DEFENSE INFORMATION SYSTEMS AGENCY
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JUL 1 3 2011

DISA INSTRUCTION 270-50-9*

POLICIES

Life-Cycle Sustainment Planning

1. **Purpose.** This Instruction outlines principles, prescribes policy, and assigns responsibilities for life-cycle sustainment planning.

2. **Applicability.** This Instruction applies to the Defense Information Systems Agency (DISA).

3. **Scope.** This Instruction addresses all programs, projects, initiatives, services, or other acquisition-related matters within DISA.

4. **Authority.** This Instruction is published in accordance with the authority contained in DoD Directive 5000.01, The Defense Acquisition System, 12 May 2003; DoD Instruction 5000.02, Operation of the Defense Acquisition System, 8 December 2008; and DoD Directive 5105.19, Defense Information Systems Agency (DISA), 25 July 2006.

5. **References.**

5.1 DISAI 610-225-2, Acquisition Oversight and Management, 12 January 2011.

5.2 DoDI 8500.2, Information Assurance (IA) Implementation, 6 February 2003.

5.3 DISAI 300-130-1, Interoperability and Supportability (I&S) Assessment of Information Technology (IT) and National Security Systems (NSS) Documents, 15 February 2007.

5.4 Under Secretary of Defense (Acquisition, Technology and Logistics (USD(AT&L)) Memorandum, Better Buying Power: Guidance for Obtaining Greater Efficiency and Productivity in Defense Spending, 14 September 2010.
https://workspaces.disa.mil/gm/folder-1.11.525578

5.5 USD(AT&L) Memorandum, Implementation Directive for Better Buying Power - Obtaining Greater Efficiency and Productivity in Defense Spending, 3 November 2010. https://workspaces.disa.mil/gm/document-1.9.2314300/Carter%20efficiency%20memo%2011%203%2010.pdf

5.6 USD(AT&L) and Under Secretary of Defense (USD(C)) Memorandum, Joint Memorandum on Savings Related to "Should Cost," 22 April 2011. https://workspaces.disa.mil/gm/document-1.9.3617331/Joint_Memo%20on%20Savings%20Related%20to%20Should%20Cost%2022%20April%202011.pdf

5.7 USD(AT&L) Memorandum, Implementation of Will-Cost and Should-Cost Management, 22 April 2011. https://workspaces.disa.mil/gm/document-1.9.3617330/Implement%20of%20Will-Cost%20and%20Should%20Cost%20Mgt%2022%20April%202011.pdf

6. **Definitions.** Definitions are provided in the enclosure.

7. **Principles.**

7.1 Life-cycle sustainment planning shall comply with applicable statutes, Executive orders, and DoD and DISA policies (e.g., DISAI 610-225-2, Acquisition Oversight and Management [reference 5.1]) and guidance. Sustainment aspects shall comply with information assurance (IA) policy, as specified in DoDI 8500.2, Information Assurance (IA) Implementation (reference 5.2), and interoperability and supportability requirements, as specified in DISAI 300-130-1, Interoperability and Supportability (I&S) Assessment of Information Technology (IT) and National Security Systems (NSS) Documents (reference 5.3).

7.2 Mission partner (e.g., national leaders, Office of the Secretary of Defense, the Joint Staff, Combatant Commands, Military Services, and Defense Agencies to include coalition partners) participation shall be included in sustainment planning and implementation throughout the entire acquisition life cycle.

7.3 Life-cycle sustainment planning shall begin early, mature throughout the acquisition life cycle, and be properly documented and addressed in any affordability-based decisions.

7.4 The Life-Cycle Sustainment Plan (LCSP) shall evolve to reflect the planning maturation and shall be included in, supportive of, and integral to the Acquisition Strategy and other key planning documents.

7.5 Tailoring of sustainment-related planning, processes, documentation, and reporting shall be implemented commensurate with complexity, risk, life-cycle phase, and other factors, as appropriate.

