



FORCE DEVELOPMENT STRATEGIC PLAN

2nd EDITION
27 JAN 2017



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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27 Jan 2017

FOREWORD TO THE SECOND EDITION

Since the publication of the first edition of this plan, we have made great strides in integrating the efforts of the Marine Corps Combat Development Command and the Combat Development and Integration team. Today, there is a clear link between the efforts of the Marine Corps Warfighting Lab / Futures Directorate, the Capability Development Directorate, Operations Analysis Directorate, and the Training and Education Command. This synergy has significantly improved our ability to use the expertise of the advocates, proponents, and operating forces as critical inputs to the force development process. Additionally, we have improved linkages between our efforts and those of the Deputy Commandant Programs and Resources by ensuring the resource informed Marine Corps Enterprise Integration Plan remains critical in developing the Marine Corps Tentative Program Objective Memorandum. Our force development strategic plan has made a difference; however, through execution, we have learned some lessons that are manifested in this second edition:

- Our basic force development approach includes a campaign of learning that supports four lines of effort. Through the campaign of learning focused on warfighting challenges, we identify what the future force should be and then prioritize and codify the most efficient way to build required capabilities. Throughout the process, we use analysis to improve the rigor of our requirements and then link the requirements to TECOM to realize efficient solutions as quickly as possible.
- Initial review of the warfighting challenges highlighted the absence of integration with Special Operations Forces. The second edition includes an updated list of warfighting challenges.
- The first edition identified the Future Force Implementation Plan (FFIP) as the document developed by the Marine Corps Warfighting Lab / Futures Directorate to handover force development recommendations to the Capabilities Development Directorate. This edition identifies the key elements of the FFIP:
 - A vision of the future operating environment
 - A description of existing and emerging adversary capabilities
 - Attributes and aspirational capabilities of the future MAGTFs
 - Opportunities for implementation
- The four lines of effort in the first edition are unchanged, but some of the supporting major objectives have been modified. In two cases, we had described analysis and assessment as being major objectives – where in fact these tasks are not, in and of themselves, objectives. A number of the objectives supporting the train and educate line of effort have been modified to better emphasize the end state vice the method. Lastly, annex C has been completely revised to better describe the process to include a more in depth coverage of the campaign of learning.

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. This is especially true when Marines are operating as part of an integrated naval force. The Marine Corps will only be able to keep its sacred promise to be “most ready when the Nation is least ready” if MCCDC and CD&I continue to deliberately execute a resource-informed force development continuum.



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Purpose

This strategic plan provides Marine Corps Combat Development Command (MCCDC)/Combat Development and Integration (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 envisioned by the Department of Defense, the Department of the Navy, and the Commandant.

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 system (PPBES) in order to enable defensible programmatic decisions. While this plan is focused on the MCCDC and CD&I team; the operating forces, advocates, and proponents are integral to force development.

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, cyberspace capabilities, and unmanned systems, while also investing in increasingly effective conventional capabilities including artillery, armor, and air defense.

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 relevant and prevail across the range of military operations (ROMO), 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. War is both timeless and ever changing. Staying true to Marine Corps Doctrinal Publication (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 Marine

the flexibility to adapt to emergent situations. Our Marines must be able to detect, reason, operate, and win in any environment, in the face of any challenge and against any threat.

MCCDC/CD&I Vision

MCCDC/CD&I will set the conditions for force development by keeping 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. In collaboration with the operating forces, advocates, and proponents 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

It is my intent that we will develop and lead a deliberate, collaborative, innovative, and resource-informed, Marine Corps force development enterprise that is in line with Defense Department analytic guidance, drives change, and guarantees the Marine Corps always succeeds in meeting its Title 10 responsibilities. We will generate forces that meet joint, interagency, and Service requirements, and preserve the trust and confidence of a nation that demands its Marines remain most ready when the Nation is least ready, as outlined by the 82nd Congress.

Key Tasks:

- Conceptualize, analyze, and assess the future force
- Develop joint and Service operating concepts
- Conduct concept- and requirements- based capabilities development
- Wargame new concepts and experiment emerging technologies
- Train and educate the force
- Conduct leadership development
- Develop and maintain doctrine
- Increase and expand naval integration, collaboration, capability, and capacity

Strategic Goal

Through better informed capability development, 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 Deputy Commanding General MCCDC, Assistant Deputy Commandant CD&I will directly manage this plan to ensure top down guidance and bottom up inputs are incorporated in a Campaign of Learning that are addressed at Quarterly Futures Reviews and annual Future Force Reviews as depicted below.

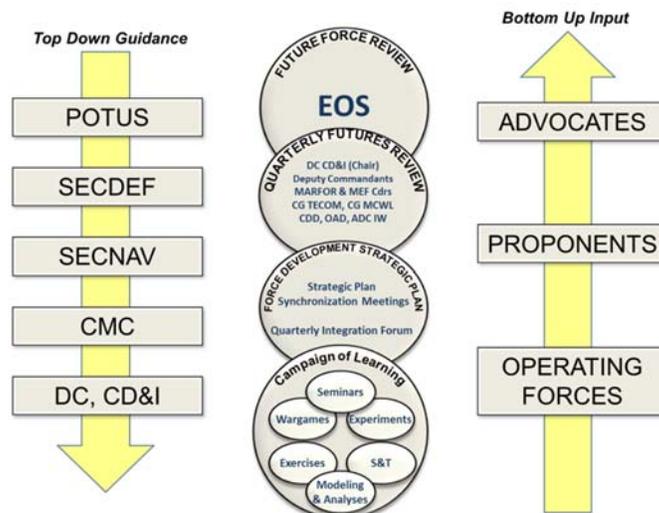


Figure 1: Incorporating Inputs

The Marine Corps Warfighting Laboratory and Futures Directorate (MCWL/FD) conceptualizes future challenges and opportunities, develops warfighting concepts, leverages analysis and innovation, 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. Key to this is ensuring the FFIP is aligned with the DoD Analytic Guidance and is analytically defensible. This effort 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 and manages cross-portfolio integration in order to design 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 end state is a resource informed Marine Corps Enterprise Integration Plan (MCEIP) that articulates the actions required to achieve the force envisioned by the Commandant and is analytically defensible. The Deputy Commandant Programs and Resources uses the resource informed MCEIP to develop the Tentative Program Objective Memorandum.

