



FORCE DEVELOPMENT STRATEGIC PLAN



OCTOBER 2015



PREFACE

“...the conduct of war is fundamentally a dynamic process of human competition requiring both the knowledge of science and the creativity of art but driven ultimately by the power of the human will.”

MCDP 1, Warfighting

The Marine Corps is an integral part of the Naval Force and the Naval Campaign. The success of Marines comes from an eye on the future as well as any potential mission and adversary we may face. This Force Development Strategic Plan provides a framework for our organization to continue developing the best future force of Marines and Marine Corps capabilities to win our future battles. In an era of numerous security challenges and unpredictable budgets, the calls for greater “innovation” become more frequent. However, creativity does not always lead to capabilities unless it is harnessed by analytical rigor and disciplined processes.

Preparing the future force for war requires a blend of art, science, and human will. This plan was written with that in mind. It integrates the conceptual with the tangible by establishing a framework for leaders to understand key issues in order to make sound and timely decisions in support of common goals.

The MCCDC/CD&I Force Development Strategic Plan is a major step in defining and refining the processes we use to conceptualize, test, and build future capabilities while concurrently training and educating Marines to apply capabilities successfully. This plan provides context for the innovation to grow and ensures our Marines are prepared and ready to win tomorrow’s fight.



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29 Oct 2015

FOREWORD

The United States Marine Corps provides extraordinary operational capabilities that are both unique and essential to promoting and protecting the vital interests of our nation and our people. No one else can do what America's Marines can do. This is especially true when Marines are operating as part of an integrated naval force. That said, the Marine Corps will only be able to keep its sacred promise to be "most ready when the Nation is least ready" if the Marine Corps Combat Development Command (MCCDC) and Combat Development and Integration (CD&I), in unison and in collaboration with the entire Marine Corps, conceptualize, develop, and integrate properly organized, trained, equipped and led Marine Corps operating forces via a deliberate, innovative, yet resource informed force development continuum.

Lieutenant General Victor Krulak made the point in his book, *First to Fight*, "the why and how" of the Marine Corps can be found in the men whose vision, ingenuity and problem-solving revolutionized the operational techniques and materiel capabilities not only of the Marine Corps, but our sister Services as well. Today, just as in Lieutenant General Krulak's era, we are reminded that innovation occurs in the minds of men and women here in Quantico.

Our Force Development Strategic Plan therefore outlines how the men and women that comprise MCCDC/CD&I will keep faith with the innovators of the past and continue to build on that tradition as the "engine of change." Together, we lead force development and integration across our Marine Corps and, in partnership with our counterparts in the Navy, will prepare the Naval Service for the future. Our unifying vision is intended to drive us to integrated action and free collaboration, as we turn concepts into fielded capabilities within a deliberate force development continuum. This, coupled with a "campaign of learning," will produce fully integrated and innovative concepts, capability development, effective analysis, unparalleled training and education, and contemplative experimentation, evaluations, exercises, modeling, simulations, and wargames, always with a focus on improving integration with the Navy and the joint force.

In his first message as 37th Commandant of the Marine Corps, General Neller reminds us of the wisdom and timelessness of our warfighting doctrine when he says, "like war itself, our approach to warfighting must evolve." Indeed, it is the ever changing character of war that makes force development so challenging, which reinforces the need to employ a force development mindset and continuum rooted in our warfighting philosophy. The Marine mindset, actions and activities must never fail to account for the immutable nature of war—the uncertainty, violence, and chaos—while remaining agile and discerning enough to sense, and make sense of, the ever changing environment and threats. We must ensure our Marines remain most ready, forward deployed, and ready to fight from the sea, and win against any threat, in any clime and place, at any time.

We are today in an enduring competition of wills against peer, near peer, and irregular adversaries who are achieving wartime-like cognitive and physical objectives that are counter to the vital interests of our nation. These adversaries and competitors are demonstrating sophisticated "five domain" capabilities (maritime, land, air, space and cyberspace) across the range of military operations (ROMO). Moreover, these adversaries are, with agility, developing and fielding capabilities in sufficient capacity as to threaten our ability to keep faith with our promises to be "most ready" and to fight and win our nation's battles in any clime and place, against any threat. Prevailing in the competition of wills and defending our nation's interests begins with force development—and force development is what we do.



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Purpose

This strategic plan provides MCCDC/CD&I personnel a framework designed to promote a collaborative, cohesive, “learning organization,” that can more effectively prepare the nation’s expeditionary force in readiness for a complex and uncertain future.

Scope

This framework guides Marines and civilians involved in developing our future force with a common understanding of how we intend to conceptualize and develop the future force, to include refining how we train and educate Marines. It describes an integrated and collaborative approach that leads to a force development process, which is aligned with the Joint Capabilities Integration and Development System (JCIDS) and the Planning, Programming, Budgeting and Execution (PPBE) cycle.

Future Environment

Our current operating environment remains volatile and complex, so the demand for our unique Service capabilities continues to grow. Indications are that the future will remain as challenging and uncertain. Due to geography and demographics, the most likely locations for conflict will be in and around the littorals where our naval forces are uniquely capable of responding. The Marine Corps must persevere to mature its capabilities to counter future adversaries, which will likely include a diverse array of conventional, irregular, or hybrid threats. Adversaries will continually challenge our current capabilities with increasingly sophisticated technologies, including weapons of mass destruction, cyber capabilities, and unmanned systems, while also investing in increasingly effective conventional capabilities including artillery, armor, air defense, and unmanned aerial systems.

At home, our nation and Marine Corps continue to face significant short and long term fiscal challenges. The reality of reduced defense spending and increased competition for limited defense dollars continues to challenge, and at the same time, stimulate our ingenuity and resource agility, in ensuring we are able to provide our Marines with the capabilities they will need for the future fight. We are individually and collectively responsible for force development from conceptualization through integration and sustainment. We must continuously improve collaboration and doctrine, organization, training, materiel, leadership and education, personnel and facilities (DOTMLPF) integration throughout the force development continuum.

To remain successful, we must continuously refine how our operating forces are organized, trained, and equipped so that they can be more connected, situationally aware, lethal, distributable, and sustainable so that they remain relevant and can prevail across the ROMO. War is both timeless and ever changing. Staying true to Marine Corps Doctrinal Publication 1 (MCDP-1), *Warfighting*, we must make, develop, and retain Marines who keep faith with our traditional warfighting philosophy and spirit while simultaneously thrive in uncertainty and chaos. We want Marines and leaders who are willing and able to operate off of commander’s intent. We must innovate and adapt to a fast, unpredictable moving future to remain ahead of our adversaries. We must conceptualize and build the organizations and capabilities that will enable our Marines the flexibility to adapt to emergent situations, detect, reason, operate and win in any environment, in the face of any challenge and against any threat.

MCCDC/CD&I Vision

We will keep faith with the legacy of innovation which has always been the hallmark of Marines – specifically visionaries here at Quantico like Pete Ellis, Victor “Brute” Krulak, and countless others. Together, we will remain faithful to our mission and high calling to ensure that the Marine Corps is properly organized, trained, and equipped, today and tomorrow, to generate balanced Marine Air Ground Task Forces (MAGTFs) that are forward, expeditionary, naval in character and construct and most ready to defend the vital interests of our nation in any clime and place.

MCCDC/CD&I Mission

MCCDC and CD&I fully integrate Marine Corps concepts and requirements based warfighting capabilities; including doctrine, organization, training, materiel, leadership and education, personnel, and facilities in order to ensure the Marine Corps is properly organized, trained, and equipped now and in the future.



Commander's Intent

To develop and lead a deliberate, collaborative and innovative, yet resource informed, Marine Corps force development enterprise, executing a continuum that drives change and guarantees the Marine Corps always succeeds in meeting its' Title 10 responsibilities, generating forces that meet joint and interagency requirements and preserving the trust and confidence of a nation that demands, as outlined by the 82nd Congress, its' Marines remain most ready when the nation is least ready.

Key Tasks:

- Conceptualize the future force
- Develop joint and Service operating concepts
- Conduct concept and requirements based capabilities development
- Train and educate the force
- Conduct leadership development
- Develop and maintain doctrine
- Increase and expand naval integration, collaboration, capability and capacity
- Conduct analysis

Strategic Goal

The Marine Corps of 2035 is an optimally balanced force possessing the best organized, trained, and equipped Marines who can innovate and adapt to win across the ROMO in an uncertain and complex world.

Organizational Roles within MCCDC/CD&I

The Marine Corps Warfighting Laboratory and Futures Directorate (MCWL/FD) conceptualizes future challenges and opportunities, develops warfighting concepts, leverages analysis, conducts wargaming, and conducts experimentation and technology development in order to develop the Future Force Implementation Plan (FFIP) that drives subsequent actions within the force development process. This includes collaboration with the Navy to develop, test, and refine how we fight as an integrated naval team.

The Capabilities Development Directorate (CDD), informed by the FFIP and leveraging analytical support, assesses, develops, and integrates capabilities across DOTMLPF/Cost and manages cross-portfolio integration in order to generate the future force. This includes coordination with the Navy to ensure Marine Corps requirements for amphibious warfare ships, fleet support ships, prepositioning ships, landing craft, and other seabasing integration matters effectively inform Navy force development activities.

The Training and Education Command (TECOM) develops, implements and maintains Service-level programs across the training and education continuum, from entry level training to MAGTF level combined arms training.

Analysis Directorate (AD) provides analytical support to MCCDC/CD&I force development activities and initiatives. Additionally, AD provides operations analysis support to organizations across the Marine Corps, and provides oversight for the Marine Corps on all matters pertaining to operations analysis and modeling and simulation.

The Joint Capabilities Integration Directorate (JCID), acting in close coordination with CDD, represents MCCDC/CD&I on matters related to the Joint Capabilities Integration and Development System (JCIDS). Additionally, JCID assists in advising the Commandant and Assistant Commandant of the Marine Corps (ACMC) on the priorities for developing capabilities in support of the future joint force.

Assistant Deputy Commandant for Information Warfare (ADC IW) is a new organization established to develop expertise and integrate capabilities in this increasingly significant area, and to provide insights and recommendations to MCWL/FD and CDD on information warfare matters.



