308 TESTING.....	4-9
040309 USER ACCEPTANCE	4-9
040310 MATERIEL FIELDING	4-10
040311 MEASURES OF PROGRESS	4-11
040312 TRANSITION POINTS.....	4-11

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27 – 3

16 Dec 2024

040313 REPORTING REQUIREMENTS	4-12
040314 INTERNAL CONTROLS.....	4-12
040315 DATA MANAGEMENT.....	4-12
040316 DIVESTMENT	4-12

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27 – 3

16 Dec 2024

**ANNEX 3: GROUND SYSTEMS
TABLE OF CONTENTS**

APPENDICES

A	USMC ACQUISITION AND SUSTAINMENT PROGRAM COST ESTIMATING.....	A-1
---	---	-----

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

ANNEX 3: CHAPTER 1

“GROUND SYSTEMS ANNEX OVERVIEW”

SUMMARY OF SUBSTANTIVE CHANGES

Hyperlinks are denoted by *bold, italic, blue and underlined font*.

The original publication date of this Marine Corps Order (MCO) Annex (right header) will not change unless/until a full revision of the MCO has been conducted.

All Annex changes denoted in blue font will reset to black font upon a full revision of this Annex.

CHAPTER VERSION	PAGE PARAGRAPH	SUMMARY OF SUBSTANTIVE CHANGES	DATE OF CHANGE

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

CHAPTER 1

GROUND SYSTEMS ANNEX OVERVIEW

0101 PURPOSE

To provide further coordinating instructions describing Marine Corps policy and procedures with defined roles and responsibilities for implementation of the Defense Acquisition System (DAS) to acquire and sustain Marine Corps Ground Systems.

0102 SCOPE

This document specifically addresses Ground Systems Acquisition and Sustainment (A&S) operations within the context of the DAS.

010201. Ground Systems

For MCO 5000.27 and the supporting annexes, the definition/scope of Ground Systems shall generally include all ground-based, ground-operated systems and capabilities that equip ground-based Fleet Marine Force (FMF) units with warfighting capabilities, to include but not limited to weapons, clothing, transportation, ammunition, medical, communication, non-standard training systems, and command and control systems.

010202. Acquisition

This annex provides coordinating instructions for synchronization among the principal service-level elements of Marine Corps A&S operations: the Requirements Element, the Resourcing Element, and the Acquisition Element. Notably, this document does not specify, direct, or otherwise infringe upon Assistant Secretary of the Navy, Research, Development and Acquisition (ASN (RDA)) authority to execute acquisition and sustainment programs that deliver ground systems and capabilities to the Marine Corps.

010203. Sustainment

This annex provides coordinating instructions for service-level roles and responsibilities that set the conditions for successful system sustainment throughout the system life cycle. The resulting DAS product support strategy/process fulfills system sustainment requirements as a complement to and aligned with Marine Corps force sustainment requirements. The DAS product support process does not specify, direct, or otherwise intrude upon the Deputy Commandant, Installations and Logistics (DC, I&L) authority and responsibility to provide overarching force sustainment to the FMF. Section 0104 of this annex outlines roles and responsibilities for system sustainment (implied within each reference to product support). Section 0106 of this annex outlines roles and responsibilities of force sustainment for clarification and comparison, in accordance with MCO 4000.57B, Integrated Force Sustainment for Ground Equipment.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

0103 PRINCIPLES

The following principles convey and reinforce Congressional, Department, and Service level guidance and intent for implementing Marine Corps Ground Systems Acquisition and Sustainment (A&S) operations. In the paradigm of A&S operations, a reference to performance requirements includes system life cycle sustainment requirements.

- Streamline the acquisition and sustainment total life cycle management processes.
- Execute acquisition and sustainment duties with a customer-centric focus. Establish a customer-oriented acquisition system, with the Marine Corps [Service] as the customer of the DAS.
- Produce and deliver, at the speed of relevance, advanced technology systems and military equipment that meet authoritative requirements and FMF capability needs.
- Equip Marines with the most capable and cost-effective Ground System capabilities supporting all domains in which Marines operate for current and future expeditionary and crisis response capabilities.
- Leverage existing congressional authorities and the Adaptive Acquisition Framework (AAF) to exploit opportunities and increase tempo in acquisition operations wherever applicable and advantageous.
- Plan and execute product support/sustainment with deliberate purpose and foresight to provide life cycle support that maintains readiness, operational capability, cost controls, and affordability.
- Define key transitions for seamless implementation of acquisition and sustainment processes throughout the Marine Corps Capability Life Cycle
- Maintain alignment with statutory and regulatory authorities.
- Seek qualitative feedback and establish/elicit metrics from the end-user whenever possible and throughout the life cycle of a capability/product.
- Create repeatable business processes which leverage best practices and ensure compliance with governing orders and instructions.

0104 PARTICIPANTS, ROLES, AND RESPONSIBILITIES

The Ground Systems Annex describes the continuous and coordinated action of the three primary organizational elements for performing Marine Corps Ground Systems A&S operations: the Requirements Element, the Resourcing Element, and the Acquisition Element. Each element is comprised of multiple organizations with assigned participating roles. Participating organizations include Deputy Commandant, Combat Development & Integration (DC, CD&I); Deputy Commandant, Programs and Resources (DC, P&R); Deputy Commandant, Plans, Policies and Operations (DC, PP&O); Deputy Commandant, Aviation (DC, A); DC, I&L; Deputy Commandant, Information (DC, I); Commanding General, Training and Education Command (CG, TECOM); Commander, Marine Corps Installations Command (MCICOM); Marine Corps Logistics Command (MCLC); Commander, Marine Corps Systems Command (COMMARCORSSYSCOM); assigned PEOs; Marine Corps Operational Test and Evaluation Activity (MCOTEA); and the FMF. The roles

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

of each participating organization are defined in Figure 1-1 using the RASCI chart methodology, where five types of roles are assigned: accountable (A), responsible (R), supporting (S), consulted (C), and informed (I). The definition of each role is provided within the figure. There is a singular accountable organization within each phase.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

Roles of Participants within each Phase of Ground Systems A&S Operations	DC CD&I	DC P&R	MCSC	PEOs	DC PP&O	DC A	DC I&L	DC I	TECOM	MCOTEA	MCICOM	MCLC	FMF
Requirements Phase	A/R	S	S	S	S	S	S	S	S	S	C	C	C
Resource Allocation Phase	S/R ¹	A/R	S	S	S	S	S	S	S	C	C	C	C
Solution Phase (Product Development & Support)	S	S	A/R	R	I	I	I/S ³	I	S/R ²	S/R ²	C/R ²	S/R ²	C/R ²

Notes:

- 1 - Responsible for Planning phase of the Planning, Programming, Budgeting, and Execution (PPBE) process
- 2 - Supporting or Consulted during Product Development; Responsible during Product Support (includes System Sustainment)
- 3 - Informed for Product Development Process; Supporting for Product Support Process

- A** • **Accountable**
 - The organization (individual, group, or other entity/party) that is ultimately accountable for the process or task being completed appropriately
 - This role exercises final control over the task and the resources associated with it.
 - Responsible organizations are accountable to this organization.
 - For best practice, assign only one accountable entity for a given task or process.
- R** • **Responsible**
 - The organization in this role is considered the process, task, or project owner.
 - This role exercises leadership and direct performance of the process or task assignment.
 - Supporting organizations are responsible to this organization for assigned support tasks.
 - For best practice, limit the assignment of responsible to one (or few) organization(s).
- S** • **Supporting**
 - Provide support to the responsible organization(s).
 - Actively work with the responsible organizations(s) to complete the process or task.
 - Supporting and responsible roles have the same goals to achieve.
- C** • **Consulted**
 - Organizations in this role contribute indirectly (not directly) to the performance of the process or task.
 - The consulted role may include providing advice, opinions, expertise, or experience relevant to the task or process.
 - The consulted role is typically a stakeholder or subject matter expert (SME).
- I** • **Informed**
 - Organizations in this role have a need to stay informed regarding the process or task.
 - Informed organizations often receive and/or work with the output(s) of the process or task.

Figure 1-1. Participant Roles within each Phase of Ground System A&S Operations

Five roles are assigned: accountable (A), responsible (R), supporting (S), consulted (C), and informed (I).
A singular accountable organization is identified within each phase.

010401. Requirements Element

DC, CD&I is the singular lead that is accountable for the Requirements Element and the Requirements Phase of Marine Corps Ground Systems A&S operations. DC, CD&I is also uniquely responsible for leading the Requirements Phase in Ground Systems A&S operations, while coordinating supporting actions and consulting inputs from participant organizations in accordance with the roles assigned in Figure 1-1.

010402. Resourcing Element

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

Deputy Commandant, Programs & Resources (DC, P&R) is the singular lead that is accountable for the Resourcing Element and the Resource Allocation Phase of Marine Corps Ground Systems A&S operations. DC, P&R is also responsible for four of the five functions within the Planning, Programming, Budgeting, Execution, and Assessment (PPBEA) Process. Notably, DC, P&R is responsible for programming, budgeting, execution, and assessment while DC CD&I is responsible for planning. In Resource Allocation, the responsible organization will coordinate supporting actions and consulting inputs from participant organizations in accordance with the roles assigned in Figure 1-1.

010403. Acquisition Element

COMMARCORSSYSCOM is uniquely accountable for leading the Marine Corps Ground Systems Acquisition Element. While COMMARCORSSYSCOM and assigned PEOs are equally accountable to ASN(RDA) as materiel developers for their respective programs, COMMARCORSSYSCOM is the singular lead that is accountable within the DAS for the broader Marine Corps functions of the Acquisition Element and the Solution Phase of Marine Corps Ground Systems A&S operations. These functions include but are not limited to Head of Contracting Activity (HCA), technical authority, acquisition workforce management, and comptroller functions. Marine Corps Systems Command (MARCORSYSCOM) is the single organization within the Department of the Navy Acquisition Workforce responsible for leading the integration of Marine Corps acquisition policies, practices, and workforce qualifications in compliance with applicable laws, regulatory provisions, and directives.

MARCORSYSCOM shares responsibility within the Solution Phase with assigned PEOs for Product Development. As materiel developers, both MARCORSYSCOM and PEOs are responsible for executing oversight of assigned programs. Materiel developers share responsibility within the Solution Phase with TECOM, MCICOM, MCLC, MCOTEA, assigned PEOs, and the FMF for Product Support. Within the Acquisition Element and throughout the Solution Phase, the responsible organization(s) coordinate supporting actions, obtain consulting inputs, and inform among participant organizations according to the roles assigned in Figure 1-1.