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.

Operations Analysis Directorate (OAD) provides analytical support to MCCDC/CD&I force development activities and initiatives. OAD provides operations analysis support to organizations across the Marine Corps and provides oversight for the Marine Corps on all matters pertaining to operations analysis. Additionally, as CD&I is the overall lead for Marine Corps modeling and simulation (M&S), OAD provides day-to-day oversight of Marine Corps M&S policy, standards, enterprise architecture, S&T requirements, and workforce development.

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

Lines of Effort

This strategy uses Lines of Effort (LoE) to provide an organization-wide focus on the MCCDC/CD&I priorities established to most effectively achieve the Commandant's force development objectives. LoEs use Major Objectives (MOs) and Critical Tasks (CTs) to achieve the LoE's goal. MOs are broadly stated yet sufficiently defined with measurable outcomes that, when properly linked with other MOs and CTs, lead to the achievement of the LoE goal. 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, 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 and are supported by other MCCDC/CD&I organizations.

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 subtask lead. Support includes subject matter expertise, critical information, and domain support across DOTMLPF.

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

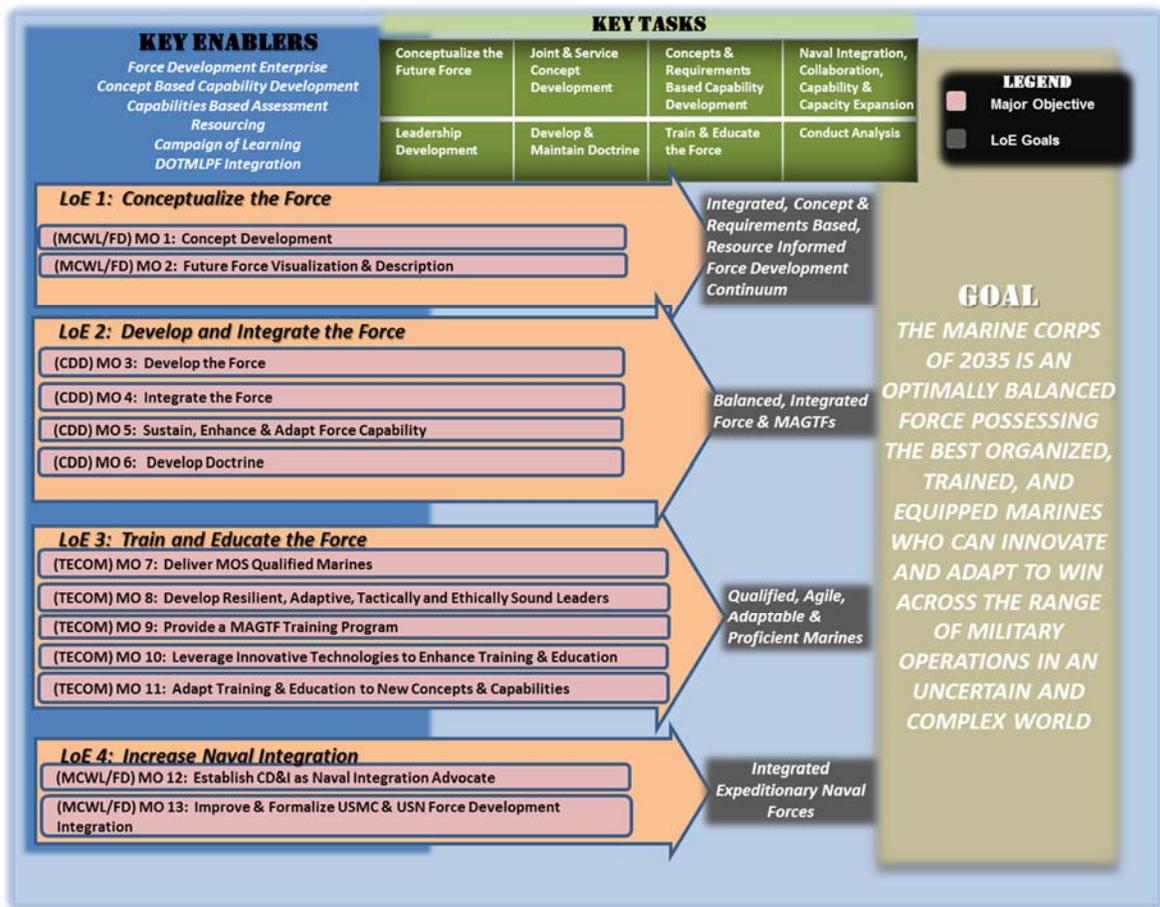


Figure 2: Force Development Lines of Effort

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 provides a vision of how we fight and a description of the future force that informs capability development and integration.

LoE 1 has two Major Objectives

MO 1: Concept development

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

Goal: Marine Corps concepts that provide a clear understanding of material and nonmaterial capability requirements.



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, and threats 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 concepts into the Future Force Implementation Plan (FFIP) that informs capabilities-based force development.

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 four Major Objectives

MO 3: 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 resource informed 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 4: Integrate the force

This MO focuses on 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 DOTMLPF capabilities leading to the objectives of the FFIP and ultimately enable the execution of Service and joint concepts.

MO 5: 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 6: 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 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 trains and educates 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: 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 7: 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 or retirement. It includes recruit training, Schools of Infantry, billet certifications, and MOS-specific, standards-based training at TECOM's formal learning centers that result in Marines prepared to serve in the operating forces. This includes a parallel process for Marine officers beginning with Officer Candidates School and continuing during both The Basic School and subsequent MOS schools.

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

MO 8: Develop Marines prepared to assume leadership roles in Marine Corps and Joint, Interagency, Intergovernmental, and Multinational (JIIM) assignments

This MO provides a professional cadre of Marine leaders that are resilient, adaptive, innovative, and imbued with the creativity and moral values required to make sound tactical and ethical decisions. Through career-long language, regional expertise, and culture education and training, it enables Marines and MAGTFs to operate more effectively amongst foreign populations and across the ROMO in foreign environments alongside a diverse community of partners and allies.