Lines of Effort

This strategy uses Lines of Effort (LoE) to provide an organization-wide focus on the MCCDC/CD&I Commander's priorities established to most effectively achieve the assigned Service-level objectives. LoEs use Major Objectives (MOs) and Critical Tasks (CTs) to achieve the LoE's goal. MOs are broadly stated yet sufficiently defined attainable efforts with measurable outcomes that, when properly linked with other MOs and CTs, lead to the goal of the LoE. CTs are clearly defined, measurable, and quantifiable statements of action to be completed. When properly linked, integrated, planned and actioned, CTs will lead to the attainment of MOs.

Each MO and CT is assigned a "lead". The lead has primary responsibility for developing plans, directing execution, and monitoring and reporting progress. A lead is assigned to each MO, CT and any subtasks that may be created. Task leads coordinate with internal and external

stakeholders throughout the institution to ensure integration in all aspects of planning and execution. MO leads brief MO status at the Force Development Strategic Plan synchronization meeting, and are responsible for coordinating the statuses of each CT.

Organizations not assigned as a lead for a specific MO or CT are directed to provide augmentation, coordination, products, funding and other support to the MO, CT, or sub-task lead. Support includes subject matter expertise, critical information, and domain support across DOTMLPF.

The Force Development Strategic Plan has four LoEs which serve as organizing constructs for the MOs. The MCCDC/CD&I LoEs are:

- LoE 1: Conceptualize the force.**
- LoE 2: Develop and integrate the force.**
- LoE 3: Train and educate the force.**
- LoE 4: Increase naval integration.**

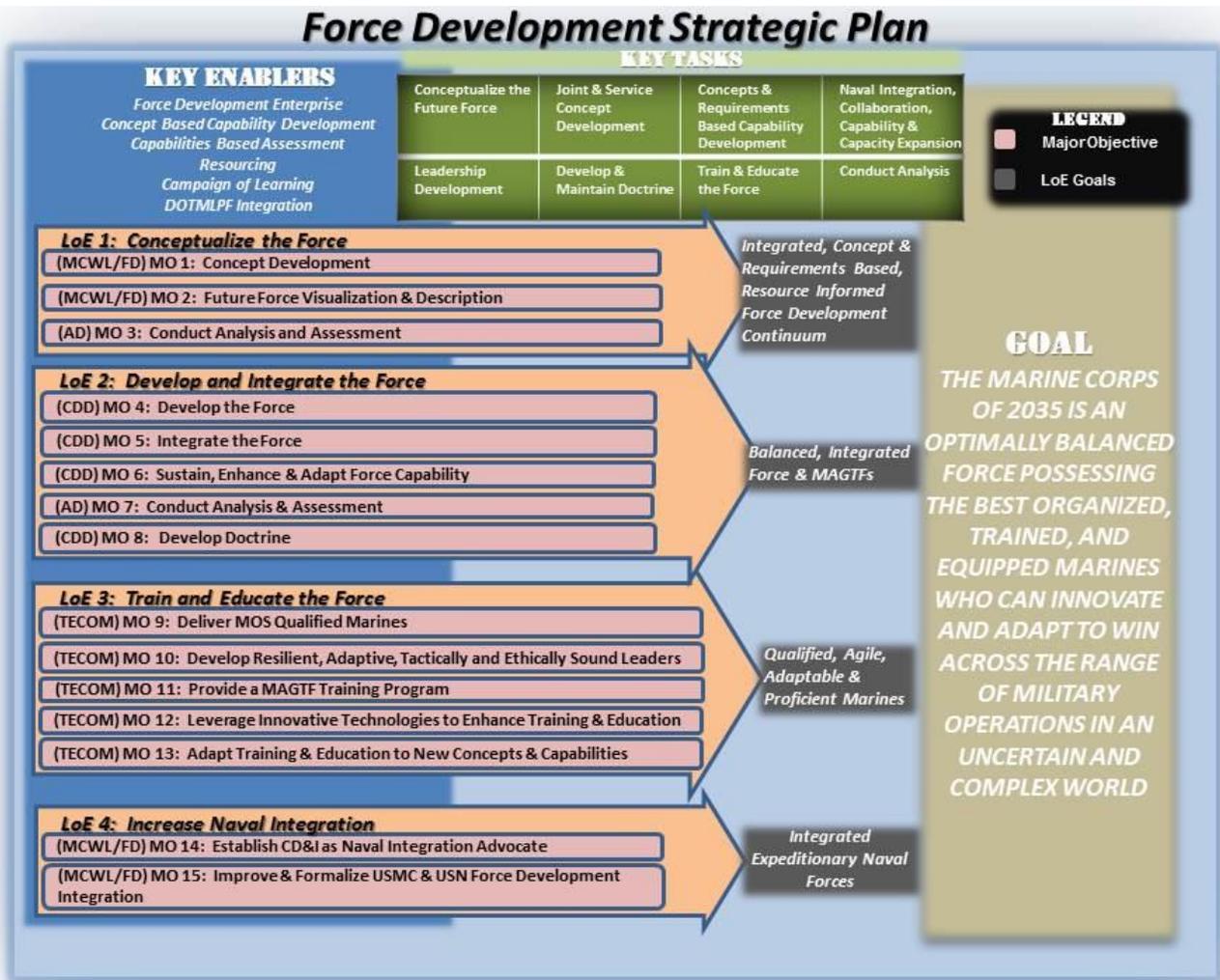


Figure 1: Force Development Strategic Plan

LoE 1: Conceptualize the force

This LoE intellectualizes, analyzes and sufficiently describes force attributes across DOTMLPF pillars and then develops a detailed implementation plan to meet that force description. That plan is subsequently transitioned for deliberate requirement and capability development and integration.

Objective: This LoE will ensure that the Marine Corps' future force is conceived, visualized and designed to guide requirements and capability development and integration.

LoE 1 has three Major Objectives

MO 1: Concept development

This MO focuses on developing the operating concepts that describe how Marine Corps forces will accomplish missions in a future environment. These concepts provide the basis for visualization, description and design of the future force.

Goal: Marine Corps concepts that enable clear senior leader guidance, requirements and capability based force development.



MO 2: Future force visualization and description

This MO focuses on conducting task analysis for the current and potential future operating environments. It requires intensive study of the environment, conditions, threat to conceptualize and subsequently plan the DOTMLPF force attributes in sufficient detail to transition planning to requirements and capability based force development.

Goal: Formally transition future concepts and FFIP for deliberate requirements and capabilities based force development.

MO 3: Conduct analysis and assessment

This MO focuses on providing an analytic foundation to future force development based on rigorous and objective examination of current capabilities and projected warfighting environments. This encompasses an integrated program of research that focuses on joint and strategic studies, naval capabilities, current operations, emerging warfighting concepts, capability gap analysis, and requirements determinations. This objective rigorously tests select concepts for experimentation, leverages current and developing science and technology and wargamed for solution suitability, feasibility and refined planning.

Goal: Service concepts and future force design validated by rigorous analysis and comprehensive assessment.

LoE 2: Develop and integrate the force

This LoE drives comprehensive force development, including actions to organize, train and equip the operating forces, supporting establishment, and Service headquarters. It is concept-based and aimed at balancing current readiness and future capability requirements that anticipate strategic challenges and opportunities in order to ensure the Marine Corps is fully prepared to meet national strategic guidance and the combatant commanders' requirements.

Objective: Efficiently and effectively translate, via existing JCIDS and Planning, Programming, Budgeting and Execution (PPBE) related processes and activities, validated concepts and associated FFIPs into fully integrated and properly organized, trained, equipped and resourced Marine Forces now and in the future.

LoE 2 has five Major Objectives

MO 4: Develop the force

This MO focuses on assessment, analysis, and capabilities based wargaming aimed at determining DOTMLPF capability gaps and identifying DOTMLPF requirements.

Goal: Conduct and produce JCIDS and PPBE planning, assessment and planning solutions, to include capabilities based assessment (CBA) and Marine Corps Enterprise Integration Plan (MCEIP) related activities informed by universally understood future concepts and sufficiently developed FFIPs that have been deliberately transitioned to CDD.

MO 5: Integrate the force

This MO focuses integrating DOTMLPF capabilities and supporting programs and synchronizes Marine Corps DOTMLPF initiatives in order to ensure the Marine Corps is properly organized, trained, equipped and led now and in the future.

Goal: Lead and support Program Objective Memorandum (POM) investment and JCIDS activities, which are aligned and driven by requirements and concepts based on DOTMLPF capabilities leading to the objectives of the FFIP and ultimately enable the execution of Service and joint concepts.

MO 6: Sustain, enhance and adapt force capability

This MO focuses on assessment and analysis of current force DOTMLPF capabilities and requirements, and determines investment, sustainment, divestment, modernization and recapitalization requirements.

Goal: Lead and support POM investment and JCIDS activities, which are aligned and oriented on the future force. Ensure timely and appropriate DOTMLPF decisions and actions regarding modernization, sustainment and/or divestment of organizations, capabilities or platforms.

MO 7: Conduct analysis and assessment

This MO focuses on providing an analytic foundation to force development based on rigorous and objective examination of current capabilities and projected warfighting environments. This encompasses an integrated program of research that focuses on joint and strategic studies, naval capabilities, current operations, emerging warfighting concepts, capability gap analysis, and requirements solutions.

Goal: All JCIDS, PPBE and force development actions, activities, decisions and investment solidly rooted in unassailable analysis and rigorous assessment.

MO 8: Develop doctrine

This MO focuses on the development, refinement, dissemination and update of Marine Corps doctrine. This focus parses doctrine and doctrinal responsibilities in accordance with an established and evolving hierarchy and ensures Marine Corps doctrine remains codified, agile, and consistent with the warfighting philosophy espoused in MCDP –1: *Warfighting*.



Goal: Clearly defined doctrine, which is easily accessible, appropriately maintained and written in a commonly defined lexicon and understandable professional military language. This doctrine must give the Marines and Sailors in the operating forces and field the requisite mindset, ethos, understanding, and information to guide, not dictate, their thinking, decisions, and actions. Doctrine must enable our Marines and leaders of Marines to thrive and prevail in chaotic, uncertain, and violent environments in the absence of orders, communication or supervision.

LoE 3: Train and educate the force

This LoE provides training and education programs that prepare individual Marines and units via targeted, standardized, progressive training and continuous assessment/feedback. Training and education provides the foundation for the current capabilities and enables the transition and institutionalization of new capabilities throughout the force. Training and education requirements for the future force, like the force itself, must be conceptualized at the front end of, and developed throughout the force development continuum.