7.6 Deliberative planning for sustainment shall be included in, supportive of, and integral to the overall Integrated Master Schedule and Work Breakdown Structure.

7.7 Life-cycle costs for sustainment shall be developed early; updated continuously; and included in, supportive of, and integral to the overall life-cycle cost estimate.

7.8 Funding for supportability, based on the life-cycle costs for sustainment, shall evolve continuously and be included in, supportive of, and integral to the overall funding profile.

7.9 Strong systems and software engineering principles shall guide sustainment aspects throughout the entire acquisition life cycle.

7.10 Supportability processes shall be included in, supportive of, and integral to the development and execution of a disciplined testing process.

7.11 Performance-based logistics will be used to the maximum extent practicable.

7.12 Sustainment and logistics best practices and lessons learned will be employed across the acquisition life cycle to the greatest extent practicable.

7.13 The acquisition logisticians shall be recruited, trained, and evaluated based on the required Defense Acquisition Workforce Improvement Act (DAWIA) qualifications and provided opportunities for career development.

8. **Policy**.

8.1 Sustainment activities shall be structured in a tailored, responsive, and innovative manner. Life-cycle sustainment planning shall be applied from the start of the acquisition

life-cycle to disposal. The DISA Standard Processing Environment (DSPE), Rapid Access Computing Environment (RACE), and Forge.mil shall be used for computing or software resources. The planning shall be flexible and performance-oriented; reflect an evolutionary approach; and accommodate modifications, upgrades, and reprocurement.

8.2 If the capability is going to be delivered to the mission partners by an evolutionary acquisition strategy, then the life-cycle sustainment planning, and all associated documentation, shall evolve commensurate with the evolution of the capability. The execution of the LCSP shall be initiated such that the delivered capability to the mission partners is properly supported.

8.3 Sustainment cost shall evolve commensurate with the evolution of the capability and shall be included in any life-cycle cost estimates. "Should Cost" and "Will Cost" targets shall be integral inputs to the sustainment costs, as directed in references 5.4 through 5.7.

8.4 For acquisition category (ACAT) programs, the LCSP shall be tailored to meet program needs, documenting the overall support concept and a performance-based sustainment strategy. For projects and initiatives, the LCSP or equivalent shall evolve and be updated at key decision points with life-cycle sustainment cost estimates, evolving plans for the transition to sustainment, and guidance for the disposal of the capability when no longer needed. For acquisition-related matters, the need for an LCSP shall be considered on an as-required basis.

8.5 Periodic reviews that incorporate life-cycle sustainment planning shall be conducted for the purpose of portfolio management and support for Milestone Decision Authority (MDA) and Decision Authority (DA) acquisition life-cycle oversight.

9. **Component Acquisition Executive (CAE) Guidelines**. The CAE prepares, distributes, and implements guidelines in support of programs, projects, initiatives, services, or other acquisition-related matters, as specified in reference 5.1. CAE guidelines may be accessed at https://workspaces.disa.mil/gm/folder-1.11.205677.

9.1 CAE Guideline Number 001, Acquisition of Services, provides detailed procedures and processes on managing services. (See subparagraph 8.1.)

9.2 CAE Guideline Number 004, Projects, provides detailed procedures and processes on managing projects and initiatives. (See subparagraph 8.1.)

9.3 CAE Guideline Number 005, Acquisition Review Boards, and CAE Guideline Number 007, In-Progress Reviews with Director DISA--Interim Guidance, provide detailed procedures and processes for reviews. (See subparagraph 8.5.)

9.3 CAE Guideline Number 009, DISA Standard Processing Environment (DSPE), Rapid Access Computing Environment (RACE), and Forge.mil, provides detailed procedures and processes for the use of DSPE, RACE, and Forge.mil and the associated waiver processes. (See subparagraph 8.1.)