Additionally, this MO preserves and presents the cumulative operational and institutional experience of the Marine Corps as well as unit and individual achievement. It serves as the primary means of honoring Marine Corps tradition, building esprit, educating current and future leaders, and transmitting our heritage to Marines and the nation.

Goal: Promote leaders' critical-thinking and creative problem-solving abilities in preparation for positions of increased responsibility in domestic and foreign environments. Record and present the history of the Marine Corps.

MO 9: Provide standardized training to operate as a MAGTF in current and future environments

This MO is to train multi-capable units and MAGTFs to operate with JIIM forces as an integrated system. Through progressive, standards-based, and evaluated training, it enables Marines to meet the combatant commanders' requirements in the current and future operating environments, and operate within integrated, yet distributable, forces with a broad array of capabilities against unknown threats posed by conventional and hybrid threats.

Goal: Develop individuals and organizations to demonstrate tactical competence and decisive action with JIIM forces as an integrated system through all domains, across the ROMO, and effectively meet geographic combatant commander theater requirements.

MO 10: Leverage innovative technologies to enhance training and education

This MO enhances home station unit training through the sustainment and enhancement of live, virtual, and constructive training capabilities. It delivers progressive, repetitive training across a spectrum of weapons and combined arms operations that allows Marines to gain confidence overcoming tactical and ethical dilemmas in a simulated battlefield before actual combat.

Goal: Leverage modern immersive training and simulation technologies in order to improve readiness through increased 'reps and sets' of standards-based training and education. Provide the necessary environment to train Marines across a spectrum of weapons and combined arms operations.

MO 11: Adapt training and education to new capabilities

This MO assesses and drives necessary changes in training and education programs in order to address capability gaps and emergent operational requirements introduced through force development. This MO monitors and ensures training and education programs are continually evolving, but also responding to significant changes and/or the introduction of entirely new capabilities and methods of operating.

Goal: Identify required enhancements and/or gaps to current capabilities. Maintain training and education relevance consistent with the doctrine, tactics, and employment options of future environments.



LoE 4: Increase naval integration

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

Objective: A single Marine Corps advocate serves as 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 that are maritime in character.

LoE 4 has two Major Objectives

MO 12: 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 integration of naval capability development with the Navy and Coast Guard.



MO 13: 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

In order to remain relevant an organization must continuously transform through adaptation and innovation. We must understand the operating environment, the evolution of the threats, and our role within the Joint force. The Department of Defense Planning and Analytic Guidance describe and prioritize joint force development efforts, the Director of Intelligence Future Operating Environment provides our common understanding of the operating environment and threats, and the Commandant's Guidance provides a clear vision for the way ahead. This vision and the shared mental model for problem solving described in the Marine Corps Planning Process serve as the starting point for future force design.

DC CD&I directs the combat development enterprise through a Campaign of Learning. The insights we gain through collection influence the solutions we develop through analysis and assessment that inform programming and resourcing decisions. MCWL/FD is responsible for

providing CDD a comprehensive description of the future force (Future Force Implementation Plan). This is accomplished through a disciplined and deliberate Collection and Learning Analysis Plan that seeks to address our most vexing warfighting challenges in order to enhance the ability of the MAGTF in the near, mid and far term. The success of our force development process hinges upon our ability to develop and transition a comprehensive understanding of the future force into affordable solutions to the challenges described in the Defense Analytic Guidance.