Objective: Deliver high quality programs across the training and education continuum in order to prepare the force for the current and future fight, ensuring the Marine Corps meets national strategic and combatant commander requirements in a dynamic and uncertain security environment.

LoE 3 has five Major Objectives

MO 9: Deliver Military Occupational Specialty (MOS) qualified individual Marines through the Civilian-to-Marine transformation process to meet operational demands

This MO focuses on the continuous transformation of civilians into Marines from accession throughout the training and education continuum and until end of active Service (EAS) or retirement. It includes recruit training, Schools of Infantry (SOI), and MOS specific, standards-based training at TECOM's formal learning centers that result in Marines prepared to Service with the operating forces (OPFOR). This includes the parallel process for Marine officers from Officer Candidate's School (OCS), to The Basic School (TBS) and through MOS schools.

Goal: Maintain and enhance quality programs that morally, mentally, physically transform civilians into Marines and prepare them for Service in the operating forces.

MO 10: Develop leaders that are prepared to assume leadership roles in Marine, joint, interagency, intergovernmental, and multinational assignments

This MO focuses on Marine Corps professional military education (PME). Marine Corps PME is a progressive learning system designed to educate Marines by-grade throughout their careers and conveys the broad body of knowledge and develops the habits of mind that are essential to the military professional's expertise in the art and science of war.

Goal: Develop a professional cadre of Marine leaders that are resilient, adaptive, and imbued with the moral values required to make sound tactical and ethical decisions.

MO 11: Provide a Service-level training program that focuses and standardizes unit training to meet the requirements of Combatant Commanders

This MO addresses training requirements and standards that will ensure Marine Corps forces are able to operate effectively in complex, dynamic and uncertain operating environments. In order to ensure Marines are prepared and ready to meet the combatant commanders' requirements in the current and future operating environments, Marines will need to be trained and educated to operate within integrated, yet distributable, forces with a broad array of capabilities against unknown threats posed by conventional and hybrid threats.

Goal: Provide a MAGTF training program to train multi-capable units and MAGTFs to operate with joint, interagency, and multinational forces as an integrated system through all domains.



MO 12: Provide and sustain innovative technologies and programs that enhance the effectiveness of training and education at home station and provide immersive environments that replicate the stress and demands of combat

This MO enhances home station unit training through the sustainment and enhancement of live, virtual, and constructive training capabilities. It seeks to envision and develop new and sustain existing capabilities across all domains integrated into a continuum that logically supports the progressive training needs of individuals and/or units.

Goal: Leverage modern immersive training and simulation technologies in order to ensure that Marines first encounter their tactical and ethical dilemmas in a simulated battlefield vice actual combat.

MO 13: Support the force development process by adapting Marine Corps training and education to meet the requirements of new concepts and capabilities

This MO drives training and education programs and initiatives. While training and education

capabilities routinely evolve, they must also be capable of adjusting to major changes to support the introduction of entirely new capabilities and methods of operating.

Goal: Develop, assess and institute training and education programs that address capability gaps and future operational requirements.



LoE 4: Increase naval integration

This LOE will expand and enhance collaboration across US Navy and Marine Corps force development efforts to include training and education enterprises.

Objective: A single Marine Corps advocate to serve as Commandant of the Marine Corps' (CMC's) direct representative for naval integration to expand and enhance naval integration, to integrate force development, and to reinvigorate the development of naval operating concepts and conducting joint campaigns that are maritime in character.

LoE 4 has two Major Objectives

MO 14: Establish CD&I as naval integration advocate

This MO focuses on expanding DC CD&I's role as a naval advocate, leveraging his co-chairmanship of the Naval Board to highlight Marine Corps priorities and programs and improve Navy and Marine Corps force development collaboration and integration, to include amphibious training, asset sharing, littoral operations experimentation and analysis.

Goal: DC CD&I is the Marine Corps advocate for all integration and capabilities development with the Navy and Coast Guard.

MO 15: Improve and formalize Marine Corps and Navy force development integration

This MO focuses on improving naval force development integration collaboration, capabilities, concepts, training, asset sharing, littoral operations experimentation and analysis to enhance naval expeditionary capabilities, through a single Marine Corps advocate supported by stakeholder proponents.

Goal: DC CD&I provides the senior Service-level representation to the naval Service for combat development, capabilities integration, and collaboration.

Annex A provides a more detailed Objective to Task Matrix.

Plan Management

The success of our force development process hinges upon the ability to effectively transition the insights gained from one activity to those that follow. For this reason the Deputy Commanding General (DCG), MCCDC/Assistant Deputy Commandant (ADC) for CD&I will directly manage the transition between key activities. Several forums, essential to the Force Development Strategic Plan have been laid out below; these are not considered to be all inclusive:

- **Strategic Plan Synchronization Meeting (SPSM)**. The DCG, MCCDC/ADC CD&I will chair a weekly Force Development Strategic Plan synchronization meeting attended by the leaders from major subordinate organizations. It will provide the venue to review and assess the status of LoEs and MOs with the leads who will report progress, identify challenges, and seek guidance or modification to achieving the plan's goals. Among the many challenges that may be identified within the SPSM, some will emerge as "first order" problems that must be solved in order for Marine Corps forces to successfully accomplish likely missions now and in the future. These will be referred to CG, MCWL/Director, FD as agenda items for discussion in the Quarterly Futures Review (QFR). If approved by CG MCCDC/DC DC&I a Marine Corps warfighting challenge lead will be designated. These leads will review their respective running estimates to maintain proper focus and integration with the force development process. Annex B provides an assessment matrix to support the weekly meeting.
- **Quarterly Integration Forum (QIF)**. The CG, MCWL/Director, FD will chair a quarterly forum to determine and coordinate topics and issues for presentation at the QFR, and manage the Marine Corps warfighting challenges. The CG, MCWL/Director, FD will be supported in his preparations by the CGs/Directors from the subordinate organizations across MCCDC/CD&I and stakeholders from across the Service. Leaders of those external stakeholder organizations with equities in the topics under discussion will be invited to participate. In this forum the CG, MCWL/Director, FD receives briefings from other organizations, both internal and external, in order to ensure agenda topics are sufficiently addressed. The Marine Corps warfighting challenge leads will review their running estimates, the integrated learning plan and the integrated solutions strategy. The updates will evaluate insights and findings from studies, concepts, seminars, experimentation, wargaming and lessons learned, as well as force recommendations for consideration at the QFR.

- Quarterly Futures Review (QFR). The QFR is the CG, MCCDC/DC CD&I tool to manage future force development matters and warfighting challenges. Moderated by the CG, MCWL/Director, FD it will be attended by the leadership within MCCDC/CD&I and selected external stakeholder. Leaders of those external stakeholder organizations with equities in the topics under discussion will be invited to participate. The QFR will be a key element in the Campaign of Learning, wherein senior leaders and select subject matters experts will have a dialogue addressing select Marine Corps warfighting challenges to ensure shared understanding, and identify challenges and potential solutions. In addition to the CG, MCWL/Director, FD presenting the insights gained from his own organization's activities, he will be responsible for relating those insights to lessons learned from recent operations and exercises conducted by Marine Corps OPFORs and any other pertinent organizations. Similarly, organizational leaders within MCCDC/CD&I will be responsible for relaying insights and progress gained resulting from their own force development activities. Done correctly, the personnel involved become immersed in a mutually educational Campaign of Learning that informs development of the future force and addresses the current warfighting challenges. Ultimately, the QFR will serve as a forum to address topics under the CG, MCCDC/DC CD&I span of control as well as to identify topics from advancement to Service-level deliberative bodies/decision-makers (such as executive off-sites, the Naval Board, or the CMC).
- Future Force Review (FFR). The FFR is a semi-annual CMC information and guidance forum that focuses on issues related to the future development of the Marine Corps. The Marine Corps warfighting challenges will shape the discussion for MCCDC/CD&I. CG, MCCDC/DC CD&I will moderate this forum to the CMC and Service senior leadership in order to obtain approval and guidance on major current and future force development issues.

In addition to the foregoing meetings, the force development process encompasses many iterative, detailed, and complex activities and processes that collectively translate statutory responsibilities, strategic direction, and decentralized innovation into a unified and cohesive set of products that guide how the future Marine Corps is organized, trained, educated, and equipped. This force development process is better understood when viewed within a simple, four part framework:

- ***Describe how we will fight.*** Projections of the future strategic environment are developed and assessed to determine the impact on the Marine Corps' ability to fulfill the roles and responsibilities detailed in Title 10 of the U.S. Code and DODD 5100.01, Functions of the Department of Defense (DOD) and its Major Components. A capstone operating concept, Expeditionary Force 21 (EF-21) and subordinate operating concepts propose the methods and means to fulfill those roles and responsibilities. These concepts are critically examined through seminars, modeling, wargames, experimentation, science and technology research, and exercises. These efforts may lead to: (1) formal refinement of the concept to inform further critical examination; (2) rejection of the concept; (3) adoption of the concept as the basis for subsequent capability development actions.
- ***Conduct CBAs.*** Informed by the capstone and supporting operating concepts, functional concepts are developed to provide the basis for the more detailed analysis associated with CBA. This includes analysis of capabilities, capacities, gaps, and potential solutions. The latter are framed in terms of the associated DOTMLPF and policy changes. It is important to note that CBAs vary in timing, purpose, and scope.

- **Conduct risk analysis and make solution decisions.** Proposed capability solutions are evaluated in light of operational risks, available resources, and guidance. This evaluation results in determinations regarding what solutions will be adopted, along with a prioritization for implementation. These decisions are captured in the annually published MCEIP.
- **Implement force development solutions.** Solutions that include elements from across DOTMLPF are implemented across all Marine Corps Program Evaluation Boards (PEBs). First and foremost among these is doctrinal change, which drives all the others.

Additionally, Annex C details specific near-term administrative actions required to clarify roles, responsibilities, processes, and information sharing.



Coordination with Stakeholders

MCCDC/CD&I personnel must routinely—and effectively—coordinate with their counterparts in a variety of internal and external organizations, which this plan refers to collectively as “stakeholders.” Enclosure (2) of MCO 5311.5, Advocate and Proponent Assignments and Responsibilities, (2 Dec 2013), details who has cognizance over various organizational and functional areas internal to the Marine Corps. Within the Department of the Navy (DoN), coordination will most often involve the office of the Secretary of the Navy (SECNAV) and our counterparts within the Navy itself, especially the OPNAV staff, Fleet Forces Command (FFC), Naval Sea Systems Command (NAVSEA), Naval Air Systems Command (NAVAIR), Navy Warfare Development Command (NWDC), and the Naval War College.