10. **Responsibilities.**

10.1 **Component Acquisition Executive (CAE).** The CAE will:

10.1.1 Provide oversight and support of life-cycle sustainment planning and implementation.

10.1.2 Ensure periodic reviews are conducted that incorporate life-cycle sustainment planning for the purpose of portfolio management and support for MDA and DA acquisition life-cycle oversight.

10.1.3 Ensure life-cycle sustainment and logistics planning is conducted from the start of the acquisition life cycle and assessed to support progression through deployment, sustainment, and disposal.

10.1.4 Ensure sustainment costs evolve commensurate with the evolution of the capability and that they are included in any life-cycle cost estimates. Ensure "Should Cost" and "Will Cost" targets are integral inputs to the sustainment costs.

10.1.5 Approve life-cycle sustainment planning and implementation during milestone reviews or key decision points for which the CAE is the MDA or when the CAE has been designated the DA.

10.1.6 Provide logistics and sustainment tools and templates to assist the Portfolio Manager, Program Manager (PM), Project Leader (PL), and Service Manager (SM).

10.1.7 Provide appropriate organizational logistics representation to various acquisition Integrated Product Teams (IPTs) and provide experts in the functional area of life-cycle sustainment planning and implementation for preparation of documentation (e.g., LCSP).

10.1.8 Ensure acquisition personnel including senior leadership involved directly in logistics planning, evaluation, and implementation are provided acquisition life-cycle training.

10.1.9 Provide management and oversight to track the accession, training, education, career development, and enhancement of the logistics workforce.

10.1.10 Review acquisition and procurement documentation (e.g., Acquisition Strategy, Acquisition Plan, LCSP, etc.) for compliance with logistics and sustainment requirements (e.g., sustainment, Item Unique Identification (IUID), Performance-Based Logistics (PBL), and property accountability policies, etc.), as appropriate.

10.1.11 Develop appropriate metrics to assess the sustainment posture of the capability throughout the acquisition life cycle and report the status in appropriate venues.

10.2 **Vice Component Acquisition Executive (VCAE).** Within statutory and policy limitations, the VCAE assumes the role of the CAE in the CAE's absence. The VCAE will:

10.2.1 Support the CAE in the development, coordination, and implementation of life-cycle sustainment planning policies and procedures.

10.2.2 Develop, articulate, and interpret the CAE's position on life-cycle sustainment planning.

10.2.3 Advise the CAE on life-cycle sustainment planning compliance.

10.3 **Delegated Decision Authority to a Program Executive Officer (PEO) or Senior Decision Authority (SDA).** A PEO or SDA delegated decision authority will:

10.3.1 Provide oversight and support of life-cycle sustainment planning and implementation.

10.3.2 Ensure periodic reviews are conducted that incorporate life-cycle sustainment planning for the purpose of portfolio management and support for MDA and DA acquisition life-cycle oversight.

10.3.3 Ensure life-cycle sustainment and logistics planning is conducted from the start of the acquisition life-cycle and assessed to support progression through deployment, sustainment, and disposal.

10.3.4 Approve life-cycle sustainment planning and implementation during milestone reviews or key decision points.

10.4 **Program Executive Officer (PEO).** A PEO will:

10.4.1 Implement life-cycle sustainment and logistics management processes that are in accordance with applicable statutes, Executive orders, and DoD and DISA policies and guidance.

10.4.2 Provide support for life-cycle sustainment planning and implementation.

10.4.3 Ensure life-cycle sustainment and logistics planning is conducted from the start of the acquisition life cycle and assessed to support progression through deployment, sustainment, and disposal.

10.4.4 Ensure sustainment costs evolve commensurate with the evolution of the capability and that they are included in any life-cycle cost estimates. Ensure "Should Cost" and "Will Cost" targets are integral inputs to the sustainment costs.

10.4.5 Ensure periodic reviews that incorporate life-cycle sustainment planning, execution, and status are conducted for the purpose of portfolio management.