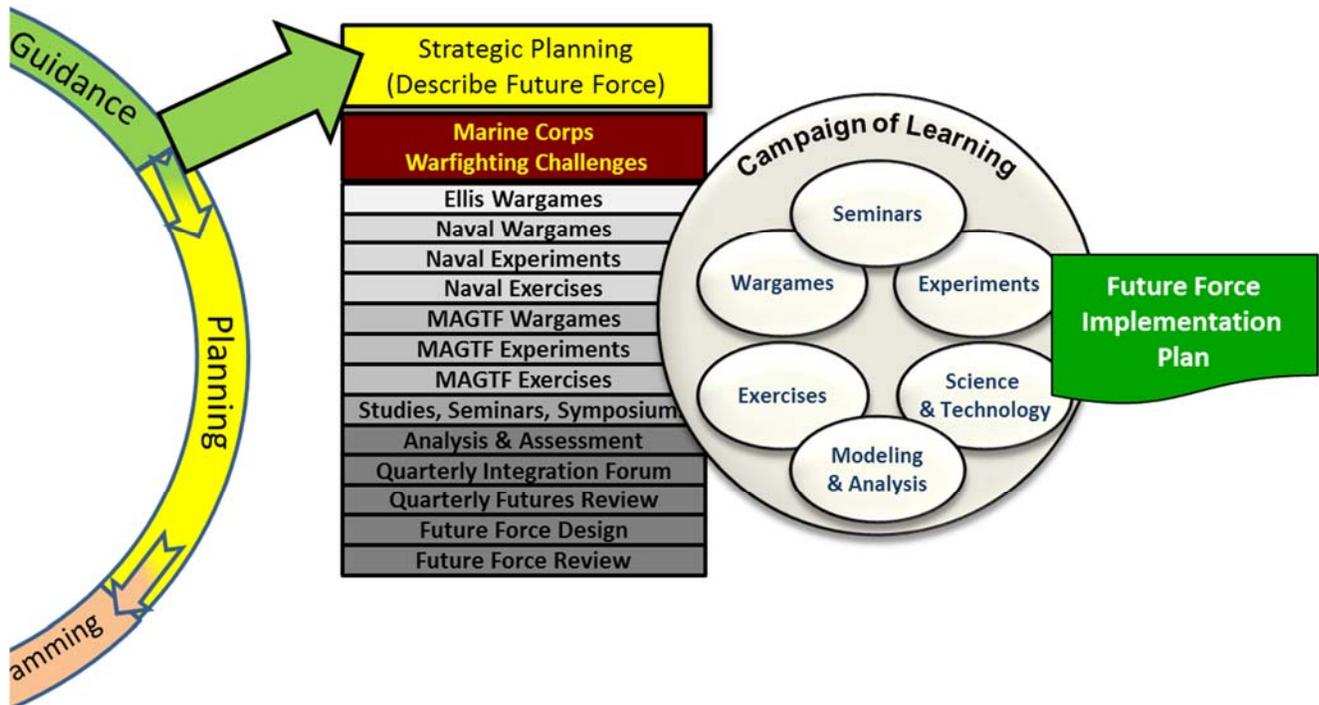


Figure 3: Strategic Planning

Observations, insights and findings may come from studies, concepts, seminars, experiments, wargaming, lessons learned, and recommendations from across the Marine Corps. To ensure the FDSP remains coordinated, integrated, and synchronized, the DCG / ADC 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 SPSM attended by the leaders from major subordinate organizations. It will provide the venue to share understanding, coordinate, guide, and assess progress across the organization. Additionally, the SPSM may identify first order problems (warfighting challenges) that must be solved in order for Marine Corps forces to successfully accomplish likely missions now and in the future. These first order problems will be referred to CG, MCWL/Director, FD as potential agenda items for discussion at 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 strategic plan. The SPSM will address the following throughout the year:
 - *Adherence to the current Defense Planning and Analytic Guidance.*
 - *Alignment of the CoL cycle with the CBA and POM planning.*

- *Integration of plans for experimentation, wargaming, and analysis.*
 - *Priorities and scenarios to be used for wargaming and analysis.*
 - *Development and refinement of the FFIP.*
 - *Assessing progress towards achieving lines of effort and their major objectives using Annex B.*
- Quarterly Integration Forum (QIF). The CG, MCWL/Director, FD is responsible for leading the Campaign of learning (CoL) and will chair a quarterly forum to determine and coordinate topics and issues for presentation at the QFR. 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 and proposed solutions.
 - Quarterly Futures Review (QFR). The QFR is the CG, MCCDC/DC CD&I tool to manage future force development progress and resolution of Marine Corps warfighting challenges. Moderated by the CG, MCWL/Director, FD it will be attended by the leadership within MCCDC/CD&I and selected external stakeholders. 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 CoL, wherein senior leaders and select subject matter experts will have a dialogue addressing select Marine Corps warfighting challenges to ensure shared understanding of identified challenges and proposed 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 CoL 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 an 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 the following four part framework

leveraging the Marine Corps Capabilities-Based Assessment process governed by MCO 3900.20 and illustrated in Figure 3 below:

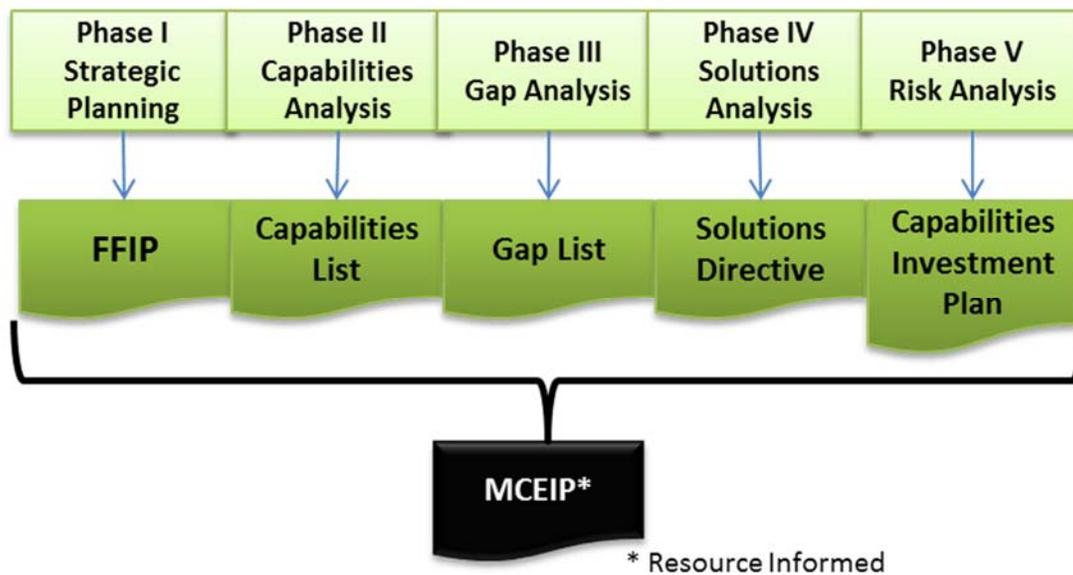


Figure 4: Development of the resource informed MCEIP

- **Describe how we will fight.** Projections of the future operating 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. The Marine Corps Operating Concept (“How an Expeditionary Force Operates in the 21st Century”) 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 doctrinal and capability-development actions.
- **Identify required capabilities.** Informed by the Campaign of Learning; capabilities, capacities, gaps, and potential solutions are analyzed. Solutions are framed in terms of the associated DOTMLPF and policy changes.
- **Conduct risk analysis and make solution decisions.** Proposed capability solutions are evaluated in light of operational gaps and their associated 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 resource informed 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.
- 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.” The operating forces, advocates, and proponents are the principal force development stakeholders within the Marine Corps. Enclosure (2) of MCO 5311.6, 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 staff of the Office of the Chief of Naval Operations (OPNAV), 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 organizations’ missions, 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.