Other coordination requirements exist with the Office of the Secretary of Defense (OSD), the Joint Staff (JS) as well as the other Services, particularly the Army’s Training and Doctrine Command (TRADOC). In all cases, MCCDC/CD&I personnel must take the initiative to ascertain the

coordination requirements associated with any given activity, establish contact with the appropriate stakeholders, and conduct their business with due regard for the other organization's mission, processes, timelines and equities.

External linkages are critical to provide consistent MCCDC/CD&I messaging. Properly articulated communications elevate and enhance concepts, processes, and the strategic goals of MCCDC/CD&I to internal and external stakeholders. These communications are essential to facilitating actions necessary to achieve the major objectives within the LoEs and advancing coordinated actions, cross functional collaboration, and internal and external integration.

Executed well, external linkages will:

- Ensure alignment with OPNAV, HQMC, and OPFOR
- Develop MCCDC/CD&I strategic narrative
- Produce proactive congressional engagements
- Tailored media/think tank/academia/industry engagement

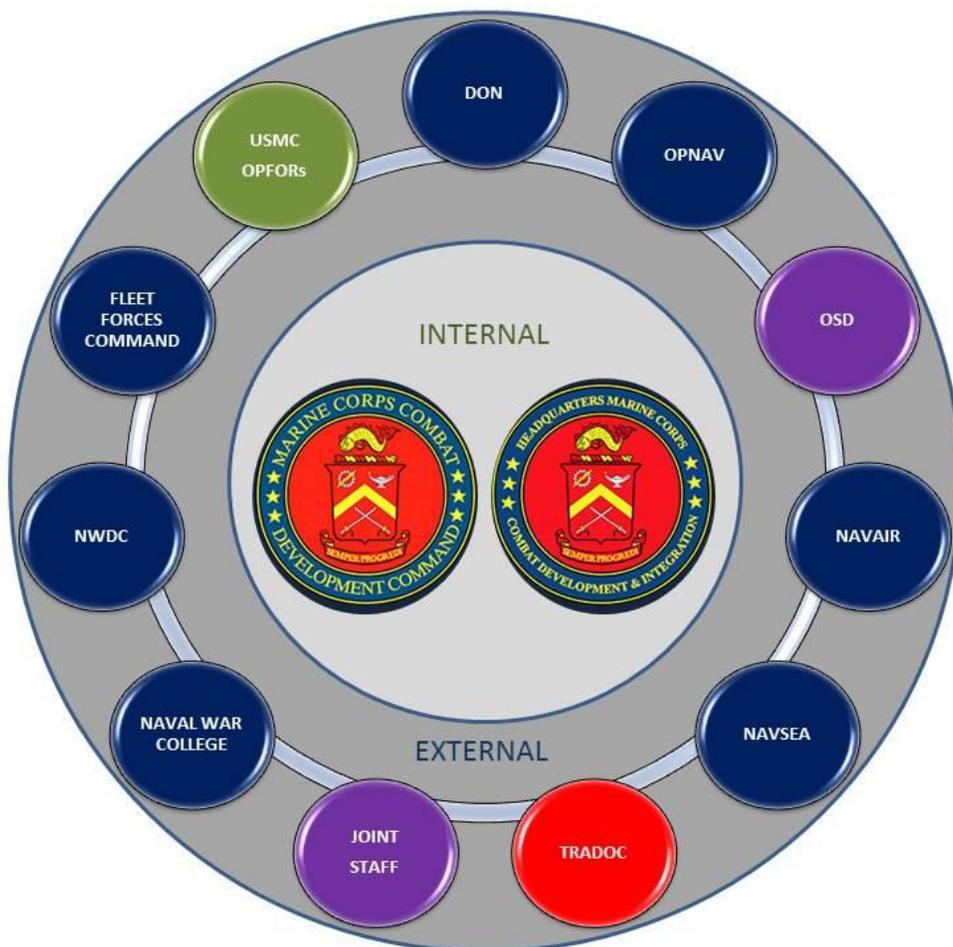


Figure 2: Stakeholder example

Knowledge Management (KM)

KM is the integration of people and processes, enabled by technology, to facilitate the exchange of operationally relevant information and expertise to increase organizational performance, create

shared understanding, and present a common operating picture.

KM supports the execution of the Force Development Strategic Plan by enabling organizational learning, facilitating cross-functional knowledge flow, enhancing coordination at decision points, enriching performance support, assisting with information management and collaboration tools.

Executed well, KM will:

- Reinforce communication, integration, and process innovation.
- Increase the speed of the command decision cycle
- Foster operationalized information and knowledge sharing
- Minimize the knowledge gap between what we know, and what we need to know

Effective KM practices will encourage transparency to enhance the staff's ability to ensure horizontal and vertical coordination and integration across MOs and LoEs. Annex D provides the combined KM and communication plan.



Time Horizons

The Force Development Strategic Plan execution is divided into three time horizons: Near-Term; Mid-Term; and Long-Term. Each time horizon defines and prioritizes our organizational efforts. Time horizons are nested with the execution of milestones and resource allocation cycles. Time horizons are defined as follows:

Near-Term: 0-2 years. The “near-term” horizon encompasses the current year of execution and is

focused on the “current” force. Responsible owners of MOs and CTs will analyze required milestones and actions and determine how they will prioritize (identify bill payers and resource shortfalls) and execute, using year of executions funds.

Mid-Term: 3-5 years. The “mid-term” horizon defines actions that are forecasted to occur within one Future Years Defense Program (FYDP). For ease of reference, mid-term actions may be viewed as those that are building an interim “objective” force on the path to the future force. Assigned leads of MOs and CTs conduct an analysis of required milestones and actions for resourcing requirements and identify the resourcing required to compete for budget year resourcing.

Long-Term: 6-30 years. Focused on the “future force,” the “long-term” horizon extends beyond one FYDP to 30 years, which is the furthest extent that can be reasonably shaped. Assigned leads of MOs and CTs conduct an analysis of required milestones and actions for resourcing.

Nesting of Guidance

The Marine Corps force development process uses inputs from many sources – but all flow from U.S. Code Title 10 and are viewed by Marines through the lens of MCDP-1, *Warfighting*. Based on this guidance and estimates of the future, joint and Service concepts are developed to guide force development. Figure 3 shows the hierarchy of these guiding documents.

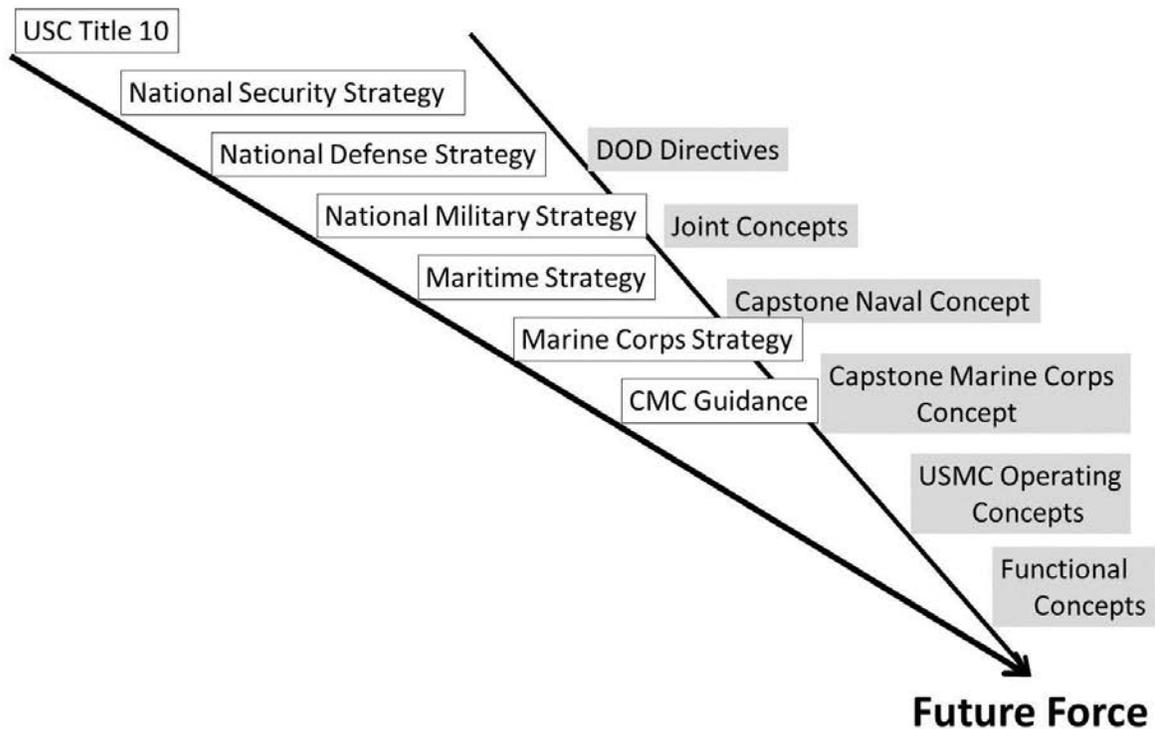


Figure 3: Nesting of Guidance

Conclusion

Throughout our country's history, our Marine Corps has remained a relevant and premier fighting force because we focus on the Marine, not the equipment. We will continue to innovate for the future and ensure MCCDC/CD&I continues to develop the right force, at the right time to always win, regardless of the uncertainty and complexity of the environment. The Marine Corps must remain focused on equipping the Marine, not manning the equipment. The core reason for our success on and off the field of battle is our Marines and Sailors who, over the decades, have continuously relied on intellect, devotion and resourcefulness to defeat the enemy and accomplish the mission. Projecting in the future, we will continue to invest heavily in our Marines, Sailors, and civilian workforce and must infuse them with an understanding of the roles of the Marine Corps and the Naval Service in the nation's security, along with the mindset of innovation, integration, organizational collaboration in executing their responsibilities in developing a future force that continues our legacy of success. It is expected that MCCDC/CD&I personnel will serve as the experts at understanding the future operational and strategic environments. We must and will continue to adapt faster than our enemies to deliver combat systems, training, concepts, doctrine, and the best leadership in the world to our Marine Corps. It is my primary goal that MCCDC/CD&I remain the Marine Corps' change agent; leading the fully integrated, resource informed, and capabilities based development of the Marine Corps of 2025 and beyond. Innovate. Adapt. Win. Semper Fidelis!