0105 PHASES

The Ground Systems Annex aligns with the three phases of Marine Corps A&S: the Requirements phase, the Resource Allocation phase, and the Solution phase (also referenced as simply the “Solution” phase when “materiel” is not necessarily applicable).

010501. Requirements Element

The Requirements Phase aligns with the Principal DoD Process for A&S Requirements: The Joint Capabilities Integration and Development System (JCIDS). The Requirements Element will lead this phase, which consists of two distinct processes. The Requirements Element uses the Capabilities Planning Process to identify future capability requirements. Subsequently, the Requirements Element uses the Marine Corps Requirements Development Process for generating, validating, approving, and transitioning acquisition capability requirements to the follow-on phases

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

for execution. The Requirements phase transitions to the Resource Allocation phase and the subsequent Solution phase via the Program Objective Memorandum (POM) Process and the Requirements Transition Process (RTP), respectively.

010502. Resource Allocation Phase

The Resource Allocation Phase aligns with the Principal DoD Process for A&S Resourcing: The Planning, Programming, Budgeting, and Execution (PPBE) System. The Resourcing Element will lead this phase by assigning appropriate levels of funding to requirements identified in the Requirements Phase. When funded via the Budgeting process during this phase, requirements may transition to the Solution phase via the RTP.

010503. Solution Phase

The Solution Phase aligns with the DoD Principal Process for A&S: the Defense Acquisition System (DAS). The Solution Phase is composed of two concurrent and integrated processes: the Product Development Process and the Product Support Process. The Acquisition Element will lead and integrate these concurrent processes in accordance with the DAS. The Solution phase informs and influences the Requirements phase through both Product Development and Product Support activities.

0106 ADDITIONAL ROLE AND RESPONSIBILITY CONCEPTS

As illustrated in Figure 1-1, the roles and responsibilities for the element and stakeholder organizations will shift between each phase of the A&S life cycle. Accordingly, their distinct roles and responsibilities are identified by phase as each phase is described in the successive chapters of the annex.

As introduced in Section 0310 (and published in MCO 4000.57B), force sustainment is referred to in this annex as the overarching concept for sustaining the FMF. As with A&S operations, there are multiple participating organizations in force sustainment. Figure 1-2 presents the assigned roles of force sustainment. The purpose of including this is to distinguish between the roles in force sustainment and the roles within system sustainment (reference throughout this annex as “product support”). DC, I&L leads Force Sustainment as the single Marine Corps Headquarters element accountable for enterprise logistics and supply chain management (L/SCM) of materiel in the possession of the Marine Corps via Accountable Property Systems of Record (APSR) to execute governance and oversight of Force Sustainment activities for Ground Systems through defined business logistics and supply chain business processes. This includes the development and maintenance of the Marine Corps Logistics Enterprise Architecture (LEA). DC, I&L shares, and delegates responsibility for executing force sustainment to ensure the integration of systems sustainment with other participating organizations as shown in Figure 1-2. MARCORSYSCOM, affiliated PEOs, and other materiel developers exercise a supporting role in providing force sustainment. All Deputy Commandants are consulted regarding force sustainment requirements, in addition to other participant organizations cited in Figure 1-2.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

Roles of Primary Participants within Force Sustainment	DC CD&I	DC P&R	MCSC	PEOs	DC PP&O	DC A	DC I&L	DC I	TECOM	MCOTEA	MCICOM	MCLC	FMF
Force Sustainment	C	C	S/R	S/R	C	C	A/R	C	R	I	R	C/R*	C/R*

* Consulted during policy development and planning. Responsible during execution.

Figure 1-2. Participant Roles within Force Sustainment

Five roles are assigned: accountable (A), responsible (R), supporting (S), consulted (C) and informed (I).

0107 CAPABILITY LIFE CYCLE

The Marine Corps Capability Life Cycle in Figure 1-3 is a continuous progression through the Marine Corps three A&S phases: the Requirements Phase, the Resource Allocation Phase, and the Solution Phase. The purpose of this figure is to illustrate the cyclical nature of the overarching Capability Life Cycle; however, there are numerous cross-coordination activities, feedback loops, and internal iterations that are not reflected in this figure to retain its simplicity. Only top-level processes within each phase are cited. Additional details are illustrated in the chapters that follow.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

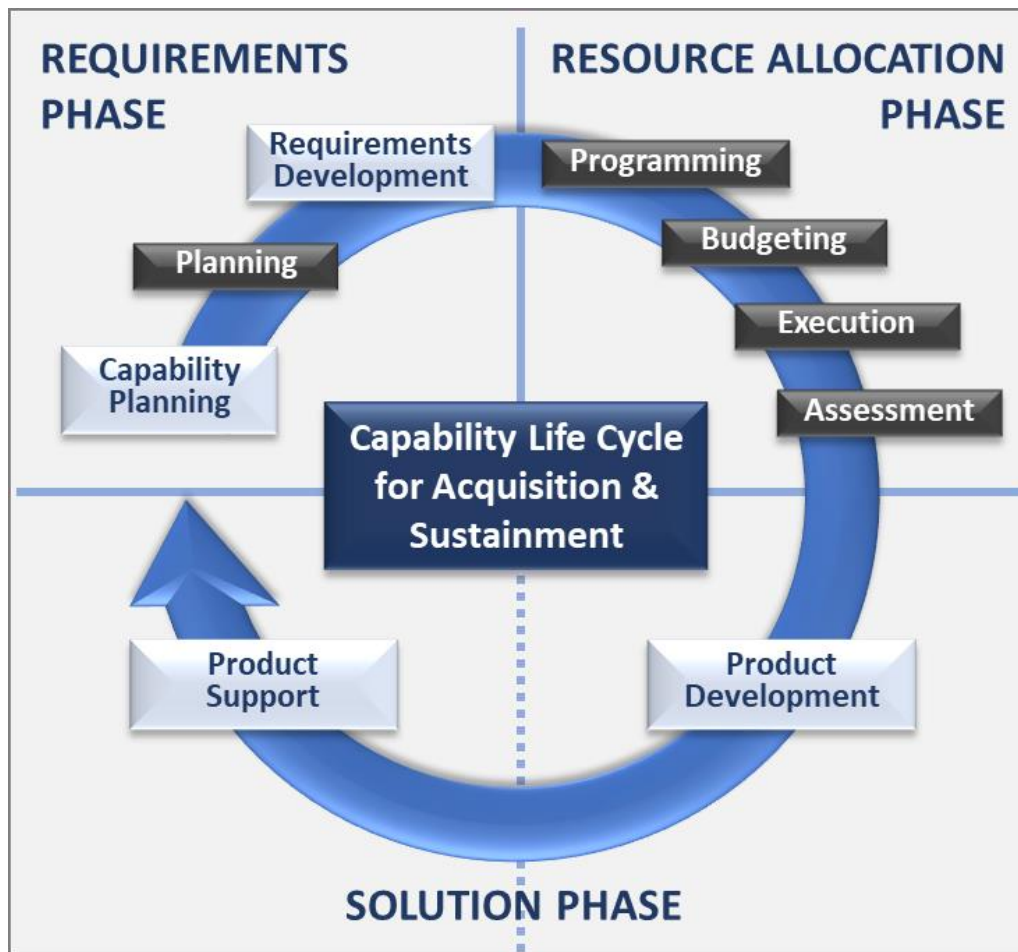


Figure 1-2. The Marine Corps Capability Life Cycle

The purpose of this figure is to illustrate the cyclical nature of the overarching Capability Life Cycle; however, there are numerous cross-coordination activities, feedback loops, and internal iterations that are not reflected in this figure to retain its simplicity.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

ANNEX 3: CHAPTER 2

“REQUIREMENTS PHASE”

SUMMARY OF SUBSTANTIVE CHANGES

Hyperlinks are denoted by *bold, italic, blue and underlined font*.

The original publication date of this Marine Corps Order (MCO) Annex (right header) will not change unless/until a full revision of the MCO has been conducted.

All Annex changes denoted in *blue font* will reset to black font upon a full revision of this Annex.

CHAPTER VERSION	PAGE PARAGRAPH	SUMMARY OF SUBSTANTIVE CHANGES	DATE OF CHANGE

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

CHAPTER 2

REQUIREMENTS PHASE

0201 GENERAL

020101. Principles

A. Requirements Authority

DC, CD&I serves as the Requirements Authority for the Marine Corps. Any requirements drafted or initiated by any other organization must be validated by DC, CD&I prior to submission for approval.

B. Merit-Based Approach

Develop and utilize a merit-based process for the consideration of innovative technologies and new capabilities to meet needs.

C. Acquisition Pathway Considerations

Pursue opportunities for early acquisition pathway determinations to maximize the benefits of the AAF.

020102. Processes

The Requirements Element leads this phase with two distinct processes. The Capabilities Planning Process is used to identify future capability requirements. The Requirements Development Process is used for generating, validating, approving, and transitioning capability requirements to follow-on phases.

020103. Participants, Roles, and Responsibilities

The Ground Systems Requirements Element leads the Ground Systems Requirements Phase through continuous and coordinated actions among participating organizations with assigned roles as identified using the RASCI chart in Figure 2-1. DC, CD&I is the singular lead accountable and responsible as the Marine Corps Requirements Authority for all ground systems requirements.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

Roles of Participants in the Requirements Phase <i>(JCIDS Process Implementation & Alignment)</i>	DC CD&I	DC P&R	MCSC	PEOs	DC PP&O	DCA	DCI&L	DCI	TECOM	MCOTEA	MCICOM	MCLC	FMF
	A/R	S	S	S	S	S	S	S	S	S	C	C	C

Figure 2-1. Participant Roles in Requirements Phase

Five roles are assigned: accountable (A), responsible (R), supporting (S), consulted (C), and informed (I).

DC, CD&I is responsible for the approval of all Operational Architecture products required to be submitted with JCIDS-compliant requirements documentation, as well as vetting and validation of all JCIDS documents prior to their submission to the Marine Requirements Oversight Council (MROC) for approval, when applicable. All Deputy Commandant's, CG TECOM, MARCORSYSCOM, assigned/affiliated PEOs, and MCOTEA have supporting roles in the Requirements Phase to provide input regarding their respective functions and interests pertaining to a given capability requirement. Specifically, DC, P&R provides supporting expertise and input regarding resource planning, programming, and budgeting expertise for Ground Systems throughout the Requirements Phase. DC, I&L provides supporting expertise and input regarding force sustainment requirements (including system sustainment), and integration requirements with the Marine Corps LEA. DC, CD&I also consults MCICOM, MCLC, and the FMF for subject matter expertise and input regarding capability requirements. Additional participants and subordinate organizations (in accordance with organizations specified in SNI 5000.2G) are consulted or informed by DC, CD&I as applicable to their role.