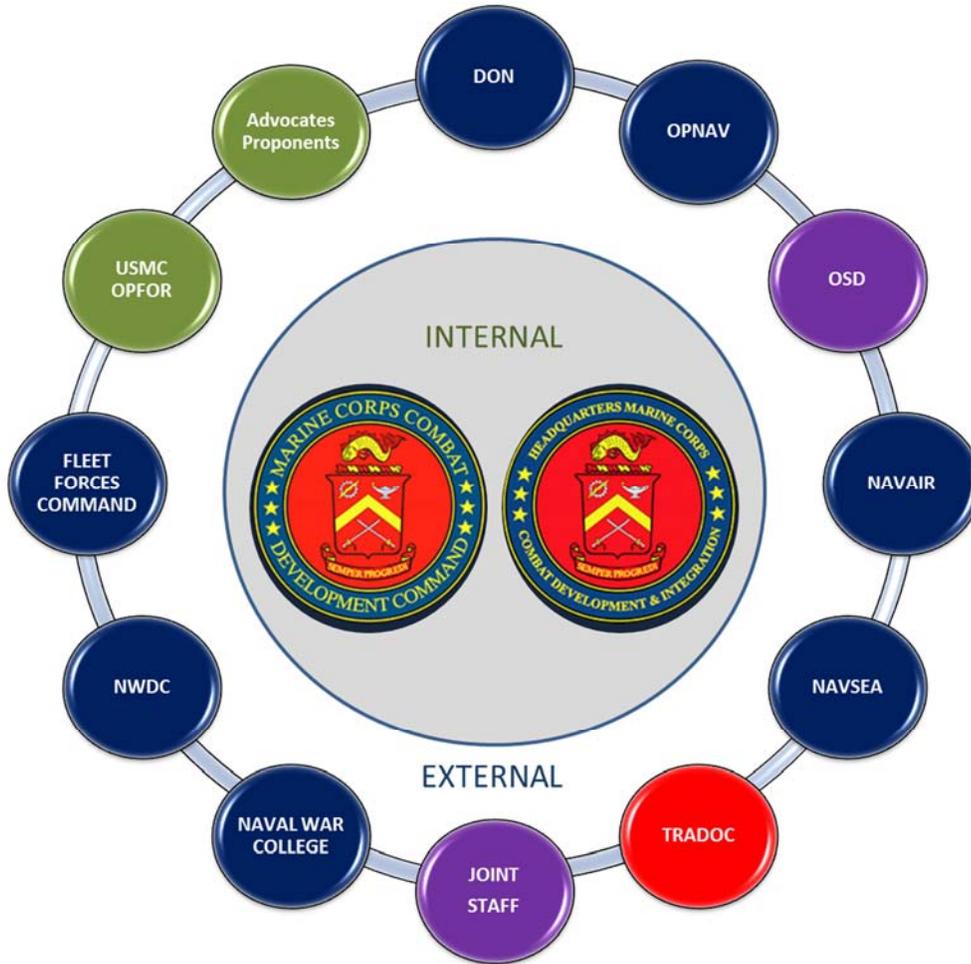


Figure 5 : Stakeholders

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 execution’s 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.

Due to the time required, the force development process begins more than three years in advance of budget execution.

Nesting of Guidance

The Marine Corps force development process uses inputs from many sources—but all flow from US Code Title 10 and are viewed by Marines through the lens of MCDP1, *Warfighting*. Based on this guidance and estimates of the future, joint and Service concepts are developed to guide force development

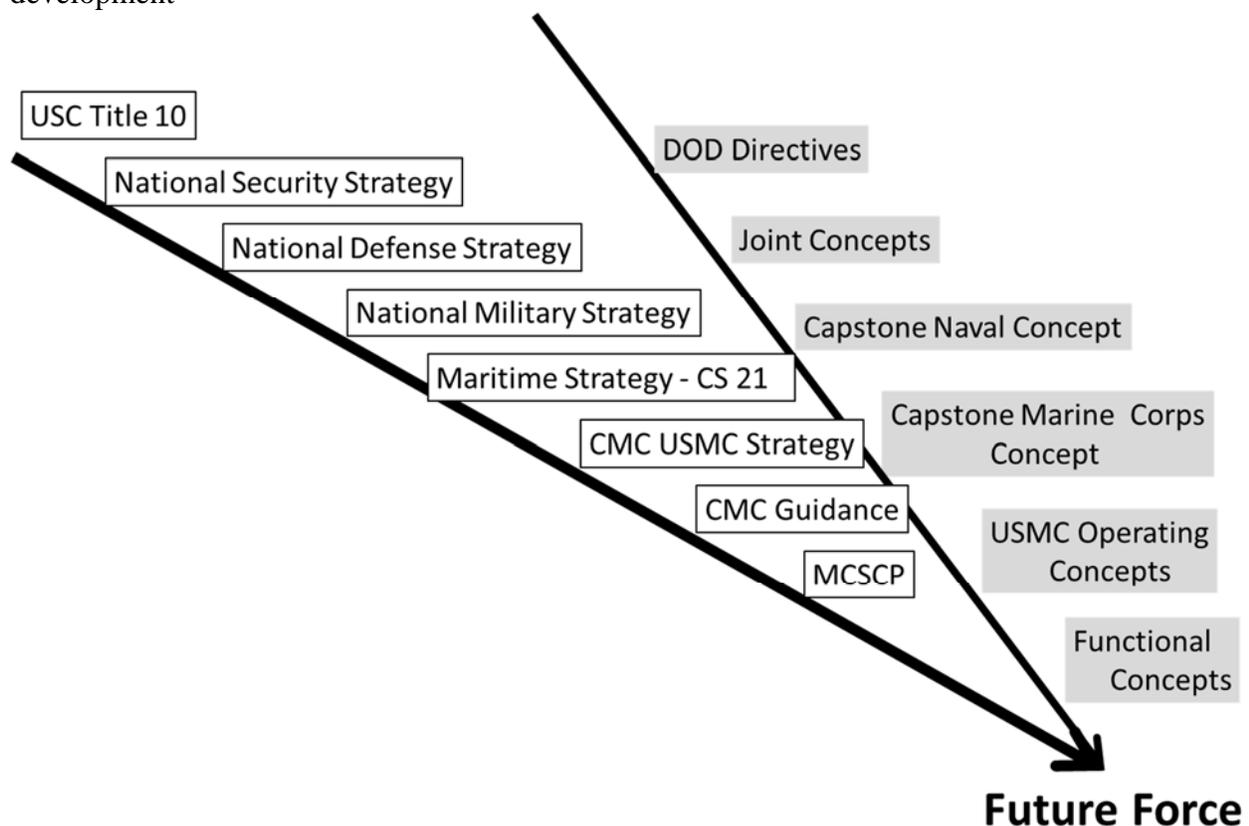


Figure 6: Nesting of Guidance.

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 transform the force 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 our 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 2035 and beyond.



Annex A

Objective to Task Matrix

1. Situation

This annex identifies and links critical tasks (CT), major objectives (MO), and lines of effort (LOE) 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, and 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

The objective to task matrix supports the assessment of the performance and progress of the force development plan. Key aspects of the matrix will be used to convey priorities, confirm planning milestones, present information, and identify risk during high-level forums.

The use of the matrix in plan integration will gain efficiencies and improve effectiveness in terms of KM information flow to/from the DC CD&I / CG MCCDC and across the headquarters and subordinate organizations.