10.4.6 Review acquisition and procurement documentation (e.g., Acquisition Strategy, Acquisition Plan, LCSP, etc.) for compliance with logistics and sustainment requirements (e.g., sustainment, IUID, PBL, and property accountability policies, etc.), as appropriate.

10.4.7 Develop appropriate metrics to assess the sustainment posture of the capability throughout the acquisition life cycle and report the status in appropriate venues.

10.5 **Senior Decision Authority (SDA).** An SDA will:

10.5.1 Implement life-cycle sustainment and logistics management processes that are in accordance with applicable statutes, Executive orders, and DoD and DISA policies and guidance.

10.5.2 Provide support for life-cycle sustainment planning and implementation.

10.5.3 Ensure life-cycle sustainment and logistics planning is conducted from the start of the acquisition life cycle and assessed to support progression through deployment, sustainment, and disposal.

10.5.4 Ensure sustainment costs evolve commensurate with the evolution of the capability and that they are included in any life-cycle cost estimates. Ensure "Should Cost" and "Will Cost" targets are integral inputs to the sustainment costs.

10.5.5 Ensure periodic reviews that incorporate life-cycle sustainment planning, execution, and status are conducted for the purpose of portfolio management.

10.5.6 Review acquisition and procurement documentation (e.g., Acquisition Strategy, Acquisition Plan, LCSP, etc.) for compliance with logistics and sustainment requirements (e.g., sustainment, IUID, PBL, and property accountability policies, etc.), as appropriate.

10.5.7 Develop appropriate metrics to assess the sustainment posture of the capability throughout the acquisition life cycle and report the status in appropriate venues.

10.6 **Portfolio Manager, Program Manager (PM), Project Leader (PL), and Service Manager (SM).** A PM for a program or a Portfolio Manager, PL, or an SM for a project, initiative, service, or other acquisition-related matter will:

10.6.1 Initiate life-cycle sustainment planning from the start of the acquisition life cycle to address life-cycle sustainment planning considerations, implement the plan, and deliver an effectively sustained capability.

10.6.2 Design an LCSP to minimize total life-cycle cost while optimizing operational readiness and sustainability objectives.

10.6.3 Ensure sustainment costs are commensurate with the evolution of the capability and that they are included in any life-cycle cost estimates. Ensure "Should Cost" and "Will Cost" targets are integral inputs to the sustainment costs.

10.6.4 Employ effective PBL planning, development, implementation, and management.

10.6.5 Develop appropriate documentation and ensure it is updated throughout the acquisition life cycle.

10.6.6 Demonstrate effective supportability and sustainability planning and status to the MDA or DA at milestone decision points or key decision points.

10.6.7 Collaborate with all stakeholders to document performance and sustainment requirements in performance agreements specifying objective outcomes, measures, resource commitments, and stakeholder responsibilities.

10.6.8 Plan for and implement IUID to identify and track applicable major end items, configuration-controlled items, and government-furnished property.

10.6.9 Ensure acquisition and procurement documentation (e.g., Acquisition Strategy, Acquisition Plan, LCSP, etc.) complies with logistics and sustainment requirements (e.g., sustainment, IUID, PBL, and property accountability policies, etc.), as appropriate.

10.6.10 Develop appropriate metrics to assess the sustainment posture of the capability throughout the acquisition life cycle and report the status in appropriate venues.

10.6.11 Assess life-cycle sustainment documentation and ensure the documentation reflects the assessment and is updated throughout the life cycle.

10.7 **Principal Director for Enterprise Engineering (EE).** The Principal Director, EE, will:

10.7.1 Provide functional area support for the execution of this Instruction, as stated in DISAI 610-225-2 (reference 5.1).

10.7.2 Ensure effective supportability and sustainment is integrated in system engineering processes and documented in the Systems Engineering Plan (SEP).