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Annex A

Objective to Task Matrix

1. Situation

This annex provides an overview of how the Objective to Task Matrix will be used to support the planning and execution of the Force Development Strategic Plan.

2. Objective to Task Matrix in the development of plans

The Objective to Task Matrix provides a vehicle for assessment and identification of potential gaps in the Force Development Strategic Plan. Each MO and CT has a designated lead responsible for identifying the requirements, decision points, planning milestones necessary to accomplish the intent of the MO, and maintaining a running estimate. CTs are not listed in priority order.

3. Objective to Task Matrix in the execution process

- a. The Objective to Task Matrix supports accountability and execution as measured at the MO and CT level. Key aspects of the matrix will be used to convey priorities, confirm planning milestones, present information and identify risk during high-level forums.
- b. Use of the matrix in plan integration will gain efficiencies and improve effectiveness in terms of KM, information flow to/from the CG/DC, across the headquarters and subordinate organizations.
- c. The matrix is not a static document; it is designed to evolve as the operational environment develops. CTs may be added, changed, deleted as their objectives are either accomplished or are deemed no longer valid.

LoE	MO	CT	Description	Lead
1			Conceptualize the force	
	1.1		Concept development	MCWL/FD
		1.1.1	Develop and contribute to joint concepts.	MCWL/FD
		1.1.2	Contribute to strategic scenario development and updates.	MCWL/FD
		1.1.3	Update Marine Corps capstone and subordinate operating concepts.	MCWL/FD
		1.1.4	In coordination with NWDC, develop a naval operating concept for <i>Littoral Operations in a Contested Environment</i> and other supporting naval operating concepts as determined by the Naval Board.	MCWL/FD
		1.1.5	Analyze emerging operating concepts through wargaming, modeling and simulation, experimentation and exercises.	MCWL/FD
		1.1.6	Integrate MAGTF requirements with amphibious, maritime prepositioning, and expeditionary ships and connectors.	MCWL/FD

		1.1.7	Provide seabasing concept-to-doctrine transitional publications such as concepts of employment, operational handbooks, and planning guides, for annual review and promulgation.	MCWL/FD
	1.2		Future force visualization and description	MCWL/FD
		1.2.1	Assess the ability of the current force to meet its core roles and functions in the future operating environment.	MCWL/FD
		1.2.2	Plan and lead the campaign of learning.	MCWL/FD
		1.2.3	Publish FFIP that defines the future force in sufficient detail to enable capability development and integration.	MCWL/FD
		1.2.4	Define how we operate and fight in order to guide DOTMLPF solution development.	MCWL/FD
	1.3		Conduct analysis and assessment	AD
		1.3.1	Analyze emerging concepts and associated DOTMLPF solutions.	AD
		1.3.2	Provide analytic support to wargaming and experimentation.	AD
2			Develop and integrate the force	
	2.4		Develop the force	CDD
		2.4.1	Adapt our current capabilities and capacities to improve our effectiveness in the existing operating environment.	CDD/TECOM
		2.4.2	Develop operational architecture products for validated operating concepts for use in force development planning and in the preparation of capability documentation for material solutions.	CDD
		2.4.3	Conduct CBA and produce a MCEIP, to include cost benefit analysis.	CDD
		2.4.4	Develop and employ approved functional concepts as the basis for CBAs, to include gap analysis, and DOTMLPF activities.	CDD, MCWL/FD
		2.4.5	Develop CONOPS and COE, as necessary, to support CBAs and DOTMLPF activities.	CDD
		2.4.6	Develop and integrate solutions to warfighting capabilities gaps across the spectrum of DOTMLPF-Cost.	CDD
		2.4.7	Integrate force development activities with Navy counterparts.	CDD
		2.4.8	Conduct capability portfolio management, ensuring integration of prioritization of today's and tomorrow's capabilities to make resource informed decisions.	CDD
		2.4.9	Develop and integrate capabilities needed for the Marine Corps to field combat-ready forces.	CDD
		2.4.10	Integrate capabilities development activities within and across functional portfolios.	CDD
		2.4.11	Generate materiel requirements.	CDD
		2.4.12	Define the detailed structure, organization, and equipment needed for the Marine Corps.	CDD
		2.4.13	Generate training and education requirements.	TECOM

	2.4.14	Support enduring Campaign of Learning.	MCWL/FD
	2.4.15	Serve as the executive agent for the Marine Corps force development system.	CDD
	2.1.16	Lead the Warfighting Investment Program Evaluation Board.	CDD
	2.4.17	Identify, develop, and articulate Marine Corps seabasing and expeditionary ship/connector requirements and related doctrine in order to facilitate MAGTF integration with naval expeditionary forces.	CDD
	2.4.18	Identify, develop, articulate Marine Corps seabasing required capabilities.	CDD
	2.4.19	Guide the development of doctrinal publications in the Marine Corps and Navy to reflect seabasing-related advances in concepts and employment.	CDD
	2.4.20	Inform and assess Marine Corps seabasing and shipbuilding DOTMLPF requirements integration throughout the JCIDS process with all advocates and resource sponsors.	CDD
	2.4.21	Address training and education requirements that come from external stakeholders.	TECOM
2.5		Integrate the force	CDD
	2.5.1	Conduct force structure management.	CDD
	2.5.2	Serve as the cross-portfolio integrator in the development of Marine Corps capabilities, and ensure that capability development activities across all elements of DOTMLPF and cost are fully coordinated and prioritized.	CDD
	2.5.3	Develop and maintain the Marine Corps Task List and Mission Essential Task Lists.	CDD
	2.5.4	Conduct capability portfolio integration (to include naval integration)	CDD
	2.5.5	Integrate training and education programs and resources.	TECOM
	2.5.6	Integrate MAGTF requirements with amphibious, maritime prepositioning, and expeditionary ships and connectors.	CDD
	2.5.7	Align the experimentation and acquisition processes.	MCWL/FD
2.6		Sustain, enhance and adapt the force capability	CDD
	2.6.1	Manage and maintain the Total Force Structure Management System.	CDD
	2.6.2	Maintain conduit and process for urgent and emergent operational needs.	CDD
	2.6.3	Manage and coordinate Urgent Universal Needs Statements (UUNS) and other OPFOR generated force development initiatives in a manner consistent with validated operating concepts.	CDD
	2.6.4	Conduct DOTMLPF/Cost analysis for the enterprise.	CDD
	2.6.5	Identify, develop, articulate Marine Corps seabasing required capabilities.	CDD

		2.6.6	Guide the development of doctrinal publications in the Marine Corps and Navy to reflect seabasing-related advances in concepts and employment.	MCWL/FD
		2.6.7	Influence Marine Corps seabasing requirements and integration through numerous communities of interest across the Service, joint, department, government, and industry spectrum.	CDD
	2.7		Conduct analysis and assessment	AD
		2.7.1	Conduct analysis in support of combat development & naval integration.	AD
		2.7.2	Provide analytic support to Marine Corps CBA process.	AD
		2.7.3	Assess current capabilities.	AD
		2.7.4	Support enduring campaign of learning.	AD
	2.8		Develop doctrine	CDD
		2.8.1	Develop, maintain, and publish Marine Corps doctrine.	CDD
		2.8.2	Coordinate Marine Corps input to naval, joint, multi-Service, allied, and multinational doctrine.	CDD
3			Train and educate the force	
	3.9		Deliver MOS qualified individual Marines through the civilian-to-Marine transformation process to meet operational demands.	TECOM
		3.9.1	Provide basic training to recruits and officer candidates.	TECOM
		3.9.2	Train Marines in basic infantry combat skills.	TECOM
		3.9.3	Deliver training programs that ensure Marines achieve basic MOS qualification and skills progression.	TECOM
	3.10		Develop leaders prepared to assume leadership roles in Marine Corps, joint, interagency, intergovernmental, and multinational assignments.	TECOM
		3.10.1	Deliver PME programs for enlisted and officers that prepare them as leaders and planners.	TECOM
		3.10.2	Execute the Marine Corps Distance Learning Program.	TECOM
		3.10.3	Execute the Marine Corps language, regional and cultural strategy.	TECOM
		3.10.4	Execute a comprehensive historical program.	TECOM
	3.11		Provide a Service-level training program that focuses and standardizes unit training to meet the requirements of Combatant Commanders.	TECOM
		3.11.1	Execute and sustain the MAGTF training program.	TECOM
		3.11.2	Execute the Marine Corps Training and Readiness (T&R) program.	TECOM
		3.11.3	Include joint, interagency, and multinational (JIM) participation in USMC exercises, as appropriate.	TECOM

		3.11.4	Support the force generation process through development and execution of a Pre-deployment Training Program (PTP).	TECOM
	3.12		Provide and sustain innovative technologies and programs that enhance the effectiveness of training and education at home station and provide immersive environments which replicate the stress and demands of combat.	TECOM
		3.12.1	Improve and sustain simulations, simulators, and instrumented systems to enable more effective and efficient individual and collective training and education.	TECOM
		3.12.2	Execute a range modernization strategy that sustains and enhances current capabilities.	TECOM
		3.12.3	Improve and maintain technology in support of training and education programs.	TECOM
		3.12.4	Deliver immersive experiences that better prepare individuals and units for the demands of the operational environment they will face.	TECOM
	3.13		Support the force development process by adapting Marine Corps training and education to meet the requirements of new concepts and capabilities.	TECOM
		3.13.1	Execute a lessons learned program.	TECOM
		3.13.2	Develop emergent training and education capabilities that enable Marines to operate successfully in future environments.	TECOM
		3.13.3	Develop training and education programs that enable the execution of distributed operations.	TECOM
4			Increase naval integration	
	4.14		Establish CD&I as naval integration advocate	MCWL/FD
		4.14.1	Incorporate the Naval Board guidance and direction.	MCWL/FD
		4.14.2	Establish deliberate, defined, and collaborative relationships between OPNAV and HQMC.	MCWL/FD
		4.14.3	Establish HQMC roles and responsibilities and integration process for naval policy, advocacy and proponentcy, requirements and capabilities.	MCWL/FD
		4.14.4	Develop collaboration and integration process, products and tools for HQMC / enterprise naval integration initiatives.	MCWL/FD
	4.15		Improve and formalize Marine Corps and Navy force development integration	MCWL/FD
		4.15.1	Determine organizational & staff requirements to properly conduct naval integration.	MCWL/FD
		4.15.2	Develop naval expeditionary operating concepts.	MCWL/FD
		4.15.3	Seek force development, program and fiscal efficiencies.	CDD
		4.15.4	Integrate wargaming and experimentation programs.	MCWL/FD
		4.15.5	Increase collaboration in S&T.	MCWL/FD