The matrix is not a static document; it is designed to evolve as the operational environment develops. CTs may be added, changed, or 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	Develop 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	Conduct studies and analyses in support of concept development.	OAD
		1.1.7	Contribute to strategic analysis of USMC capabilities within strategic scenarios/ products and studies.	OAD

	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
		1.2.5	Analyze and assess various aspects of the campaign of learning.	OAD
		1.2.6	Develop and execute the Marine Corps Annual Wargame Plan in order to test and assess the validity of emerging operational concepts and concepts of employment.	MCWL/FD
		1.2.7	Develop and execute the Marine Corps Annual Experimentation Plan that assesses materiel and non-material solutions in order to enhance MAGTF operations.	MCWL/FD
		1.2.8	Develop and execute the Marine Corps Science and Technology Strategic Plan in order to prioritize and guide Marine Corps research and development efforts.	MCWL/FD
2			Develop and integrate the force	
	2.3		Develop the force.	CDD
		2.3.1	Adapt our current capabilities and capacities to improve our effectiveness in the existing operating environment.	CDD/TECOM
		2.3.2	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
		2.3.3	Conduct CBA and produce a resource informed MCEIP, to include cost benefit analysis.	CDD
		2.3.4	Develop and employ approved functional concepts as the basis for CBAs, to include wargaming, experimentation, gap analysis and DOTMLPF activities.	CDD,
		2.3.5	Develop CONOPS and Concepts of Employment, as necessary, to support CBAs and DOTMLPF activities.	CDD
		2.3.6	Develop and integrate solutions to capabilities gaps across the spectrum of DOTMLPF-Cost.	CDD
		2.3.7	Integrate force development activities with Navy counterparts by identifying, developing, assessing, and articulating Marine Corps seabasing and expeditionary ship/connector requirements and related doctrine in order to facilitate MAGTF integration with naval expeditionary forces.	CDD
		2.3.8	Conduct capability portfolio management, ensuring integration and prioritization of today's and tomorrow's capabilities to make resource-informed decisions.	CDD
		2.3.9	Develop and integrate capabilities needed for the Marine Corps to field combat-ready forces.	CDD

		2.3.10	Integrate capabilities development activities within and across functional portfolios.	CDD
		2.3.11	Generate materiel requirements.	CDD
		2.3.12	Define the detailed structure, organization, and equipment needed for the Marine Corps.	CDD
		2.3.13	Serve as the executive agent for the Marine Corps capability development assessment.	CDD
		2.3.14	Lead the Warfighting Investment Program Evaluation Board.	CDD
		2.3.15	Identify, develop, and articulate Marine Corps seabasing-required capabilities.	CDD
		2.3.16	Inform and assess Marine Corps seabasing and shipbuilding DOTMLPF requirements integration throughout the JCIDS process with all advocates and resource sponsors.	CDD
		2.3.17	Execute the Marine Corps Language, Regional Expertise and Culture (LREC) Strategy.	TECOM
		2.3.18	Conduct analysis in support of combat development and system acquisition.	OAD
		2.3.19	Assess current capabilities, and identify, quantify, and prioritize capability gaps to inform combat development processes.	OAD
		2.3.20	Coordinate CMC/CSA level force development issues through the Army-Marine Corps Board.	CDD
	2.4		Integrate the force.	CDD
		2.4.1	Conduct force structure management.	CDD
		2.4.2	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
		2.4.3	Develop and maintain the Marine Corps Task List and Mission Essential Task Lists.	CDD
		2.4.4	Integrate MAGTF requirements with amphibious, maritime prepositioning, and expeditionary ships and connectors.	CDD
		2.4.5	Conduct analysis in support of combat development and naval integration.	OAD
	2.5		Sustain, enhance, and adapt the force capability.	CDD
		2.5.1	Manage and maintain the Total Force Structure Management System.	CDD
		2.5.2	Maintain conduit and process for urgent and emergent operational needs.	CDD
		2.5.3	Manage and coordinate Urgent Universal Needs Statements (UUNS) and other OPFOR-generated force development initiatives in a manner consistent with current operational needs.	CDD
		2.5.4	Conduct DOTMLPF/Cost analysis for the enterprise.	CDD
	2.6		Develop doctrine.	CDD
		2.6.1	Develop, maintain, and publish Marine Corps doctrine.	CDD
		2.6.2	Coordinate Marine Corps input to naval, joint, multi-Service, allied, and	CDD

			multinational doctrine.	
		2.6.3	Guide the development of doctrinal publications in the Marine Corps and Navy to reflect seabasing-related advances in concepts and employment.	CDD
3			Train and educate the force	
	3.7		Deliver MOS qualified individual Marines through the civilian-to-Marine transformation process to meet operational demands.	TECOM
		3.7.1	Provide basic training to recruits and evaluation of officer candidates.	TECOM
		3.7.2	Train Marines in basic infantry combat skills.	TECOM
		3.7.3	Deliver training programs that ensure Marines achieve basic MOS qualification and skills progression.	TECOM
	3.8		Develop Marines prepared to assume leadership roles in Marine Corps and JIIM assignments.	TECOM
		3.8.1	Educate leaders to meet the challenges of a complex security environment.	TECOM
		3.8.2	Promote, present, and preserve Marine Corps history.	TECOM
	3.9		Provide standardized training to operate as a MAGTF in current and future environments.	TECOM
		3.9.1	Provide standardized service-level training in accordance with MCO 3500.11.	TECOM
		3.9.2	Establish individual and collective tasks that ensure standardization of training.	TECOM
		3.9.3	Support force generation through the development and execution of pre-deployment training.	TECOM
	3.10		Leverage innovative technologies to enhance training and education.	TECOM
		3.10.1	Increase skill levels and confidence in individuals and units through more repetitious and realistic training using modern simulations-based capabilities.	TECOM
		3.10.2	Provide ranges and training areas that meet OPFOR live training requirements.	TECOM
		3.10.3	Enhance student learning in training and education programs through the use of technology.	TECOM
		3.10.4	Improve training realism through the use of immersive training environment capabilities in order to deliver more effective and challenging training.	TECOM
	3.11		Adapt training and education to new capabilities.	TECOM
		3.11.1	Provide lessons learned to the service in order to drive corrective actions.	MCWL/FD
		3.11.2	Develop emergent training and education capabilities that enable Marines to operate successfully in future environments.	TECOM
4			Increase naval integration	
	4.12		Establish CD&I as naval integration advocate.	MCWL/FD
		4.12.1	Incorporate the Naval Board guidance and direction.	MCWL/FD
		4.12.2	Establish deliberate, defined, and collaborative relationships between	MCWL/FD