0202 CAPABILITIES PLANNING PROCESS

020201. Purpose

The Capabilities Planning process is the concept-based, threat-informed mechanism in which capability requirements are identified, and appropriate solution development action is prescribed.

020202. Participants and Stakeholders

The process is led by DC CD&I, with participation by all elements of HQMC, the major headquarters elements of the Fleet Marine Forces and the Supporting Establishment. Stakeholders engage and are represented at multiple levels, per the Capabilities Portfolio Management (CPM) construct, in CPM Working Groups (action officer level), the Capabilities Portfolio Integration Board (CPIB) (O-6 level), and the Capabilities Portfolio Review Board (CPRB) (flag level).

020203. Process Description

The process is executed annually, commencing in March, and concluding the following February. It includes five phases:

A. Problem Framing

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

Using strategic guidance, as well as outputs from the Campaign of Learning, planners recommend Defense Planning Scenarios/Joint Force Operating Scenarios for use as a planning context and identify initial facts, assumptions, and limitations. These actions set conditions for further detailed planning.

B. Identify Required Capabilities

Applying the designated planning scenario(s) and the facts, assumptions, and limitations, planners determine detailed capability requirements. These are integrated with the existing Marine Corps Capabilities List (MCCL) to publish an updated MCCL.

C. Identify Gaps and Solutions

Planners analyze the MCCL to identify capability gaps, represented by the absence of one or more capabilities, shortfalls in capacity, or the existence of capabilities or capacities no longer required. This information is used to prepare an updated Marine Corps Gap List. Planners act to address gaps by developing solutions that direct action via resourcing and or materiel or non-materiel actions across all elements of Doctrine, Organization, Training, Materiel, Leadership and education, Personnel, Facilities, and Policy (DOTMLPF-P).

D. Develop the Plan and Identify Risk

Planners assess the set of proposed solutions, balancing required actions against available resources, and recommending priorities for addressing solutions. As every solution pursued potentially results in other solutions not being addressed through want of sufficient resources, planners identify the risks associated with each proposed action. At the conclusion of this phase, a draft Force Integration Plan is prepared.

E. Approval and Transition

The draft Force Integration Plan is staffed via the CPIB and CPRB to the Expanded-Marine Requirements Oversight Council (E-MROC), for CMC approval. The approved plan is then transitioned from DC CD&I to DC P&R for resourcing and to all solution developers for action.

020204. Planning Considerations

A. Strategic Guidance, as interpreted by CMC, to include the National Defense Strategy, National Military Strategy, Defense Planning Guidance, and Defense Planning Scenarios/Joint Force Operating Scenarios and associated service-level concepts of operation.

B. Additional planning considerations may include the following: the balance between current and future readiness; regard for joint, naval, ally, and partner stakeholders; compliance with higher headquarters mandates; and fiscal matters.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

0203 REQUIREMENTS DEVELOPMENT PROCESS

Requirements Development is the process through which materiel requirements are characterized, documented, and approved. While the development of an individual materiel requirement is initiated as an outcome of Capabilities Planning, the Requirements Development process is executed continuously, independent of the phases of Capabilities Planning, described above.

020301. Purpose

This process produces authoritative requirements documents that are suitable for use by materiel developers in establishing programs and executing program management activities to deliver the materiel components of capabilities.

020302. Participants and Stakeholders

A. The user community contributes to the establishment of performance measures, and those organizations required to support and sustain new capabilities provide input consistent with their respective roles, as cited in Figure 2-1.

B. The materiel developer consults CD&I to ensure requirements and sustainment KPPs/KSAs/ASAs are measurable within the operational context and reportable within the sustainment, financial, and maintenance automated information systems of record and/or APSR.

020303. Process Description

A. Ground Requirements Development is driven by:

1. The current versions of Chairman, Joint Chiefs of Staff Instructions and Manuals concerning the Joint Capabilities Integration and Development System (JCIDS)

2. Statutory and regulatory guidance concerning implementation of Middle Tier Acquisition (MTA) authorities for rapid prototyping and fielding

3. Regulatory guidance concerning implementation of accelerated requirements and acquisition processes, such as the Universal Need Process (UNP) (see 2.3.5, below)

B. The Requirements Development process is initiated through both “top-down” and “bottom-up” triggering actions:

1. The service headquarters initiates Requirements Development from the “top-down” perspective. Triggering activities can include broad modernization efforts that call for replacing legacy capabilities with those more suited to postulated future operating environments, as well as more narrowly focused efforts aimed at updating or replacing existing materiel capabilities that are nearing the end of service life. In all cases, some form of Capability Based Assessment is

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

conducted to characterize and document capability requirements and the need to pursue one or more materiel solutions.

2. The “top-down” Capabilities Planning Process is complemented from the “bottom up” by the Deputy Commandants, Commanders of Marine Forces and the Commanding General of Training and Education Command (CG TECOM). These might take the form of Deliberate or Urgent Universal Need Statements identifying Capability Needs that exist currently or are predicted to emerge in the near-term or reports of shortfalls generated via various forums. Once a current/near-term need has been addressed with an interim solution, the need that generated the action is assessed to determine whether it is of an enduring nature. If it is characterized as such, it can be transitioned to the longer-term processes used for “top-down” Requirements Development.

C. Requirements Development, irrespective of the approach used (JCIDS, MTA, or UNP) consists of:

1. Documenting the need to pursue a materiel solution, via a report of a capability gap and supporting analysis, through a capability-based assessment.

2. Describing the required performance and delivery schedule for the solution, in a manner that allows the materiel developer the flexibility to adapt program execution to changes driven by resourcing changes, testing results, or other occurrences.

D. The duration of Requirements Development is variable, subject to the approach used and the complexity of the requirement being addressed. Deliberate methods, such as JCIDS might require a year or more to generate complete requirements documentation. Where applicable, this timeline may be shortened by adopting requirements from other entities. Other approaches designed to generate speed (if at the risk of certainty), such as UCA, MTA, Acquisition of Service, or UNP, can be completed more rapidly, sometimes in a matter of weeks.

E. The desired outcome of Requirements Development is approved requirements documentation, transitioned to an appropriate materiel developer. The approval process varies, as described in policy guiding the various approaches. Once approved and transitioned, requirements documentation remains subject to change. However, stability in requirements is the goal, and changes should be limited to only those determined to be absolutely necessary, as required by a change in the threat, significant shifts in resource availability or schedule changes imposed by unavoidable circumstances.

020304. Planning Considerations

A. Service Strategy impacts Requirements Development, as the systems that will ultimately result as the products of the process form an element of the “means” to be employed to achieve desired “ends.”

B. Modernization Imperatives

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

1. Existing systems that provide a relevant legacy capability need to be replaced from time to time with updated systems incorporating newer technology
 2. When it is necessary to create new capabilities in order to meet emerging operational needs, Requirements Development is employed to provide appropriate materiel solutions.
- C. Technology Readiness impacts the performance criteria that can be achieved through Requirements Development and follow-on materiel development.
- D. Resource availability bounds the affordability of both performance characteristics and capacity of materiel solutions.

020305. Universal Need Process

A. Urgent Universal Need Statements

An Urgent Universal Need Statement (Urgent UNS) is an exceptional request from a combatant command-level Marine component commander for an additional warfighting capability that is critically needed by operating forces conducting combat or specific contingency operations. Failure to deliver the capability identified by the Urgent UNS risks loss of life or critical mission failure. When validated by DC, CD&I, an Urgent UNS leads to the delivery of an interim solution within two years and will then be considered as a potential enduring Capability Need in the Capabilities Planning Process. An Urgent Statement of Need (USON) is typically used as the authoritative requirement memorandum for transition to the Urgent Capability Acquisition pathway of the Adaptive Acquisition Framework.

B. Deliberate Universal Need Statements

A Deliberate Universal Need Statement (Deliberate UNS) is used by Deputy Commandants, Commanders of Marine Forces, and the Commanding General of Training and Education Command (CG TECOM) to identify Capability Needs and is primarily intended as an input to the Capabilities Planning Process. If validated, a Deliberate UNS may lead to new investment in a subsequent POM.

0204 REQUIREMENTS TRANSITION PROCESS

The Requirements Transition Process (RTP) is the formal, centralized method that ensures authorized, clear, concise, testable, and resource-informed requirements are received at MARCORSYSCOM and assigned to appropriate materiel developers. CDIO 5400.1 describes roles and responsibilities for regulating the RTP between CD&I and all Marine Corps acquisition activities. The CD&I and MARCORSYSCOM Requirements Transition Teams (RTT) are the focal point between CD&I and MARCORSYSCOM for transition of all capability requirement documents from CD&I to applicable Marine Corps acquisition activities. MARCORSYSCOM will only accept validated capability documents from the CD&I RTT.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

020401. Purpose

The RTP is the established process that ensures only approved materiel capability solution requirements transition from the Requirements Development Process to the Product Development Process of the Solution phase.

020402. Participants and Stakeholders

Capability Integration Officers use the RTP to request acquisition subject matter expertise, staff draft requirements documents during requirements development, and transition approved requirements documents to the appropriate Marine Corps acquisition activity.

020403. Process Description

CDIO 5400.1 describes the Requirements Transition Process for all capability requirements documents (urgent, rapid, and deliberate).

0205 DOCTRINE, ORGANIZATION, TRAINING, MATERIEL, LEADERSHIP AND EDUCATION, PERSONNEL, FACILITIES, AND POLICY

While Requirements Development defines the materiel component of a capability, the remaining pillars of DOTMLPF-P must be considered, as well. The interaction of these pillars is complex. In some instances, the materiel pillar drives action in its counterparts. For example, a new system might require new facilities for storage or maintenance. In other instances, the reverse is the case, such as new policy banning or limiting the employment of a certain category of weapons might demand action to replace the banned systems with others that provide similar capability.