		4.15.6	Analyze naval capabilities to support combat development and systems acquisition.	AD
		4.15.7	Provide subject matter expertise in warfighting functions and force capabilities to external organizations (i.e., DoN, DoD, Congress).	MCWL/FD, CDD
		4.15.8	Establish linkages, relationships and support of relevant organizations and OPNAV/FFC/NAVSEA/NAVAIR.	MCWL/FD
		4.15.9	Unify the Marine Corps' advocacy of seabasing requirements by leading the Naval Engagement Board which informs the Naval Board and engages key Navy leadership.	CDD
		4.15.10	Inform and assess Marine Corps seabasing and shipbuilding DOTMLPF requirements integration throughout the JCIDS process with all advocates and resource sponsors.	CDD
		4.15.11	Lead collaborative integration annually through the charter and conduct of the seabasing Operational Advisory Group (OAG).	CDD
		4.15.12	Coordinate CMC/CNO level naval issues through the Naval Board.	MCWL/FD

Annex B

Task Assessment Instructions

Assess Task against all 3x assessment categories (Time, Quality & Resourcing):			
<ul style="list-style-type: none"> • GREEN = meets all 3x GREEN criteria • AMBER = 1x or more categories assessed as AMBER with no categories assessed at RED • RED = 1x or more categories assessed as RED regardless of higher assessments in other categories • Not Assessed = Unable to assess... provide projected date for initial assessment • Complete = Overall initiative/project/action complete as planned/described 			
Assessment	Timeline	Quality	Resourcing
	Green On-track • No issues	And	And
	AMBER • Slightly off-track • Minor working issues	Or	Or
	RED • Off-track • Significant issues	Or	Or
	Not Assessed	• New initiative/project/action ... lead organization not yet able to assess progress	
	Complete	• Delivered product or outcome ... developed strategy or plan ... implemented strategy or plan • Lead organization should recommend closure or re-scope based on evolving operating environment	

MO and CT level assessment charts and instructions are to be published subsequent to publication of the Force Development Strategic Plan and will reflect the need for running

assessments responsive to the dynamic nature of MCCDC/CD&I mission. MO and CT assessments are designed to inform and update the CG/DC and staff on progress of execution of the Force Development Strategic Plan.

LoE 1: Conceptualize the force	Supported	Assessment		
		Previous	Current	Projected
MO 1: Concept development				
MO 2: Future force visualization and description				
MO 3: Conduct analysis and assessment				
LoE 2: Develop and integrate the force	Supported	Assessment		
		Previous	Current	Projected
MO 4: Develop the force.				
MO 5: Integrate the force.				
MO 6: Sustain, enhance and adapt the force capability.				
MO 7: Conduct analysis and assessment.				
MO 8: Develop doctrine.				
LoE 3: Train and educate the force	Supported	Assessment		
		Previous	Current	Projected
MO 9: Deliver MOS qualified individual Marines through the Civilian-to-Marine transformation process to meet operational demands.				
MO 10: Develop leaders that are prepared to assume leadership roles in Marine, Joint, Interagency, Intergovernmental, and Multinational assignments.				
MO 11: Provide a service-level training program that focuses and standardizes unit training to meet the requirements of Combatant Commanders.				
MO 12: Provide and sustain innovative technologies and programs that enhance the effectiveness of training and education at home station and provide immersive environments that replicate the stress and demands of combat.				
MO 13: Support the force development process by adapting Marine Corps training and education to meet the requirements of new concepts and capabilities.				
LoE 4: Increase naval integration	Supported	Assessment		
		Previous	Current	Projected
MO 14: Establish CD&I as naval integration advocate.				
MO 15: Improve and formalize Marine Corps and Navy force development integration.				

Annex C

Strategic Plan Implementation Actions

MCCDC/CD&I and subordinate commands/directorates already possess the core competencies necessary to execute the force development enterprise, however, certain institutional actions are necessary to improve efficiency and effectiveness. The following critical tasks are required for the Force Development Strategic Plan to be implemented and assigned a lead designated within the (parenthesis):

- Establish a comprehensive, yet succinct and understandable, hierarchy of orders and directives that define roles and responsibilities within the enterprise, with a particular emphasis on what, when, and how transitions between activities are conducted and how progress toward established goals is monitored. (MCCDC/CD&I Operations)
- Develop a process flow for force development activities within the MCCDC/CD&I subordinate commands and directorates that is properly timed and sequenced with PPBE and JCIDS milestones and requirements. (MCCDC/CD&I Operations)
- Coordinate with the other stakeholders to produce a Marine Corps order that articulates the lead, supporting organizations, and associated mission essential tasks for force development activities throughout the Service. (MCCDC/CD&I Operations)
- Produce a MCCDC/CD&I directive that explains our internal missions, tasks, and standards. (MCCDC/CD&I Operations)
- Develop the format, standards and content of the future force implementation plan in order to drive subsequent actions within the force development process. (MCWL/FD and CDD)
- Develop and codify responsibilities for directing and monitoring solutions across DOTMLPF throughout the force development continuum. (CDD)
- Develop the standards for transitioning concepts to doctrine. (MCWL/FD)
- Develop and implement a recurring training program to prepare new personnel, (uniformed, civil service or contractors), for participation in the force development enterprise and continuum. (TECOM)
- Develop a Campaign of Learning, as outlined in Appendices 1 and 2, to address key force development actions underway and raise awareness among stakeholders from within CD&I, HQMC, and the OPFORs. (MCWL/FD)
- Review and refine MCCDC/CD&I staff organization and management processes in order to ensure effective vertical and horizontal coordination and integration and timely and accurate support to CG, MCCDC/ DC CD&I decision-making. (MCCDC/CD&I Operations)

Appendices:

- 1- The Force Development Continuum
- 2- Marine Corps Campaign of Learning Supporting EF21 Information Paper
- 3- Marine Corps Warfighting Functions

Appendix 1

The Force Development Continuum to Annex C (Strategic Plan Implementation Actions)

1. Introduction. As described in the Plan Management section of the Force Development Strategic Plan, force development can be better understood when viewed through the four part framework of: conceptually describing how we will fight; conducting capabilities based assessments; conducting risk analysis and making solution decisions; and implementing force development solutions. While this framework lays out a logical, sequential series of activities, it should not be inferred that change only occurs after a linear, decades-long process transpires. Changes to force organization, training, and equipment actually occur incrementally in concert with resource allocation cycles. Per the Time Horizons section of the Force Development Strategic Plan, these are: near-term/current force (0-2 years), mid-term/objective force (3-5 years), and long-term/future force (6-30 years) modernization efforts for the Marine Corps. In order to promote unity of effort across these time horizons, we must identify the overarching “Warfighting Challenges” that must be overcome, and develop a “Campaign of Learning” that informs activities throughout the force development continuum.

2. Warfighting Challenges and the Campaign of Learning. Warfighting Challenges are those first-order problems that must be solved in order for Marine Corps forces to successfully accomplish likely missions now and in the future as outlined in Appendix 3. The QFR is the venue in which the CG, MCCDC/DC CD&I and the leaders of internal and external stakeholder organizations identify and develop a shared understanding of these first-order problems, along with potential approaches for solving them in the near, mid, and long-term. The CG, MCWL/Director, FD plays a key role in this by leading the Campaign of Learning. In that capacity, the CG, MCWL/Director, FD presents insights gained from that organization’s activities and is responsible for relating those insights to lessons learned from recent operations and exercises conducted by Marine Corps OPFORs, other U.S. armed forces, and foreign military forces.

3. Methodology. To successfully address the warfighting challenges, the Campaign of Learning is dependent upon sustained coordination and collaboration among both internal and external stakeholders. Participants must apply intellectual curiosity and analytical rigor to this endeavor. Do we fully understand the problem? Will it change over time? Does it require an immediate solution or can we develop the situation more? What are the options for solving the problem, and what are the associated pros and cons? Are there ripple effects that impact other stakeholders? What are the appropriate mid, near, and long-term actions? Are they affordable? To help frame this type of dialogue, the methodology can be broken down into logical subsets, as elaborated on in the definitions and the figure below.