			OPNAV and HQMC.	
		4.12.3	Establish HQMC roles and responsibilities and integration process for naval policy, advocacy and proponentcy, requirements, and capabilities.	MCWL/FD
		4.12.4	Develop collaboration and integration process, products, and tools for HQMC/enterprise naval integration initiatives.	MCWL/FD
	4.13		Improve and formalize Marine Corps and Navy force development integration.	MCWL/FD
		4.13.1	Determine organizational and staff requirements to properly conduct naval integration.	MCWL/FD
		4.13.2	Develop naval expeditionary operating concepts.	MCWL/FD
		4.13.3	Collaborate with Fleet Forces Command in order to find opportunities to integrate Marine Corps and Navy annual wargaming and experimentation plans.	MCWL/FD
		4.13.4	Increase S&T collaboration in support of key enabling needs resourced by the Navy that include support to the Sea Base, Naval Aviation, and Naval Medicine and Human Performance.	MCWL/FD
		4.13.5	Analyze naval capabilities to support combat development and systems acquisition.	OAD
		4.13.6	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
		4.13.7	Inform and assess Marine Corps seabasing and shipbuilding DOTMLPF requirements integration throughout the JCIDS process with all advocates and resource sponsors.	CDD
		4.13.8	Conduct analysis in support of naval integration capabilities development and systems acquisition.	OAD

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Annex B

Task Assessment Matrix

<i>Assess Task against all 3x assessment categories (Time, Performance & Resourcing):</i> <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	Performance	Resourcing			
	Green On-track • No issues	Task on track to be completed in accordance with established suspense date.	And	Task meets all completion metrics as established by Task Lead.	And	No resourcing <u>constraints</u> that impact key dates, completion, or implementation <u>in terms of funding, personnel, logistics, technology, etc.</u>
	AMBER • Slightly off-track • Minor working issues	Expected to <u>miss an immediate key date</u> (milestones or decision points) BUT <u>will meet planned date for completion or implementation</u>	Or	Task meets most completion metrics as established by Task Lead.	Or	<u>Minor resourcing constraints</u> that can be internally mitigated or resolved, OR impact key dates, but not completion or implementation date, OR slightly impact quality without affecting key tasks or critical evaluation criteria
	RED • Off-track • Significant issues	Expected to <u>miss an immediate key date</u> (milestones or decision points) AND <u>will NOT meet planned date for completion or implementation</u>	Or	Task does not meet majority of completion metrics as established by Task Lead.	Or	<u>Significant resourcing constraints</u> that require leadership decision or involvement, OR cause delay with completion or implementation, OR impacts critical quality criteria (key tasks or evaluation criteria)
	Not Assessed	<ul style="list-style-type: none"> • New initiative/project/action ... lead organization not yet able to assess progress 				
	Complete	<ul style="list-style-type: none"> • 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 assessments are designed to inform and update the CG/DC and staff on progress of execution of the Force Development Strategic Plan.

Task Assessment Matrix

LoE 1: Conceptualize the force	Lead	Assessment		
		Previous	Current	Projected
MO 1: Concept development.	MCWL/FD			
MO 2: Future force visualization and description.	MCWL/FD			
LoE 2: Develop and integrate the force	Lead	Assessment		
		Previous	Current	Projected
MO 3: Develop the force.	CDD			
MO 4: Integrate the force.	CDD			
MO 5: Sustain, enhance, and adapt the force capability.	CDD			
MO 6: Develop doctrine.	CDD			
LoE 3: Train and educate the force	Lead	Assessment		
		Previous	Current	Projected
MO 7: Deliver MOS qualified individual Marines through the civilian-to-Marine transformation process to meet operational demands.	TECOM			
MO 8: Develop Marines prepared to assume leadership roles in Marine Corps and Joint, Interagency, Intergovernmental, and Multinational (JIIM) assignments.	TECOM			
MO 9: Provide standardized training to operate as a MAGTF in current and future environments.	TECOM			
MO 10: Leverage innovative technologies to enhance training and education.	TECOM			
MO 11: Adapt training and education to new capabilities.	TECOM			
LoE 4: Increase naval integration	Lead	Assessment		
		Previous	Current	Projected
MO 12: Establish CD&I as naval integration advocate.	MCWL/FD			
MO 13: Improve and formalize Marine Corps and Navy force development integration.	MCWL/FD			

Annex C

Strategic Plan Implementation

The Capabilities Based Assessment (CBA) serves as the planning phase of the Marine Corps Planning, Programming, Budgeting, and Execution (PPBE) system. The process is in accordance with CJCSI 3170.01I and codified in MCO 3900.20 and other directives, but it is being continuously refined and the elements are presented in this Annex.

In broad terms the CBA process has two major elements: strategic planning to describe the future force and the detailed analysis of required capabilities leading to the identification of necessary solutions that are reflected in a resource informed Marine Corps Enterprise Integrated Plan (MCEIP). The resource informed MCEIP informs Marine Corps, Department of the Navy, and Department of Defense input to the budget the President presents to Congress. Due to the time required for budget development and required Congressional actions, the resource informed MCEIP is completed a year and a half before Congress authorizes and appropriates funding. To meet this suspense, the force development process begins more than three years in advance of the execution phase of PPBE.

As a result, the force development community is simultaneously involved in the planning, programming, and budgeting of up to four proposed budgets.