0206 CAMPAIGN OF LEARNING

Requirements development is informed and supported by an array of research activities collectively known as the “Campaign of Learning.” This construct provides for the development of specific “Learning Demands” that are pursued and addressed through a coordinated effort led by DC CD&I. This can include the use of information collected by reference to activities (such as wargames, experiments, or studies) conducted by other Services or agencies. The resulting information is used, in part, to help develop the criteria that are used to define materiel requirements.

020601. Studies and Analysis

The Operations Analysis Directorate of DC CD&I provides studies and analysis in support of Requirements development. This support takes the form of formal studies chartered under the Marine Corps Studies System and other analytical efforts tailored to specific aspects of requirements development. The latter category includes such applications Analyses of Alternatives, campaign analysis of Joint Force Operating Scenario (JFOS) CONOPS, and the use of modeling and simulation to provide deeper understanding of materiel requirements.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

020602. Wargaming

The Marine Corps Warfighting Laboratory of DC CD&I conducts a continuous cycle of wargames aimed at addressing Learning Demands.

020603. Experimentation

The Marine Corps Warfighting Laboratory of DC CD&I conducts experiments and monitors FMF-sponsored experimentation in order to pursue Learning Demands in an operational/tactical environment.

020604. Integrated Planning Teams

The Capabilities Development Directorate of DC CD&I establishes and coordinates an annual series of Integrated Planning Teams (IPTs), with each IPT chartered to assess a specific aspect of force design or force development. The products take the form of refined knowledge on the topic assessed, which is applied, as appropriate to inform requirements development.

0207 SCIENCE AND TECHNOLOGY

The Marine Corps Warfighting Laboratory leads service Science and Technology (S&T) efforts and represents Marine Corps equities and interests in external S&T organizations. While existing capability gaps and Learning Demands provide a sound basis for guiding S&T efforts, it is recognized that some portion of available S&T resources should be used to research areas beyond those specific needs already identified. Capabilities Development Directorate monitors S&T activities, in order to ensure that those efforts remain focused on delivering products that can be effectively transitioned as materiel solutions or components thereof.

0208 ADAPTIVE ACQUISITION FRAMEWORK PLANNING

To maximize the benefit of alternative acquisition pathways within the Adaptive Acquisition Framework (AAF), responsible organizations of the Acquisition Element will consult with CD&I to make an early determination regarding the intended AAF pathway for new capability requirements. Early determination will avoid performing unnecessary documentation and/or decision points, streamline A&S operations, and expedite capabilities to the FMF.

0209 MEASURES OF PROGRESS

020901. Capabilities Planning

Progress is measured through the delivery of the products required as outputs for each phase of the process.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

020902. Requirements Development

Requirements Development is measured through successive completion of the documentation required to establish formal requirements, as defined by the specific process being used.

0210 TRANSITION POINTS

021001. Product Support Process to the Capabilities Planning Process

A. Criterion: identification of performance shortfalls or sustainability of a legacy solution.

B. Participants

1. The user community, where deficiencies in legacy solutions are identified
2. DC CD&I, as the Requirements Authority for the Marine Corps
- 3. COMMARCORSYSCOM and applicable PEOs as materiel developers
4. DC I&L, as the lead for Force Sustainment

021002. Capabilities Planning Process to the Requirements Development Process

A. Criterion: identification of a need for a materiel solution to address a capability gap.

B. Participants

1. DC CD&I, as the Requirements Authority for the Marine Corps
2. COMMARCORSYSCOM and applicable PEOs as materiel developers

021003. Requirements Development Process to the Resource Allocation Process

A. Criterion: availability of approved requirements documentation

B. Participants

1. DC CD&I, as the Requirements Authority for the Marine Corps
2. DC P&R, as the lead for Resourcing
3. COMMARCORSYSCOM and applicable PEOs as materiel developers

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

021004. Requirements Development Process to the Product Development Process of the Solution Phase

This transition occurs through the Requirements Transition Process (RTP), as described in section 0204.

0211 REPORTING REQUIREMENTS

021101.

Requirements documents are reported to the DC CD&I DOTMLPF/C Working Group for assessment, prior to submission to the approving authority.

021102.

Following MROC approval, requirements documents are submitted to the J8 Gatekeeper for assignment of a Joint Potential Designator.

0212 INTERNAL CONTROLS

021201.

By statute, PUBLIC LAW 109-364-OCT. 17, 2006, members of the Armed Forces and employees of the Department of Defense with authority to generate capability requirements for Major Defense Acquisition Programs may not participate in the requirements generation process unless the member or employee successfully completes a certification training program. In practice, the Marine Corps strives to ensure that such certification training is provided to as many requirements management personnel as practicable, irrespective of the Acquisition Category of programs for which an individual is responsible.

021202.

Requirements are approved by a designated approving authority.

021203.

MROC-approved requirements are submitted to The Joint Staff Deputy Director for Requirements (J-8), who serves as the Gatekeeper for the JCIDS process. This individual makes the initial joint potential designation of JCIDS documents and determines lead and supporting Functional Capabilities Boards for capability documents.

021204.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

Approved requirements are considered for resourcing and assigned a priority ranking through the Capabilities Planning process.

0213 DATA MANAGEMENT

Identify and describe data management requirements (participants, processes, etc.).

021301.

The Capabilities Database, maintained by CDD, is the Authoritative Data Source for information regarding the planning context for Capabilities Planning and Requirements Development, as well as the Marine Corps Capabilities List, Marine Corps Gap List, the status of approved solution actions.

021302.

The Total Force Structure Management System, maintained by DC CD&I, is the Authoritative Data Source for information describing the tables of equipment that drive distribution of the items comprising materiel components of solutions.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

ANNEX 3: CHAPTER 3

“RESOURCE ALLOCATION PHASE”

SUMMARY OF SUBSTANTIVE CHANGES

Hyperlinks are denoted by ***bold, italic, blue and underlined font.***

The original publication date of this Marine Corps Order (MCO) Annex (right header) will not change unless/until a full revision of the MCO has been conducted.

All Annex changes denoted in **blue font** will reset to black font upon a full revision of this Annex.

CHAPTER VERSION	PAGE PARAGRAPH	SUMMARY OF SUBSTANTIVE CHANGES	DATE OF CHANGE

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

CHAPTER 3

RESOURCE ALLOCATION PHASE

0301 GENERAL

030101. Principles

Commanders and directors will use the PPBEA process to align strategic objectives, force development, capability development, and operational requirements with available resources and associated risks in order to enable evidence-based, risk-aware resource allocation decisions, and to ensure maximum efficiency in the furtherance of Marine Corps missions.

030102. Processes

The Resourcing Element leads this phase via the overarching PPBEA process.

030103. Participants, Roles, and Responsibilities

The Ground Systems Resourcing Element leads the Ground Systems Resource Allocation Phase through continuous and coordinated actions among participating organizations with assigned roles as identified using the RASCI chart in Figure 3-1. DC, P&R is the singular lead accountable and responsible as the Marine Corps Resourcing Authority for all ground systems requirements, except responsibility for the Planning Phase belongs to DC, CD&I.

Roles of Participants in the Resource Allocation Phase (PPBEA Process Implementation)	DC CD&I	DC P&R	MCSC	PEOs	DC PP&O	DCA	DC I&L	DC I	TECOM	MCOTEA	MCICOM	MCLC	FMF
Resourcing Allocation Phase	S/R*	A/R	S	S	S	S	S	S	S	C	C	C	C

* Responsible for Planning Phase of the Planning, Programming, Budgeting, Execution, and Assessment (PPBEA) process

Figure 3-1. Participant Roles in the Resource Allocation Phase

Five roles are assigned: accountable (A), responsible (R), supporting (S), consulted (C), and informed (I).

DC P&R aligns with the Commandant of the Marine Corps' (CMC) intent, national strategy, and departmental guidance to manage the Marine Corps PPBEA process, ensuring CMC's Total Obligation Authority (TOA) is justified and defended. All DCs have supporting roles in the Resource Allocation Phase to provide input regarding their respective functions, priorities, and interests pertaining to resourcing ground system capability requirements. The remaining participant organizations are consulted or informed, as applicable to their role.

0302 PLANNING, PROGRAMMING, BUDGETING, EXECUTION, AND ASSESSMENT PROCESS

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

The PPBEA system is the Department of Defense (DOD) decision-making process for the allocation of limited resources among many competing requirements. PPBEA's purpose is to most efficiently fund, operate, and support effective forces to protect national security interests. MCO 7000.1 provides policy and procedural guidance for the execution of PPBEA actions, with the addition of an assessment phase to promulgate specific Marine Corps Planning, PPBEA actions within the DOD PPBE construct.

0303 PLANNING PHASE

The planning phase begins with receiving national, departmental, and service level strategies and CMC guidance. The planning phase is a deliberate and integrated process through which the Marine Corps analyzes capabilities, gaps, solutions, and risk. DC CD&I is the office of primary responsibility (OPR) for the conduct of the planning phase. CD&I's conduct of future force development planning includes strategic planning and capabilities planning, per MCO 3900.20. The key activities during this phase include strategic planning, capabilities planning, and program and organization data collection. The key output of this phase is a CMC-approved Force Integration Plan that includes enterprise investment and divestment lists and a capability gap list. This phase ends with a CMC-approved Force Integration Plan.

030301. Purpose

Planning is a way of figuring out how to move from the current state to a more desirable future state. It must recognize the interdependence of systems (including materiel and people), doctrine, organization, and support in delivering defense capability, and the need to be able to examine options and trade-offs among these capability elements in terms of performance, cost, and risk to identify optimum force development investments.

030302. Participants and Stakeholders

- A. DC CD&I is the OPR for the planning phase.
- B. CPIB / CPRB member commands support the planning phase through participation in OPTs, working groups, and other events to include CPIB / CPRB meetings.
- C. DC P&R provides analytical support to organizations and commands for program and organization reviews.

030303. Phase Description

Planning relies on scenarios to provide the context against which to measure the level of capability and connects capability goals to strategic requirements. These goals in turn allow for a holistic assessment of defense capability and the development of robust force options within the available budget to meet the range of missions and contingencies identified in guidance.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

A. Strategic documents, concepts, wargames, studies, and other analyses that comprise the campaign of learning inform planning. The campaign of learning encompasses a wide range of analytic, intellectual, and physical activities that align to inform all subsequent planning activities.

B. The Marine Corps is also guided by the publication of the Defense Planning Guidance (DPG) and the National Defense Strategy (NDS), produced by OSD, which contain detailed requirements and strategic rationales relating to the eventual development of the POM.