10.8 **Director for Procurement (PLD)/Chief Defense Information Technology Contracting Organization (DITCO).** The Director, PLD/Chief, DITCO, will:

10.8.1 Provide functional area support for the execution of this Instruction, as stated in DISAI 610-225-2 (reference 5.1).

10.8.2 Review acquisition packages to determine IUID requirements, as identified by the requirements office, are in the solicitation.

10.8.3 Review statements of work, statement of objectives, and performance work statements to determine if the requirements office addresses supportability, life-cycle sustainment planning, and other logistical requirements.

10.9 **Director for Manpower, Personnel, and Security (MPS).** The Director, MPS, will:

10.9.1 Provide functional area support for the execution of this Instruction, as stated in DISAI 610-225-2 (reference 5.1).

10.9.2 Ensure compliance with IUID requirements.

10.9.3 Oversee property operations to include accountability and ensure accountability measures are developed and maintained.

10.10 **Chief Information Assurance Executive (CIAE).** The CIAE will:

10.10.1 Provide functional area support for the execution of this Instruction, as stated in DISAI 610-225-2 (reference 5.1).

10.10.2 Assist the PMs and PLs in addressing the information assurance logistics support elements from the start of the acquisition life cycle.

10.10.3 Provide appropriate organizational information assurance representation and support to various acquisition IPTs.

10.10.4 Provide appropriate organizational information assurance supportability and sustainment planning and implementation support during milestone reviews and key decision points.

10.11 **Director for Strategic Planning and Information (SPI).** The Director, SPI will:

10.11.1 Provide functional area support for the execution of this Instruction, as stated in DISAI 610-225-2 (reference 5.1).

10.11.2 Assist the Portfolio Managers, PMs, PLs, and SMs in addressing outyear resources in support of requirements for sustainment planning for programs, projects, initiatives, services, or other acquisition-related matters.

10.12 **Chief Financial Executive/Comptroller (CFE); Test and Evaluation Executive (TEO); Chief Technical Officer (CTO); Chief Information Officer (CIO); Director for Operations (GO); Director for Network Services (NS); Director for Computing Services (CSD); General Counsel (GC); Director for Defense Spectrum Organization (DSO); and Director, Small Business Programs (SBP).** These individuals will provide functional area support for the execution of this Instruction, as stated in DISAI 610-225-2 (reference 5.1).

FOR THE DIRECTOR:

LORI L. RAMIREZ
Chief of Staff (Acting)

Enclosure a/s

SUMMARY OF SIGNIFICANT CHANGES. The Under Secretary of Defense for Acquisition Technology and Logistics (USD(AT&L)) policy has been incorporated to address obtaining greater efficiency and productivity in defense spending and "Should Cost" and "Will Cost" policy. Mission partner participation is now included in sustainment planning and implementation throughout the entire acquisition life cycle. The scope of the Instruction has been expanded to address life-cycle sustainment planning for all DISA programs, projects, initiatives, services, and other acquisition-related matters. The reader is encouraged to review in its entirety.

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*This Instruction cancels DISAI 270-50-9, 23 April 2010.
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Enclosure 1: DISAI 270-50-9

DEFINITIONS

Acquisition. The planning, design, development, testing, contracting, production or construction, introduction, acquisition logistics support, modification, and acceptance or disposal of systems, capabilities, equipment, facilities, supplies, or services that are intended for use or support of Agency missions.

Acquisition Category (ACAT). Program categories established to facilitate decentralized decisionmaking, execution, and compliance with statutorily imposed requirements. The categories determine the level of review, decision authority, and applicable procedures.

Decision Authority (DA). The individual with review and approval responsibility.

Evolutionary Approach. The preferred DoD approach that delivers capability in increments, recognizing, up front, the need for future capability increments. For the purposes of this Instruction, an evolutionary approach, evolutionary acquisition, and evolutionary strategy may be used interchangeably.