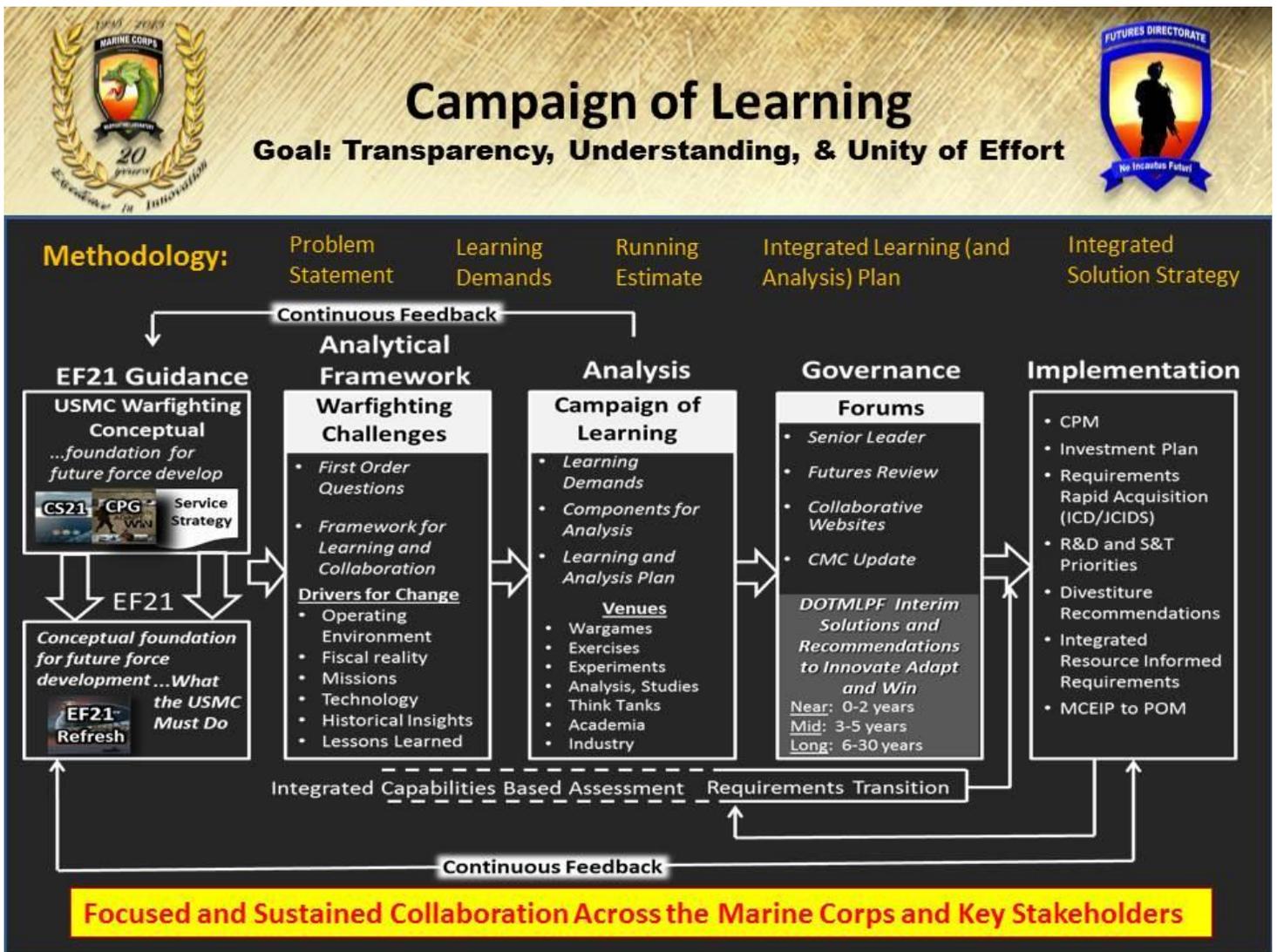
a. Warfighting Challenge Problem Statement—A succinct description of the first-order problem, to include an explanation of the capability and/or capacity gap(s) and associated impact on likely mission(s). This description may include discussion of a particular adversary, scenario, technology, or historical analogy.

b. Running Estimate—A continually updated assessment of the potential capabilities associated with solving the warfighting challenge problem statement. This may include the results of activities such as wargaming, modeling and simulation, experimentation, exercises, operational testing, funding, programmatic initiatives, and the status of both materiel and non-material solutions.

c. Learning Demands—Identification of the specific knowledge needed, in the form of a question, that helps understand and address the Warfighting Challenge.

d. Integrated Learning (and Analysis) Plan—Actions and activities directed at meeting the learning demands.

e. Integrated Solution Strategy—Measures that mitigate or solve capability and/or capacity gap(s) in the near, mid, and long-term.



Appendix 2

Marine Corps Campaign of Learning Supporting EF-21 to Annex C (Strategic Plan Implementation Actions)

1. Introduction. MCCDC/CD&I is the executive agent for the Marine Corps Campaign of Learning in support of the Service strategy and EF-21. The CG MCWL/Director, FD leads this effort and provides direct supervision. All other MCCDC and CD&I subordinate organizations are in support of CG MCWL/Director, FD. The Marine Corps Campaign of Learning integrates and synchronizes the all activities informing force development to include experiments, studies, wargames, exercises and related efforts supporting future concept and capability development.

2. Concept of the Operation.

a. Overview. The Marine Corps Campaign of Learning consists of intellectual (studies and analysis, concepts and capabilities development, wargames) and physical (experimentation, evaluation, and exercises) activities that support EF-21 development by identifying DOTMLPF solutions across the near, mid, and far term through four LoEs: Conceptualize the Force, Develop and Integrate the Force, Train and Educate the Force, and Increase Naval Integration.

b. Development of Objectives. MCCDC/CD&I develops overarching operational objectives through three approaches: first, a top-down approach where the MCCDC/CD&I senior leadership directs research themes and/or study objectives; second, a bottom-up approach where an area of interest is identified based on assessment of the future operating environment; and third, a bottom-up approach where specific elements of joint and/or Marine Corps concepts are examined. LoEs in the Marine Corps Campaign of Learning are refined through coordination with MCWL/FD as part of the design, planning and execution of events (e.g. Expeditionary Warrior 15).

c. Deliverables. Outputs from the Marine Corps Campaign of Learning will provide CDD with an assessment of current gaps and capabilities that will guide the development of solutions across JCAs and DOTMLPF, resulting in a Marine Corps Program Objective Memorandum (POM) integrated across the Marine Corps Program Evaluation Boards (PEB), coordinated with DC Programs and Resources (DC P&R), and published in the Marine Corps Enterprise Integration Plan (MCEIP).

3. Marine Corps Campaign of Learning LoEs and Objectives.

a. Conceptualize the Force

- This LoE conceptualizes, analyzes and sufficiently describes force attributes across DOTMLPF pillars and then develops a detailed implementation plan to meet that force description. That plan is subsequently transitioned for deliberate requirement and capability development and integration.

- Objective: Ensure that the Marine Corps future force is conceived, visualized and designed to guide requirements and capability development and integration.

b. Develop and Integrate the Force

- This LoE drives force development, including actions to organize, train and equip the operating forces, supporting establishment, and service headquarters. It is concept-based and aimed at balancing current readiness and future capability requirements that anticipate strategic challenges and opportunities and ensure that that Marine Corps is fully prepared to meet national strategic and Combatant Commander requirements.
- Objective: Efficiently and effectively translate, via existing JCIDS and PPBE related processes and activities, future concepts and the FFIP into fully integrated and properly organized, trained, equipped and resourced Marine forces now and in the future.

c. Train and Educate the Force

- This LoE provides training and education programs that prepare individual Marines and Marine Corps units via targeted, progressive training and continuous assessment/feedback. Training and education provides the foundation for the current capabilities and enables the institutionalization of new capabilities through the force development process. Training and education requirements for the future force, like the force itself, must be conceptualized at the front end of, and developed throughout the force development continuum.
- Objective: Deliver high quality programs across the training and education continuum in order to provide the best possible support to the current and future Force ensuring the Marine Corps meets national strategic and combatant commander requirements in a dynamic and uncertain security environment.

d. Increase Naval Integration

- This LOE will expand and enhance collaboration across USN and USMC headquarters functions and force development and training and education enterprises.
- Objective: A singular Marine Corps advocate serving as CMC's direct representative for naval integration to expand and enhance naval integration.

Appendix 3

Marine Corps Warfighting Challenges to Annex C (Strategic Plan Implementation Actions)

Marine Corps Warfighting Challenges Framework. The Marine Corps warfighting challenges are used as the framework for concept and capability development. Developing capability solutions must address near, mid, and long-term aspects of each challenge and enable sustained collaboration across the Marine Corps (including HQMC and major commands).

a. Thirteen warfighting challenges have been identified with corresponding lead agencies to fully develop each warfighting challenge and integrate capability solutions through the Campaign of Learning:

- Develop situational understanding (CDD Intelligence Integration Division (IID)/Director of Intelligence (DIRINT))
- Shape the security environment (CDD Small Wars Center and Irregular Warfare Integration Division (SWIWID)/PP&O)
- Conduct cyber electromagnetic operations and maintain communications (CDD Command and Control/Cyber and Electronic Warfare Integration Division (C2CEWID)/Command and Control, Communications and Computers (C4))
- Ensure interoperability and compatibility within the Joint, Interagency, Intergovernmental and Multinational (JIIM) Force (CEAB/PP&O)
- Enhanced training to mission (TECOM/PP&O)
- Improved individual training and education (TECOM)
- Develop the five domain MAGTF (MCWL/FD / Marine Corps Tactics and Operations Group (MCTOG), Marine Corps Logistics and Operations Group (MCLOG), Marine Aviation Weapons and Tactics Squadron One (MAWTS-1))
- Conduct entry operations (MCWL/FD)
- Deploy, employ, sustain the expeditionary force (MAGTF Staff Training Program (MSTP) / CDD)
- Employ combined arms (CDD Fires and Maneuver Integration Division (FMID)/MCTOG/MAWTS-1)
- Partner in naval operations at and from the sea (MCWL/FD / PP&O)
- Conduct maneuver warfare (MCWL/FD/FMID)
- Protect the force (CDD Force Protection Integration Division (FPID))

b. Each lead agency will develop the warfighting challenges and serve as a focal point for integrating appropriate activities and assessing a way ahead. Each agency will provide updates to MCWL/FD and a Council of Colonels (CoC) from across the Marine Corps representing the operating force headquarters, and supporting establishment through a regular series of monthly Secret Internet Protocol Router (SIPR) Video Teleconferences (SVTCs). The monthly SVTC will facilitate collaborative communication, discussion of the warfighting challenges and identification of future initiatives. After each monthly SVTC, MCWL/FD will produce a Situation Report (SITREP), to highlight ongoing events (exercises, war games, seminars,

experiments, evaluations) and updates to addressing the warfighting challenges, providing transparency across the enterprise. The monthly SVTCs will support a QFR for a three star forum chaired by CG, MCCDC/DC CDI. Designated lead agencies will prepare warfighting challenge reviews and proposed future initiatives for the QFR. The outcome of the QFR consists of an operational summary, observations, DOTMLPF implications, and DOTMLPF recommendations across the near, mid, and long-term.

Annex D

Combined Knowledge Management and Communication Plan

1. Situation

This Annex provides the specified information requirements for the role of Knowledge Management (KM) and communications in the Force Development Strategic Plan.