C. Senior-leader engagements, such as executive off-site (EOS) meetings and/or MROC briefs may also serve to frame the beginning of planning and issue planning guidance.

D. Key Events Within the Phase. For details on these events, refer to MCO 7000.1.

1. Future Force Development Planning.

2. Program and Command Data Collection. Program reviews, Command Reviews and Commander's Organizational Risk Estimate (CORE) Reports and Synthesis

3. Naval Integration in Planning.

E. Outputs of this phase consist of Program and Command review briefs and a CMC-approved Force integration Plan

030304. Considerations

Schedules and plans supporting capabilities planning activities shall be aligned and de-conflicted at the outset of planning in order to ensure enterprise participation throughout the planning phase. See section 031001 of this chapter for details on the Requirements to Resources Transition.

0304 PROGRAMMING PHASE

DC P&R develops and defends the Marine Corps POM to establish a balanced set of programs that respond to the requirements of the planning phase. The POM is built across a five-year FYDP that allocates resources to requirements spanning from two to six years beyond the current year and will ultimately become the Marine Corps' contribution to the Presidential Budget Review (PBR). This phase consists of a transition stage and programming.

030401. Purpose

Programming finds the best match between future force development requirements that have become programming objectives and the means to fulfill them.

030402. Participants and Stakeholders

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

- A. HQMC P&R is the OPR for the programming phase. P&R's Assistant Deputy Commandant for Programs (ADC-P) will lead programming efforts.
- B. HQMC P&R Budget and Congressional Coordination Branch (RFC) controls and monitors Program Budget Information System (PBIS) for the Marine Corps.
- C. HQMC P&R, PA&E provides direct analytical support to Programs Division (RP).
- D. HQMC P&R Aviation Program Development Branch (RPA), coordinates with Deputy Commandant Aviation (DC, A) to develop POM and budget submissions for ground-based, ground-operated systems that provide aviation support, such as command and control systems and sensors. The Aviation Annex provides additional information regarding all phases of A&S for Aviation Systems.
- E. HQMC CD&I and Enterprise Programming Teams (EPT) provide subject matter expertise for the programming effort and operate in direct support of DC P&R during this phase.

030403. Phase Description

DC P&R leads the programming phase and is the supported Deputy Commandant for the programming effort. DC P&R, with the support of DC CD&I, directs the transition and programming actions to ensure planned capabilities and fiscal constraints are integrated into an achievable Tentative POM (T/POM).

030404. Considerations

A. Phase Inputs

1. CMC-Approved Force Integration Plan. The CMC-approved Force Integration Plan includes enterprise divestment and investment lists, and a capability gap list. These lists will be continuously updated, will clearly articulate risk-informed constraints and restraints that govern enterprise requirements resourcing, and will be available for employment in the case of DON, OSD, OMB, or Congressional adjustments throughout programming, budgeting, and execution phases.

2. Program and Command Data Collection. P&R requires inputs to the Marine Corps Program Review Information Management Enterprise (MCPRIME) system for both program and organizational data in order to match data queries with timely and relevant requirements and guidance. While the organizational data focuses on a command perspective (vertical), the program data ensures that parallel information is collected from a program perspective (horizontal) in order to supplement the command perspective with programmatic equities that span multiple commands. As required, P&R conducts synthesis and reviews of the fiscal data in order to best understand all perspectives and programmatic nuances in conjunction with acquisition program

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

managers. Program reviews and CORE reports are examples of program and command data collection.

B. Phase Activities

In order to translate the POM plan into a defensible POM submission in PBIS, P&R and CD&I must complete the following tasks:

1. Orientation Briefs. Orientation briefs include information on CD&I's POM plan and P&R's program and command reviews. These briefs are intended to inform and level-set the Requirements to Resources Transition OPT.

2. POM Fiscal Wargame. The transition OPT considers the most likely and most dangerous fiscal scenarios.

3. Balance the POM Submission. A "balanced POM" is defined as a POM submission that complies with higher DON and OSD mandates and controls. Ultimately, the Marine Corps POM submission should maintain the CMC's trajectory to meet the future vision of the Marine Corps through appropriate evidence-based and risk-informed investment and divestment decisions while also meeting DON/OSD mandates and controls.

4. Prepare the T/POM. For MROC review and approval by CMC at the E-MROC.

5. Conduct POM-to-Budget Transition. Following T/POM approval, RPD transitions the POM to P&R Budget and Execution Division (RBE). Any significant change to programs that occur during POM-to-Budget need to be approved by DC P&R. See section 031002 of this chapter for further details on the POM-to-Budget transition.

C. Phase Outputs

There are four outputs from this phase: T/POM and T/POM Brief, Service Executive Summary, POM rollout briefs, and Issue Papers.

0305 BUDGETING PHASE

The budgeting phase begins with the POM-to-budget transition. In each PPBEA cycle, the POM is formulated into the budget in accordance with all higher-level guidance and Congressional requirements. The PBR is the principal budgeting phase document, which requires the timely generation of necessary data and justification materials to support submission to Congress.

030501. Purpose

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

The budgeting phase expresses, in financial and narrative terms, the plan for accomplishing Marine Corps objectives as prescribed in the planning and programming phases across the FYDP as part of the PBR submission to Congress.

030502. Participants and Stakeholders

- A. HQMC P&R is the primary office of responsibility for the Budget Phase. P&R, RBE is the lead for Budget Phase activities.
- B. HQMC P&R, RFC controls and monitors POM / Budget submissions.
- C. HQMC P&R's Budget Formulation/Operations and Maintenance Branch (RFO) develops and submits Budget Exhibits for O&M Marine Corps Appropriations.
- D. HQMC P&R Investment Branch (RFI) develops and submits Budget Exhibits for Research Development Test and Evaluation, Navy (RDTEN), Procurement Ammunition Navy and Marine Corps (PANMC), and Procurement Marine Corps (PMC) Appropriations. RFI also coordinates Military Construction Budget Exhibits, Military Construction Reserves (MCNR), Family Housing Construction (FHCON), and Family Housing Operations (FHOPS).
- E. HQMC P&R Manning Branch (RFM) submits Budget Exhibits for MILPERS Appropriations with support from M&RA (MPP-40).
- F. HQMC P&R, PA&E provides direct analytical support to RBE.
- G. All Budget Submitting Offices (BSOs) will coordinate with Service Chiefs through CNO N8 and DC P&R detailing budget estimates for programs in accordance with fiscal, programming, and budget guidance.

030503. Phase Description

The focus of the budgeting phase is to ensure Congress receives the best information and evidence to support the PBR and is inclusive of all necessary data and justification, in accordance with relevant guidance and regulations.

030504. Phase Activities

The following activities characterize the Budgeting Phase:

- A. POM submission to DON/OSD
- B. DON Review
- C. OSD and OMB reviews

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

D. OMB Pass-back / SECDEF End Game.

E. Congressional Testimony

F. Congressional Marks

030505. Phase Outputs

There is one output of this phase, the Enacted Budget, which reflects what funds were decided on, and formally appropriated by Congress.

0306 EXECUTION PHASE

The execution phase begins with Congressional Appropriations and fiscal year open-up. Execution entails financial management activities necessary to resource Marine Corps missions. The Marine Corps receives apportionments and authorizations from Congress via the Office of Management and Budget (OMB), OSD, and DON. The execution of funds within the Marine Corps is managed by fiscal controls and spend plans.

030601. Purpose

To express, in financial terms, the application of funds to Marine Corps objectives as prescribed in the planning, programming, and budgeting phases and as part of an Enacted Budget. Execution involves financial management activities to resource Marine Corps missions. The focus of the execution phase is to authorize the use of funds to Marine Corps commands, monitor the progress of executing funds, and to ensure compliance to fiscal law.

030602. Participants and Stakeholders

- A. HQMC P&R is the OPR for the Execution Phase. P&R Budget Execution Branch (RFE) monitors Operations and Maintenance Marine Corps (OMMC) funds.
- B. HQMC P&R, RFI monitors Research, Development, Test and Evaluation Navy (RDTEN), Procurement Marine Corps (PMC), Procurement Ammunition Navy and Marine Corps (PANMC), and Military Construction (MILCON) funds. RFI also coordinates Military Construction Budget Exhibits, Military Construction Reserves (MCNR), Family Housing Construction (FHCON), and Family Housing Operations (FHOPS).
- C. HQMC P&R, RFM controls and monitors Military Personnel & Reserve Personnel Marine Corps (MPMC / RPMC) funds.
- D. HQMC P&R Accounting and Financial Systems (RFA) monitors abnormal accounting conditions as funds are executed.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

- E. HQMC P&R, RFB in coordination with DC AVN, monitors and manages BISOG APN, RDTEN, OPN, WPN, PANMC, and OMN execution and reporting. The Aviation Annex provides additional information regarding A&S for Aviation Systems.
- F. HQMC P&R, PA&E provides direct analytical support to RFE.

030603. Phase Description

Current year budget execution commences on 1 October, the start of the new fiscal year. Funds are allocated to field commands and headquarters functional agencies by appropriation, Budget Line Item (BLI), Program Element (PE), civilian labor, and by baseline or supplemental designations. The inputs of this phase include the Enacted Budget, updated Investment and Divestment Lists, and Fiscal control and Spend Plans.

030604. Phase Activities

- A. Apportionment of Funds to the Marine Corps
- B. P&R Issues Funding Authorization Documents (FADs)

P&R prepares and releases funding allocation documents to the Major Commands, which authorizes them to obligate dollars in support of USMC missions. If a continuing resolution is in place, funding allocation documents are for amounts that allow obligations that are recorded only through the duration of the continuing resolution.

C. Commands Execute Funds and P&R Monitors Execution

Throughout the execution phase and at least quarterly, programs are reviewed by P&R using metrics that compare actual obligation performance against major commands' obligation/performance plans and with consideration to gauge against OSD's obligation rate goals.

D. Mid-Year Reviews

During March-April, P&R conducts a formal Mid-Year Review. Comprehensive reviews of all major command budget execution performance indicators are conducted. Programs are adjusted as required. The major commands are evaluated based on their execution performance as possibly impacted by emergent requirements. The MROC and ACMC review and recommend any internal Marine Corps reprogramming requests to OSD for omnibus reprogramming by 30 June.