Evolutionary Acquisition. The Department of Defense (DoD) preferred strategy for rapid acquisition of mature technology for the mission partner. An evolutionary approach delivers capability in increments, recognizing upfront the need for future capability improvements.

Life-Cycle Sustainment Plan (LCSP). An evolutionary document for acquisition category (ACAT) programs, projects, initiatives, services, or other acquisition-related matters that is begun during the Material Solution Analysis Phase as a strategic framework for obtaining optimal sustainment at minimal life-cycle cost. An LCSP evolves into an execution plan for how sustainment is applied, measured, managed, assessed, and reported after system fielding. By Milestone C, it should contain details on how the program is fielding integrated logistics elements to meet readiness targets, sustaining system performance capability threshold criteria, mitigating operating and support costs, reducing the logistics footprint, and complying with environmental and other logistics related regulations.

Milestone Decision Authority (MDA). The designated individual with overall responsibility for a program. The MDA shall have authority to approve entry of an acquisition program into the next phase of the acquisition process and shall be accountable for cost, schedule, and performance reporting to higher authority, including Congressional reporting.

Portfolio Manager. An individual who manages a portfolio of selected groupings of information technology (IT) investments (e.g., projects) to achieve a mission capability.

Program. A directed effort that provides a new, improved, or continuing material, weapon, or information system or service capability in response to an approved need.

Program Manager (PM). The designated individual with responsibility for and authority to accomplish program objectives for development, production, and sustainment (while in the development phase) to meet the mission partner's operational needs. The PM shall be accountable for credible cost, schedule, and performance reporting to the Milestone Decision Authority (MDA).

Project. A planned undertaking, independent of or part of a program, having a finite beginning and ending that involves definition, development, production, and logistics support of an information technology system or systems. A project may be a technology insertion initiative, an internal process improvement, a technology demonstration, or a standalone effort.

Project Leader (PL). The individual responsible for managing a project to include accountability for capability execution and meeting the needs of the customer in terms of planning and rapidly delivering information technology (IT) capabilities. A PL shall have the acquisition skills and experience consistent with the size, complexity, scope, and risk of the project.

Service. Engagement of the time and effort of a contractor whose primary purpose is to perform an identifiable task, or tasks, rather than to furnish an end item of supply.

Service Manager (SM). The individual responsible for the execution of a service effort. A service effort could be a program or project that is in sustainment. An SM may also be the individual responsible for the acquisition of services (AoS).

"Should Cost" Estimate. An estimate of contract price that reflects reasonably achievable contractor economy and efficiency. It is accomplished by a government team of procurement, contract administration, audit, and engineering representatives performing an indepth cost analysis at the contractor's and subcontractor's plants. Its purpose is to develop a realistic price objective for negotiation purposes. "Should Cost" targets shall be developed using sound estimating techniques that are based on bottom-up assessments of what programs should cost. These costs shall be used as a basis for contract negotiations and contract incentives and to track contractor and program performance. Program performance agains "Should Cost" estimates is monitored and reported to the Office of Acquisition Resources and Analysis through Acquisition Visibility Service Oriented Architecture.

Sustainment. Sustainment involves the supportability of fielded systems and their subsequent life-cycle product support from initial procurement to supply chain management (including maintenance) to reutilization and disposal. Sustainment begins when any portion of the production quantity has been fielded for operational use. Sustainment includes assessment, execution and oversight of performance-based logistics initiatives, including management of performance agreements with force and support providers; oversight of implementation of support systems integration strategies; coordination of logistics information technology and other enterprise integration efforts; implementation of logistics footprint reduction strategies; coordination of mission area integration; identification of technology insertion opportunities; identification of operations; and support cost reduction opportunities and monitoring of key support metrics.

"Will Cost" Estimate. A forecast of the program "Will Cost" based upon reasonable extrapolation from historical experience. The DoD and Congress use an independent cost estimate (ICE) to forecast "Will Cost."