2. KM serves as a key enabler in the development of plans

a. KM's primary goal is to facilitate and reinforce communication, integration, and process innovation across the MCCDC/CD&I staff and throughout Force Development Strategic Plan execution. KM and Information Management (IM) facilitates the command's knowledge and information flow (internally, externally, vertically, and horizontally) process to optimize and support the commander's decision cycle.

b. Effective KM/IM ensures timely, relevant, and prioritized information (processed data) is provided in an organized manner and useable format to the decision-makers and staff. Effective management of knowledge and information requires clear processes that are understood and practiced by staff members and leadership who will enforce KM/IM policies. The KM/IM's role is to identify and facilitate face-to-face and virtual information and knowledge sharing, thereby increasing organizational transparency and encourage coordination and integration across the staff.

c. To enable Force Development Strategic Plan execution, the staff is responsible for initiating a dialogue with the KM/IM team to ensure plans will facilitate coordination to ensure both a horizontal and vertical integration of outputs from various organizational units that fulfill requirements for each MO and CTs. MCCDC/CD&I KM/IM team will meet and collaborate Force Development Strategic Plan teams, as well as, provide tools, techniques and, where required, develop tailored training to facilitate coordination and integration of outputs.

d. As the staff collaborates, the KM staff will support their efforts to document current business processes, and assist them to identify and close, or mitigate gaps that inhibit integration/coordination and knowledge flow between traditional "stovepipes" whose outputs frequently depend upon one another. As organizational KM capabilities improve, increased knowledge flow will provide transparency and collaboration as well as provide information for enhanced decision-making.

3. KM/IM team in the execution process

a. KM/IM team members, MO leads, assists and staffs must establish a dialogue to facilitate KM-informed explorations to identify short falls and implementation challenges that could be resolved or mitigated with KM/IM inputs and support. MO leads and staffs are responsible to ensure appropriate steps are taken by all concerned to facilitate these explorations, to include virtual and/or face-to-face meetings.

b. KM/IM inputs in the planning stage focus on MO and task implementation requirements; how outputs will be delivered (see command and strategic communications in this annex) over the content of what must be delivered or produced.

(1) KM/IM teams will use work flow and process mapping to identify the required contributors to MOs and CTs as well as linkages across Mos.

(2) KM/IM support to staffs overseeing coordinated project execution activity includes use of task tracking tools, status metrics, data management and robust search and discovery capabilities and recommendations to collaborate and coordinate to increase staff integration.

(3) KM/IM support will introduce KM and IM best practices into task implementation processes. KM/IM supports the integration of tools (e.g. Microsoft SharePoint portal management, command dashboards, Defense Connect Services (DCS) and SMS) to enhance senior leader decision-making.

4. Command and strategic communications

a. Command and strategic communications are critical to provide the movement of timely, relevant, and consistent coordination and messaging throughout the organization. Properly articulated communications elevate and enhance concepts, processes, and the strategic goals of MCCDC/CD&I to internal and external stakeholders. Doing so, add to the aforementioned knowledge flow, and will facilitate all of the LoEs and advance coordinated actions, cross functional collaboration, and internal and external integration.

b. Magnifying command communications enhances strategic communications. Building on foundational principles, we will leverage and support the execution of strategic communications with critical external stakeholders. Coordinating efforts with the KM/IM, PAO and OLA will illuminate alignment with OPNAV, HQMC, OPFORs, and benefit legislative and congressional engagements.

Annex E

Terms and Acronyms

ADC IW – Assistant Deputy Commandant for Information Warfare

Capability – The ability to complete a task or execute a course of action under specified conditions and level of performance. (Proposed or JP 1-02. SOURCE: CJCSI 5123.01/3170.01)

Capabilities-Based Assessment (CBA) – A study conducted to assess capability requirements and associated capability gaps, as potential non-materiel and materiel approaches to close or mitigate capability. (Derived from the JCIDS Manual.)

Capability gap – The inability to meet or exceed a capability requirement, resulting in an associated operational risk until closed or mitigated. The gap may be the result of no fielded capability, lack of proficiency or sufficiency in a fielded capability solution, or the need to replace a fielded capability solution to prevent a future gap. (Proposed for JP 1-02. Source: CJCSI 5123.01/3170.01)

Capability requirement – A capability which is required to meet an organization’s roles, functions, and missions in current or future operations. To the greatest extent possible, capability requirements are described in relation to tasks, standards, and conditions in accordance with the Universal Joint Task List or equivalent DOD Component Task List. If a capability requirement is not satisfied by a capability solution, then there is also an associated capability gap. A requirement is considered to be “draft” or “proposed” until validated by the appropriate authority. (Proposed for JP 1-02. Source: CJCSI 5123.01/3170.01)

Capability solution – A materiel solution or non-materiel solution to satisfy one or more capability requirements and reduce or eliminate one or more capability gaps. (Proposed for JP 1-02. Source: CJCSI 5123.01/3170.01)

Concept — An expression of how something might be done; a visualization of future operations that describes how warfighters, using military art and science, might employ capabilities to meet future challenges and exploit future opportunities. (Marine Corps)

a. **Unofficial concepts** may come in the form of magazine articles, white papers, or “think pieces” designed to espouse ideas and generate discussion. The Marine Corps has long enjoyed a culture of innovation, and unofficial concepts provide a means to promote that culture.

b. **Official concepts** are those formally published by the Service to inform wargaming, experimentation, and other capability development activities. If and when validated, they provide the basis for capabilities based assessments and, eventually, changes to doctrine, organization, training, materiel, leadership and education, personnel, and facilities (DOTMLPF). The hierarchy of official concepts includes:

(1) **The strategic concept**, which describes the role of the Marine Corps in the national defense to both internal and external audiences. Internally, it provides the overarching rationale that drives Service culture, organization, training, education, and equipment. Externally, as explained by Samuel P. Huntington in an often quoted 1954 article in the U.S. Naval Institute Proceedings, “If a Service does not possess a well-defined strategic concept, the public and political leaders will be confused as to the role of the Service, uncertain as to the necessity of its existence, and apathetic or hostile to the claims made by the Service upon the resources of society.” The strategic concept may be articulated within a unified naval Service document, a Marine Corps only product, or as companion documents.

(2) **The capstone operating concept**, which provides the primary description of how the Marine Corps intends to operate. It articulates, in broad terms, the basic ideas to be applied across the widest range of military contexts. The capstone operating concept provides the framework for subordinate operating concepts and functional concepts.

(3) **Subordinate operating concepts** provide more detailed descriptions of how Marine Corps forces will accomplish a given mission or range of missions within a particular situation or set of situations. At a minimum, the family of subordinate operating concepts will cover the Marine Corps’ Title 10 responsibilities.

(4) **Functional concepts** provide detailed descriptions of how certain activities will be performed in order to directly support capabilities based assessments and, ultimately, detailed DOTMLPF solutions. At a minimum, the family of functional concepts will cover the warfighting functions plus any other topics of critical importance to warfighting effectiveness across the range of missions.

(5) **Concepts of operation (CONOPS)** apply operating concepts against specific scenarios in order to provide the basis for the wargaming, experimentation, and other assessment activities that are used to refine concepts and, ultimately, inform capability and capacity investment decisions.

(6) **Concepts of employment (COE)** describe how an organization, platform, weapon, or piece of equipment is intended to be used.

Critical Task (CT) – CTs are clearly defined, measurable, and quantifiable statements of action to be completed. When properly linked, integrated, planned and actioned, CTs will lead to the attainment of Major Objectives.

DOTMLPF – doctrine, organization, training, materiel, leadership and education, personnel, and facilities (JP 1-02).

Expeditionary Energy Office (E2O) – The E2O is tasked with the mission of, by 2025, deploying Marine Expeditionary Forces that can maneuver from the sea and sustain C4I and life support systems in place; the only liquid fuel needed for mobility systems are more efficient than systems are today, and creating a force that is the premier self-sufficient expeditionary force, instilled with a warrior ethos equating the efficient use of vital resources with increased combat effectiveness.

Future Force Implementation Plan (FFIP) - A plan that drives subsequent actions within the force development process.

Future Force Review (FFR) - The FFR is a semi-annual CMC information and guidance forum that focuses on issues related to the future development of the Marine Corps.

Joint Capabilities Integration and Development System (JCIDS) - Is The joint process that allows the Chairman of The Joint Chiefs of Staff's, Joint Requirements Oversight Council (JROC) and its subordinate boards to manage and prioritize capability requirements within and across capability requirement portfolios of the Joint Force. JCIDS informs other assessments within the Joint Staff to meet statutory responsibilities. The JCIDS process reviews and validates deliberate and urgent/emergent capability requirement documents, including staffing, review, and validation enabling tradeoffs and prioritization within or between capability requirement portfolios. (CJCSI 3170.01)

Line of Effort (LoE) – Lines of effort link Major objectives and multiple tasks using logic of purpose to focus organizational efforts towards establishing and then achieving operational and strategic institutional goals unity of effort in operations involving multinational forces (MNFs) and civilian organizations, where unity of command is elusive, if not impractical.

Materiel (capability solution) – All items (including ships, tanks, self-propelled weapons, aircraft, etc., and related spares, repair parts, and support equipment, but excluding real property, installations, and utilities) necessary to equip, operate, maintain, and support military activities without distinction as to its application for administrative or combat purposes. See also equipment; personal property. (JP 1-02)

Marine Corps Enterprise Integration Plan (MCEIP) – The Marine Corps' annually produced, fiscally tethered (through the Program Objective Memorandum or POM), prescriptive plan capturing the objective capabilities analysis conducted across the strategically aligned and Marine Requirements Oversight Council, approved Marine Corps Capabilities Base Assessment process.

Major Objective (MO) – MOs are clearly defined, attainable goals achieved through execution of Critical Tasks with measurable outcomes.

Non-materiel (capability solution) – Changes to doctrine, organization, training, (previously fielded) materiel, leadership and education, personnel, facilities, and/or policy, implemented to satisfy one or more capability requirements (or needs) and reduce or eliminate one or more capability gaps, without the need to develop or purchase new materiel capability solutions. (Proposed for JP 1-02. Source: CJCSI 5123.01/3170.01)

Planning, Programming, Budgeting and Execution (PPBE) - The PPBE is a process that allocates resources within the Department of Defense. In the PPBE process, the Secretary of Defense establishes policies, strategy, and prioritized goals for the Department, which are subsequently used to guide resource allocation decisions that balance the guidance with fiscal constraints. (Defense Acquisition Guidebook)

Quarterly Integration Forum (QIF) - A quarterly forum to determine and coordinate topics and issues for presentation at the QFR, and a forum to manage the Marine Corps warfighting challenges.

Quarterly Futures Review (QFR) - A tool to manage future force development matters and warfighting challenges.

Range of Military Operations (ROMO) – A term used to encompass all of the missions and operations that the forces of the Department of Defense may be called upon to accomplish in accordance with Federal Law and Regulations, and requirements as established by The Commander-in-Chief, or Secretary of Defense.

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