E. Current Year Deficiencies (CYD)

Commands should fund CYDs from within their existing budgets except for unfunded external requirements that emerge during the year of execution. Commands must

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

demonstrate any such emerging requirements to P&R as part of their CYD requests. P&R will publish additional CYD guidance via separate correspondence. P&R will document the justification for registered CYD requests to establish a foundation for future PPBEA analysis and decision-making.

F. The Close-Out Process

During execution, resources authorized and appropriated by Congress to deliver desired military capabilities follow the accounting cycle: 1) commitment, 2) obligation, 3) expenditure, and 4) liquidation. Execution requires the rigorous monitoring and reporting of actual execution data, anticipated projections, together with the causes of variances and planned corrective actions. Budget execution and performance reviews assist in assessing the allocation of resources and determining whether the budget is achieving its planned performance goals.

030605. Phase Outputs

The Marine Corps is the subject of audits of both financial statements and operations. The Marine Corps must be able, prepared, and ready to demonstrate how resources are received, obligated, and expended. The outputs of Marine Corps operations and financial statement audits significantly impact creditability with both Congress and the public. That credibility is vital to providing Marines with the manning, training, and equipping required for mission accomplishment.

0307 ASSESSMENT PHASE

030701. Purpose

Assessment is the continuous monitoring and evaluation of the current situation and progress of a process or operation. It is the basis for adaptation, tied to the overall purpose, oriented on the future, and focused on emerging opportunities. The ultimate objective of assessment is to achieve a predicative state of analysis. In order to achieve this, assessments must be grounded in a credible fact/evidence base.

030702. Participants and Stakeholders

- A. HQMC P&R is the OPR for the assessment phase.
- B. HQMC PP&O is the lead for the Marine Corps Strategic Assessment (MCSA).
- C. HQMC P&R Divisions and Branches are in direct support of assessment phase activities.
- D. The Installations and Logistics Total Life Cycle Management (TLCM) framework supported by the Enterprise Ground Equipment Management (EGEM) governance and analytics is in direct support of the MCSA.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

E. HQMC Deputy Commandant's support the assessment phase.

F. Major Commands are in support of the assessment phase.

030703. Phase Description

In the PPBEA process, assessment consists of both the continuous monitoring and evaluation of the strategic operational environment to inform planning, and the continuous monitoring and evaluation of the programming, budgeting, and execution phases to inform strategic capital decisions. The intent of this phase is to monitor and assess the strategic operating environment to contribute to a strategic assessment that will inform the planning phase of the PPBEA process and further enable Marine Corps decision-making. Leverage of the audit process to enables evaluation of the budgeting and execution phases of the process in support of achieving transparency, traceability of funding, and an unmodified (clean) audit opinion.

030704. Phase Activities

Assessment activities are organized into four quarters. These activities are continuous, and their outputs will inform Marine Corps senior leader resource allocation decision-making.

A. First Quarter

1. October/November: Budget Assessment. Designed to update the CMC on past, current, and future funding status. The budget assessment is the responsibility of P&R, PA&E. The budget assessment analyzes fiscal guidance, Marine Corps TOA, budget execution, and funds expiration.

2. November: Audit Review and Closeout Assessment. Designed to complete the current audit and inform both the MCSA and future audits. The audit review and closeout assessment are the responsibility of P&R, RFD. PA&E conduct program and organization data collection synthesis in order to inform the planning and programming phases.

3. October-December: POM Program/Budget Review (PB/R) Support. This analysis supports the defense of the OSD's Budget Estimate Submission (BES). The POM P/BR is the responsibility of P&R MAGTF Integrations Branch (RPM) with direct support from PA&E and subject matter experts from throughout the Marine Corps.

B. Second Quarter

1. January: Audit Entrance Conference. The Audit Entrance Conference is led by P&R, RFD and is designed to set conditions for that fiscal year's (FY) Audit.

2. January-February: P/BR OMB Budget Submission Assessment (OSD Budget/End Game Review). The P/BR OMB budget submission assessment serves to inform the CMC and the requirements to resources transition on funding effectiveness.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

3. February-March: Programming Phase Support. P&R, PA&E is the lead division for assessing the cross-functional impacts based on the requirements, resources, and risks provided by Marine Corps organizations.

C. Third Quarter

1. April-May: T-POM / POM Budget Support. P&R, PA&E is the lead agency for this support, which is designed to assess the outputs of the programming phase.

2. April-June: Strategic Portfolio Review (SPR) Support. SPR Support is the responsibility of P&R, RPM and serves to inform the CMC about funding effectiveness.

3. April-June: Core Report Requirements / Full-Funding Identification. P&R, PA&E is the lead for this effort, designed to inform the requirements to resources transition.

D. Fourth Quarter

1. July: SPR Support.

2. August-September: PB Congressional Marks Analysis ISO FY Budget Assessment. PB Congressional marks analysis is the responsibility of P&R, PA&E. This analysis informs the CMC about funding effectiveness.

3. August-September: BES P/BR Support. BES P/BR Support updates the CMC on funding effectiveness and is the responsibility of P&R, PA&E.

4. August-September: Core Report Support to Commands. The CORE report support to commands informs the planning and programming phases and is the responsibility of P&R, PA&E.

5. FY Closeout: FY Execution assessments are conducted by all execution related branches within P&R. This includes, but is not limited to RFE, RFI, RFM, RFA, RFO, and PA&E.

030705. Phase Outputs

The desired end-state is the production of comprehensive analyses and assessments that inform the Marine Corps' PPBEA process, an adaptable PPBEA process able to anticipate and mitigate risks while identifying and seizing opportunities, and an unmodified audit opinion. For detailed information on the Audit process, refer to MCO 7000.1.

0308 AFFORDABILITY

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

All factors of the inputs to the program as well as the sustainment and eventual disposal or divestment of a program must be considered when evaluating affordability. Total Ownership cost is the ideal frame for conducting this type of evaluation or assessment. In the resource allocation phase this is taken into consideration when creating a balanced POM, but the affordability framework should be carried throughout the entire PPBEA cycle and factor into each phase's efforts.

0309 MEASURES OF PROGRESS

The transition points and outputs of each sub phase best represent measures of progress during the Resource allocation Phase. For further detail, please refer to a specific phase previously discussed in this chapter.

0310 TRANSITION POINTS

031001. Requirements to Resources Transition

This stage serves as the beginning of the programming phase to ensure a deliberate and integrated transition from CD&I's CMC-approved Force Integration Plan to a balanced T/POM. The objective of this transition is to account for the integration and prioritization of both current and future capabilities to make resource informed decisions. The transition also serves as a forum for programmers to offer different but relevant perspectives to planners that may have been unanticipated during planning.

031002. POM-To-Budget Transition

This process converts the T/POM to the budget based on DON Budget Guidance, OSD Integrated PBR Guidance, current and historical program execution data, and previous Congressional actions.

03011 REPORTING REQUIREMENTS

The Primary reporting requirements in the Resource Allocation phase reflect that of the milestones in the standard DOD budget calendar. Reporting Requirements for each sub phase are discussed in detail in each of the previous sections of this chapter.

0312 INTERNAL CONTROLS

All internal controls for Resource Allocation are represented by the specific activities within each phase of the PPBEA process. For details on specific control processes, please refer to the appropriate "PHASE ACTIVITIES" section listed for each Phase.

0313 DATA MANAGEMENT

The primary authoritative source for data collection and storage throughout the PPBEA process is PBIS. Inputs from the planning phase are collected through an automated electronic means such as

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

MCPRIME. MCPRIME collects all programmatic and command data for that year's POM cycle for input into PBIS. All budget exhibits created during the Budgeting and Budget Execution Phases are captured in the Budget and Execution Subsystems of PBIS, Procurement Budget Justification Documents (PDOCS) and RDTEN Budget Justification Documents (RDOCS).

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

ANNEX 3: CHAPTER 4

“SOLUTION PHASE”

SUMMARY OF SUBSTANTIVE CHANGES

Hyperlinks are denoted by *[bold, italic, blue and underlined font.](#)*

The original publication date of this Marine Corps Order (MCO) Annex (right header) will not change unless/until a full revision of the MCO has been conducted.

All Annex changes denoted in *[blue font](#)* will reset to black font upon a full revision of this Annex.

CHAPTER VERSION	PAGE PARAGRAPH	SUMMARY OF SUBSTANTIVE CHANGES	DATE OF CHANGE

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

CHAPTER 4

SOLUTION PHASE

0401 GENERAL

The Solution Phase of A&S operations provides for the development and life cycle support of materiel solutions when the DOTMLPF-P process in the Requirements Phase determines that a materiel solution is required.

040101. Definitions

A. Acquisition Program

A ground systems acquisition program is a directed, funded effort that provides a new, improved, or continuing materiel solution in response to an approved need. For brevity in this chapter, the word “program” refers to an acquisition program.

B. Materiel Developer

A materiel developer is a command or agency responsible for research and development (R&D), production, and fielding of a new materiel system. This term may refer to acquisition commands, agencies, and program offices.

040102. Principles

In addition to the principles cited in section 0103 of this annex, the following principles convey direction, guidance, and intent for implementing the Solution Phase of Marine Corps Ground System A&S operations.

A. Programs will be executed in response to a valid capability need vetted through the Requirements Phase and approved by the Requirements Element.

B. Programs will be executed in response to an approved allocation of resources through the Resource Allocation Phase and approved by the Resourcing Element.

C. Programs will have a clear acquisition line of authority with authorities delegated to the lowest appropriate level.

D. Programs will be developed with acquisition strategies and acquisition processes that match the characteristics of the capability being acquired, in accordance with the AAF.

1. Merit-Based Approach. Develop and utilize a merit-based process for the consideration and approval of alternative acquisition pathways that maximize the benefits of the AAF.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

2. Early Acquisition Pathway Considerations. Pursue opportunities for early acquisition pathway determinations to maximize the benefits of the AAF.

E. Programs will apply a balanced approach that manages cost, schedule, and performance (inclusive of sustainment requirements) requirements throughout the capability life cycle.

040103. Participants, Roles, and Responsibilities

The Ground Systems Acquisition Element leads the Solution Phase through the continuous and coordinated action among participating organizations with assigned roles as identified using the RASCI chart in Figure 4-1. While COMMARCORSYSCOM and assigned PEOs are equally accountable to ASN(RDA) as materiel developers for their respective programs, COMMARCORSYSCOM is the singular lead within the Ground Systems Acquisition Element accountable and responsible as the designated policy owner for the Solution Phase, which includes both the Product Development and Product Support Processes. This includes the broader Acquisition Element functions of technical authority, Acquisition Workforce Management, HCA, and comptroller functions. MARCORSYSCOM consults PEOs and Direct Reporting Program Managers (DRPM)s to identify and synchronize key transitions and interfaces, streamline acquisition operations, and reduce the burden of product support on FMF commanders. The role of remaining Deputy Commandants is informed.

In Product Development of the Solution Phase, MARCORSYSCOM shares responsibility with assigned PEO and DRPMs. As material developers, MARCORSYSCOM, PEOs, and DRPMs are responsible for executing oversight of assigned programs. The material developers are supported by DC, CD&I; DC, P&R; TECOM; MCLC; and MCOTEA throughout Product Development.

Many organizational roles shift between the Product Development Process and the Product Support Process of the Solution Phase. In the Product Support Process, MARCORSYSCOM shares responsibility with TECOM, MCICOM, MCLC, MCOTEA, and the FMF. Throughout the Product Support Process, the responsible organization(s) will coordinate supporting actions, obtain consulting inputs, and inform among participant organizations in accordance with the roles assigned in Figure 4-1.

Roles of Participants in the Solution Phase <i>Defense Acquisition System (DAS) Implementation</i>	DC CD&I	DC P&R	MCSC	PEOs	DC PP&O	DC A	DC I&L	DC I	TECOM	MCOTEA	MCICOM	MCLC	FMF
	S	S	A/R	C/R	I	I	I	I	S	S	C	S	C
Solution Phase (Product Development)	S	S	A/R	C/R	I	I	I	I	S	S	C	S	C
Solution Phase (Product Support)	S	S	A/R	C/R	I	I	S	I	R	R	R	R	R

Figure 4-1. Participant Roles in the Solution Phase

Five roles are assigned: accountable (A), responsible (R), supporting (S), consulted (C), and informed (I).

Responsible organizations within the Acquisition Element align their ground system material solutions to the LEA throughout the Product Development and Product Support Processes. The Director, Marine Corps Operational Test and Evaluation Activity (MCOTEA) represents CMC as an

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

independent participant accountable to CMC while fulfilling responsibilities within the DAS to conduct operational testing for all major systems and designated non-major systems.

Distinct leadership roles within the DAS exercise responsibilities within the Acquisition Element. These roles include Milestone Decision Authority (MDA), Program Executive Officer, Program Manager (PM), and Product Support Manager (PSM). PMs are the focus of effort within the Acquisition Element throughout the Solution Phase. Under the supervision of PMs, PSMs develop, plan, and implement a comprehensive product support strategy for all integrated product support elements and their materiel readiness.

040104. Processes

The Solution Phase is composed of two concurrent and integrated processes: the Product Development Process and the Product Support Process. The Acquisition Element will lead and integrate these concurrent processes in accordance with the DAS.

0402 MATERIEL SOLUTION FRAMEWORK

The Solution Phase will apply a Materiel Solution Framework for product development and product sustainment. While both the Product Development and Product Support processes address distinct requirements, their mutual goal is to achieve an affordable, operationally effective, and operationally suitable materiel solution that is sustainable through the life cycle. The Program Manager exercises continuous responsibility throughout the Solution Phase – for both the Product Development and Product Support. This provides for a seamless transition when the focus of effort shifts from the PMO as the supported effort within the Product Development process to the Gaining Commands as the supported effort during the Product Support process. Refer to Figure 4-2 for an illustration of these concurrent processes.

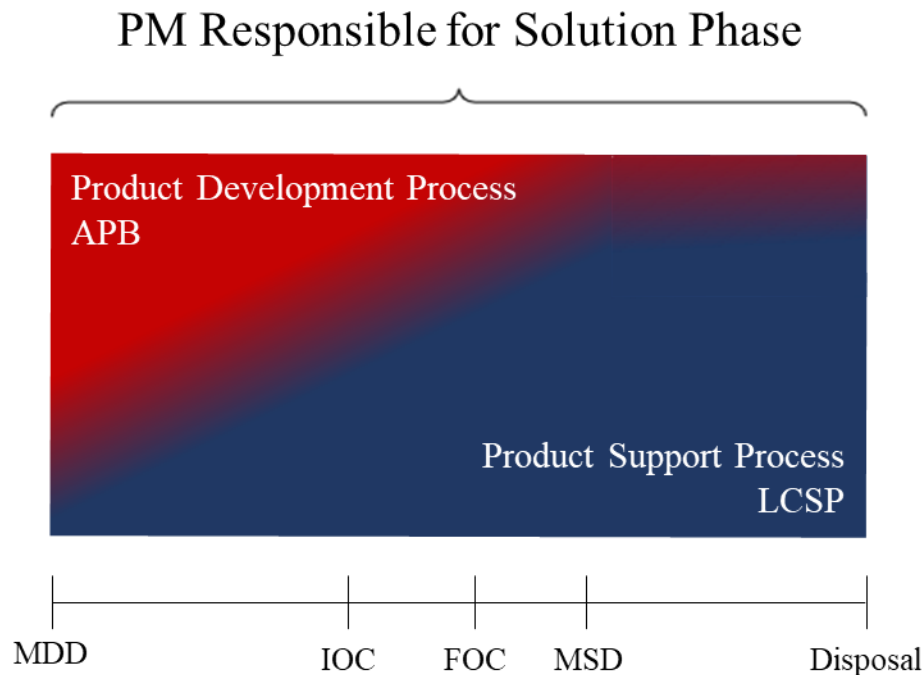


Figure 4-2. Overview of the Solution Phase

This illustrates the overarching principles of the Materiel Solution Framework, demonstrating the level of effort and mutual association of the Product Development Process in tandem with the Product Support Process

0403 MATERIEL SOLUTION ELEMENTS

040301. Concept of Operations

The desired outcome of the Solution Phase is a proven capability that meets warfighter needs and is sustainable throughout its life cycle. To achieve this outcome, the enterprise must consider optimizing timeliness of delivering the capability while seeking the greatest cost effectiveness strategies to ensure performance parameters are met throughout the life cycle. Several methods to ensure an optimized end state are:

- Address Reliability and Maintainability Engineering (R&ME) program and Supportability Analyses as a means of achieving sustainment requirements, improving reliability at reduced life cycle costs. These activities will provide the analytical foundation for product support measures.
- The use of modeling and simulation (M&S), specifically model-based systems engineering (MBSE) and model-based product support (MBPS) to enable reliability and maintainability modeling.
- The identification and communication of sustainment risks to the enterprise

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

- Continuous system monitoring (including comparing sustainment estimates to observed performance and cost) to ensure sustainment health measures are appropriate and met to allow for decisions in adjusting supportability approaches.

A. Product Development (PD) Process

1. The purpose of the PD Process is to develop capabilities defined by the Requirements element and funded/resourced by the Resourcing element within prescribed cost, schedule, and performance parameters/objectives. Early determination, using a merit-based assessment, of the most advantageous acquisition pathway will maximize the benefits of the AAF. Early sustainment planning activities produce a comprehensive, outcome-based product support strategy (PSS) that leverages sound analytical activities aimed at optimizing availability while minimizing total ownership costs.

2. The PD Process is executed in accordance with (IAW) DODI 5000.02, SECNAVINST 5000.2, and DODI 5000.91.

3. The execution of the PD process is an Acquisition Program.

4. Supported Role: Materiel Developer (MARCORSYSCOM, PEOs) and MCOTEA.

5. Supporting Roles: DC, CD&I; DC, P&R; TECOM; and MCLC.

B. Product Support (PS) Process

1. The purpose of the PS Process is to support capabilities through their operational life cycle as defined by Requirements element and funded/resourced by the Resourcing element within prescribed cost, schedule, and performance parameters/objectives, which include force sustainment considerations as specified in the Requirements Phase. Execution of the PSS includes continuous monitoring/modification of established performance measures where necessary and implementing corrective actions with a focus on minimizing cost and improving performance.

2. The PS Process is executed in accordance with (IAW) the DAS (DODI 5000.02, DODI 5000.91, etc.).

3. Supported Role: Gaining Commands (FMF), MCOTEA, MCLC, MCICOM, TECOM, and Materiel Developers.

4. Supporting Roles: DC, CD&I, DC I&L, and DC, P&R.

040302. Governance

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

The Acquisition Program Baseline (APB) is used within the Solution Phase to define the acquisition and sustainment objectives for each program. The APB defines the cost, schedule, and performance parameters/objectives of the Acquisition Program, including sustainment. The APB is a framework for measuring progress and making trade-off decisions within the PD and PS Processes for applicable programs.

040303. Organizations

A. Ground Systems Materiel Developers include MARCORSYSCOM, PEO LS, PEO MLB, PEO Digital, PM Protection, other Naval acquisition organizations, and other service acquisition organizations.

B. PD Process Organizations include Ground Systems Materiel Developers; DC, CD&I; MCOTEA; Naval Systems Commands; and other service PMOs.

C. PS Process Organizations include Ground Systems Materiel Developers; DC, I&L; Defense Logistics Agency (DLA); Gaining Commands; and elements of the Supporting Establishment.

040304. Major Events (or Program Events)

A. Product Development Events

1. RTP (Gate 3). Upon a favorable RTP Gate 3 decision, the Product Development Process of the Solution Phase formally begins.

2. AAF Pathway Approval. Upon pathway approval (using a merit-based assessment), the program team has an approved acquisition strategy to guide acquisition program execution.

3. Program Reviews and Decisions IAW Selected AAF Pathways. These events and decision points monitor and guide program execution to fulfill cost, schedule, and performance objectives for both product development and product support.

4. Initial Operational Capability (IOC). The point and time during Product Development when a system meets the minimum operational (threshold and objective) capabilities for a user's stated need. The operational capability consists of support, training, logistics, and system interoperability within the DOD operational environment.

5. Full Operational Capability (FOC). FOC occurs when a system is delivered to a user, and they have the ability to fully employ and maintain it to meet an operational need. Upon achieving FOC, the acquisition program transitions from production and fielding to the sustainment phase of acquisition.

B. Product Support Events

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

1. Fielding Decision. The Milestone Decision Authority (MDA) or delegated authority will make the fielding decision for the appropriate AAF Pathway as delineated in DoDI 5000.02 and related instructions and approve the Fielding Decision Memorandum.

2. Materiel Support Date (MSD). The date when initial product support ends and enduring product support commences. Prior to the MSD, the PM will normally provide two-years of initial issue provisioning (IIP) and other support to the gaining command as determined for the fielding of new equipment.

3. Sustainment Program Reviews and Decisions. MDAs will ensure that sustainment reviews are conducted for each AAF pathway prior to major decision points to identify and mitigate sustainment risk, in accordance with SNI 5000.2G and the relevant DoD Instruction for each pathway. Once systems are fielded, various events or changes within operational context (such as evolving threat/friendly capabilities, emerging technologies, etc.) could generate additional weapon system requirements to improve functionality, capability, reliability, maintainability, survivability. These events may renew the Requirements Development phase.

4. Disposal. Disposal is the process of reusing, transferring, exchanging, donating, selling, destroying, divesting of, or other ultimate disposal of non-excess, excess surplus, and foreign excess property.

040305. Products

The Solution Phase generates a broad range of products that include information products, decision products, and material products. Among these many products, key deliverables of each type are cited below.

A. Acquisition Documents

Documents are developed to define and guide product development and product support activities. Key documents are cited below as examples. These are updated at each milestone or major review to maintain their relevance from product inception to disposal.

- Acquisition Decision Memorandum
- Acquisition Strategy
- Product Support Strategy (PSS)
- Life Cycle Sustainment Plan (LCSP)

B. Materiel Solution

The ultimate product of the PD process is a materiel solution delivered to a user community. For ground systems, this generally includes all ground-based, ground-operated systems and capabilities that equip FMF units and supporting establishment organizations with warfighting capabilities.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

040306. Cost Estimating

Cost estimating is an evaluation and analysis of future costs generally derived by relating historical cost, performance, schedule and technical data of similar items or services. Several cost estimating products are cited below as key examples. Additional information on cost estimating is provided in Appendix A.

- Cost Analysis Requirements Document (CARD)
- Life Cycle Cost Estimate (LCCE)
- Logistics Requirement Funding Summary (LRFS)

040307. Budgeting

Total ownership cost estimates are compared with the program budget to determine executability within both the PD and PS processes. Realistic assumptions should be applied to ensure cost, schedule and performance risks are adequately addressed throughout the Solution Phase.

040308. Testing

Program TEMPs and test plans for developmental tests (DT), operational tests (OT), and logistics demonstrations will include assessments of sustainment performance. Test and demonstration results will be included in the PSS/LCSP, as applicable. The following test activities may be associated with product development:

- Test planning and documentation.
- Test events and types: DT, OT
- Capability Demonstrations (Logistics Demonstration, etc.)

040309. User Acceptance

A. The system meets the requirements specifications as identified in the requirements document.

B. DC, CD&I concurs with Fielding Plan (FP).

C. The gaining commands concur with the fielding plan and accepts responsibility for the state of readiness of the system IAW the PM product support strategy.

D. Supporting establishment is notified of the fielding and ready with sufficient logistical support structure within their purview.

040310. Materiel Fielding

Materiel Fielding is the process of initially deploying and transferring weapon systems and equipment from the acquisition organization to the FMF and supporting establishment (SE). The

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

fielding plan will identify fulfillment of transition criteria as defined by the PM with approval from the MDA considering risk assessment and stakeholder input. Responsibilities are delineated below.

A. DC, CD&I

In coordination with the PM, determine the most appropriate fielding quantities and methodology. Ensure that gaining command planned allowances in TFSMS are consistent with the approved Fielding Plan.

B. MCLC

Support the fielding of new equipment in accordance with the MARCORSYSCOM established ground equipment fielding process.

C. MARCORSYSCOM

Promulgate the Marine Corps fielding process, which is applicable to all organizations fielding or supporting the fielding of ground equipment to the Marine Corps.

D. PEOs and Direct Reporting Program Managers (DRPM)

Execute the fielding of new equipment in accordance with the MARCORSYSCOM established ground equipment fielding process.

E. PMs

Staff Fielding Plans to DC CD&I, DC PP&O, MCICOM, MCLC, FMF, and TECOM for review and concurrence. Execute the fielding of new equipment in accordance with the Fielding Decision Memorandum and the Fielding Plan. Ensure the fielded equipment is properly configured, birthed, and accounted for in the APSR.

F. Gaining Commands

Assign a sponsor for coordination of fielding. Participate in the planning for receipt, fielding conferences, intent to field message review and concurrence, and FP review. POM and budget for the support of the new equipment following the MSD. Ensure personnel and facilities are available to support the receipt of new equipment. Ensure accountability is captured in the APSR.

G. DC, PP&O

In coordination with the PM, review fielding plans, and ensure fielding priorities and the fielding schedule meet existing or emergent CMC priorities and FMF operational requirements.

040311. Measures of Progress

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

A. Product Development Measures.

These measures may include but are not limited to the following:

- Acquisition Milestones and Reviews
- Performance (test results)
- Schedule (planned vs actual)
- Cost (budget vs actual)
- Production Quantities, Rate, and Schedule

B. Product Support Measures

These measures should be documented in the PSS/LCSP, be measurable within the operational context, and reportable through the appropriate automated information system (sustainment, financial, maintenance, and APSR). Product support measures may include but are not limited to the following:

- Key Performance Parameters (e.g., Availability)
- Key System Attributes (e.g., Reliability)
- Additional Performance Attributes (e.g., Maintainability, Transportability)
- Sustainment health metrics
- Operations & Support (O&S) cost data

040312. Transition Points

IAW DAS, emphasis is provided on the transition to the O&S Phase and the deliberate hand-off to the FMF and other sustainment providers.

A. Product Development Transition Points

1. Requirements Transition Process (RTP) Gate 3 provides the transition for a ground systems capability requirement from the Requirements Phase to the Solution Phase.
2. Budget Release marks the transition from the Resource Allocation Phase to the Solution Phase.
3. Fulfillment of Transition Criteria in the Fielding Plan (as defined by the PM with CD&I concurrence) marks the transition of a ground systems product from the PD process to the PS process.

B. Product Support Transition Points

1. MSD marks the transition from PD and initial PS to enduring PS.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

2. Determination of Capability Gap marks the transition of a ground system back to the Requirements Phase as a result of a capability gap emerging from a CBA.

3. Disposal Decision /Item Exit Date marks the transition to program closure.

040313. Reporting Requirements

A. DAS Reporting Requirements IAW ACAT Level and/or AAF Pathway

B. Funding Obligation Reports and Budget Reviews

C. IOC And FOC Declarations

D. Specified HQMC, DON and Congressional Reporting Requirements

040314. Internal Controls

Product Development organizations will establish and maintain a Risk Management and Internal Controls program in accordance with MCO 5200.24E.

040315. Data Management

Program Managers define the data management requirements necessary to ensure acquisition program objectives in accordance with established DOD, DON, and Marine Corps policies.

040316. Divestment

After receiving notification from DC, CD&I of planned decrease in Approved Acquisition Objective (AAO), Program Managers initiate the Disposal Planning Process (DPP), per MCO 5311.1.

A. The Program Manager shall determine the most advantageous method of disposal given the restrictions imposed by law and regulations and will develop the Disposal Plan IAW MARCORSYSCOMO 4160.

1. Disposition, exchange, and returns of Marine Corp property will be IAW MCO 4410.201, and in coordination with DC I&L, DC PP&O, and MARCORLOGCOM.

2. Sale of ground equipment in Marine Corps' inventory (Primary End Items and Secondary End Items) to Foreign Partners will be coordinated through Marine Corps Systems Command - International Programs (MARCORSYSCOM-IP) IAW DSCA 5105.38-M (Security Assistance Management Manual), and MCO 5710.6D.

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND
SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

ANNEX 3: APPENDIX A

**“USMC ACQUISITION AND SUSTAINMENT PROGRAM COST
ESTIMATING”**

SUMMARY OF SUBSTANTIVE CHANGES

Hyperlinks are denoted by ***bold, italic, blue and underlined font.***

The original publication date of this Marine Corps Order (MCO) Appendix (right header) will not change unless/until a full revision of the MCO has been conducted.

All Appendix changes denoted in **blue font** will reset to black font upon a full revision of this Appendix.

CHAPTER VERSION	PAGE PARAGRAPH	SUMMARY OF SUBSTANTIVE CHANGES	DATE OF CHANGE

MARINE CORPS ROLES AND RESPONSIBILITIES FOR THE ACQUISITION AND SUSTAINMENT PROCESSES: GROUND SYSTEMS ANNEX

Annex 3

MCO 5000.27-3

16 Dec 2024

APPENDIX A **USMC ACQUISITION AND SUSTAINMENT PROGRAM COST ESTIMATING**

A.1 PURPOSE. This enclosure describes USMC acquisition program cost analysis.

A.2 RESPONSIBILITIES

A.2.1 The Cost Estimating and Analysis (CE&A) Community of MARCORSYSCOM serves the COMMARCORSYSCOM and affiliated PEOs as an independent agent that provides analytical capabilities.

A.2.1.1 The CE&A Community is made up of 1) the CE&A Division, located under the Director for Operations and Programs, and 2) the cost teams embedded in the MARCORSYSCOM and supported PEO offices. Collectively, the CE&A Community is the USMC Systems Command (SYSCOM) Cost Organization referenced in SECNAVINST 7110.12 and other DON policy documents.

A.2.1.2 The CE&A Community conducts and oversees the development of cost estimates and analyses for MARCORSYSCOM/PEOs acquisition programs and projects. In addition to DON policy, the CE&A Community follows the DoD cost estimating policy as found in DoDI 5000.73.

A.2.2 The CE&A Division Head serves as the USMC SYSCOM Cost Director as cited in SECNAVINST 7110.12 and other DON policy documents.

A.2.3 Deputy Assistant Secretary of the Navy for Budget, DASN (Budget) serves as the DON Service Cost Agency as cited in SECNAVINST 7110.12 and DoDI 5000.73.

A.2.4 In accordance with SECNAVINST 7110.12, senior DON leadership and decision makers shall consider cost estimates provided by SYSCOM cost analysis organizations before making acquisition pathways decision reviews, and programming or budgeting decisions. SECNAVINST 7110.12 and DoDI 5000.73 lists several responsibilities for the PMs and other stakeholders in regard to cost analysis.

A.3 PERFORMING COST ANALYSIS. The MARCORSYSCOM Cost Analysis Guidebook (CAG) provides the details on performing cost analysis within MARCORSYSCOM and its supported PEOs. MARCORSYSCOM CAG is based on DON and DoD cost analysis policies including SECNAVINST 7110.12 and DoDI 5000.73.