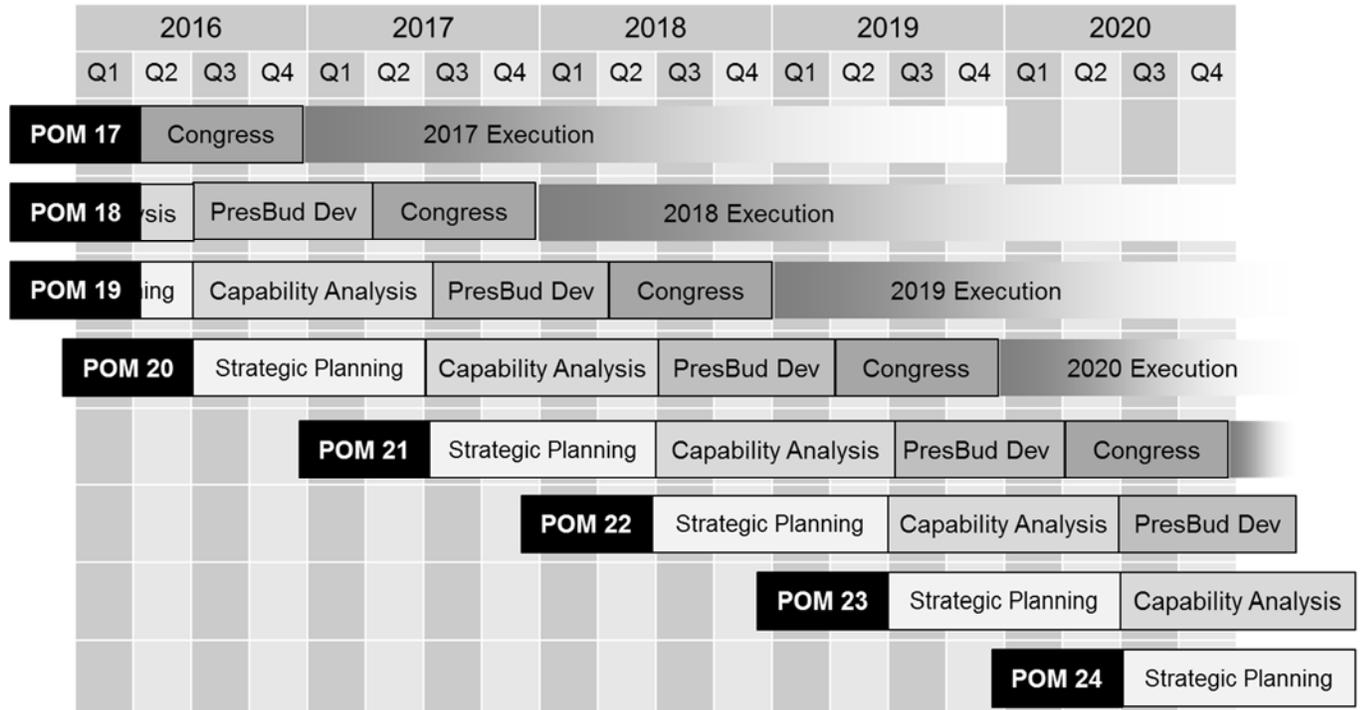


Figure 7: Overlapping Processes

The annual CBA process consists of five phases: describing the future force, identifying required capabilities, identifying gaps, developing solutions, and conducting risk analysis. The primary output is the resource informed MCEIP that provides the results of analysis and describes implementation actions necessary to achieve required Marine Corps capabilities. Executing all five phases requires about 24 months.

The objectives of the first phase are accomplished through a continuous campaign of learning, led by Commanding General of the Marine Corps Warfighting Laboratory/ Director Futures Directorate (MCWL/FD) supported by all elements of the force development community. While the campaign is continuous, annually MCWL/FD publishes a Future Force Implementation Plan (FFIP) that serves as the basis and provides initial guidance for subsequent force development efforts. The information provided by the FFIP is subject to ongoing update and revision. Appendices 1, 2, and 3 of this annex further describe the lines of effort, campaign of learning, and the associated warfighting challenges.

Phases two through five constitute capability analysis. The Director Capabilities Development Directorate (CDD) leads these phases, supported by the force development community. The primary output is the resource informed MCEIP that is integrated across the Marines Corps; all pillars of Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel, Facilities and Policy (DOTMLPF-P); and all Marine Corps Program Evaluation Boards (PEBs). DC P&R uses the resource informed MCEIP to develop a tentative program objective memorandum.

Appendix 4 presents a broader perspective of how force development efforts are linked to other Marine Corps processes and directives.

DC CD&I completes the resource informed MCEIP annually in March using the following timeline:

- Phase 1: Strategic Planning Future Force Implementation Plan completed in March
- Phase 2: Capabilities Analysis Capabilities List approved in July
- Phase 3: Gap Analysis Gap List approved in October
- Phase 4: Solutions Analysis Solution Development Document approved in November
- Phase 5: Risk Analysis Capabilities Investment Plan completed in January

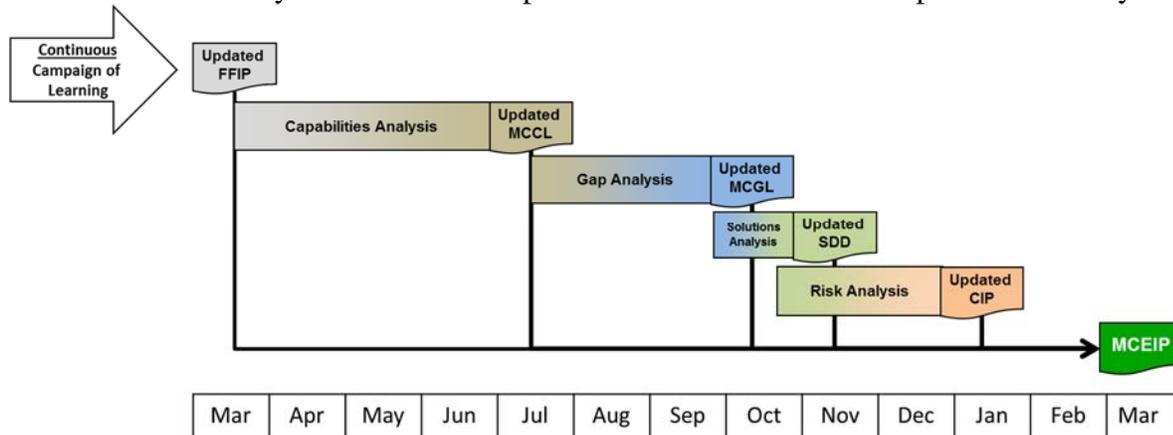


Figure 8: Resource Informed MCEIP Development Sequence.

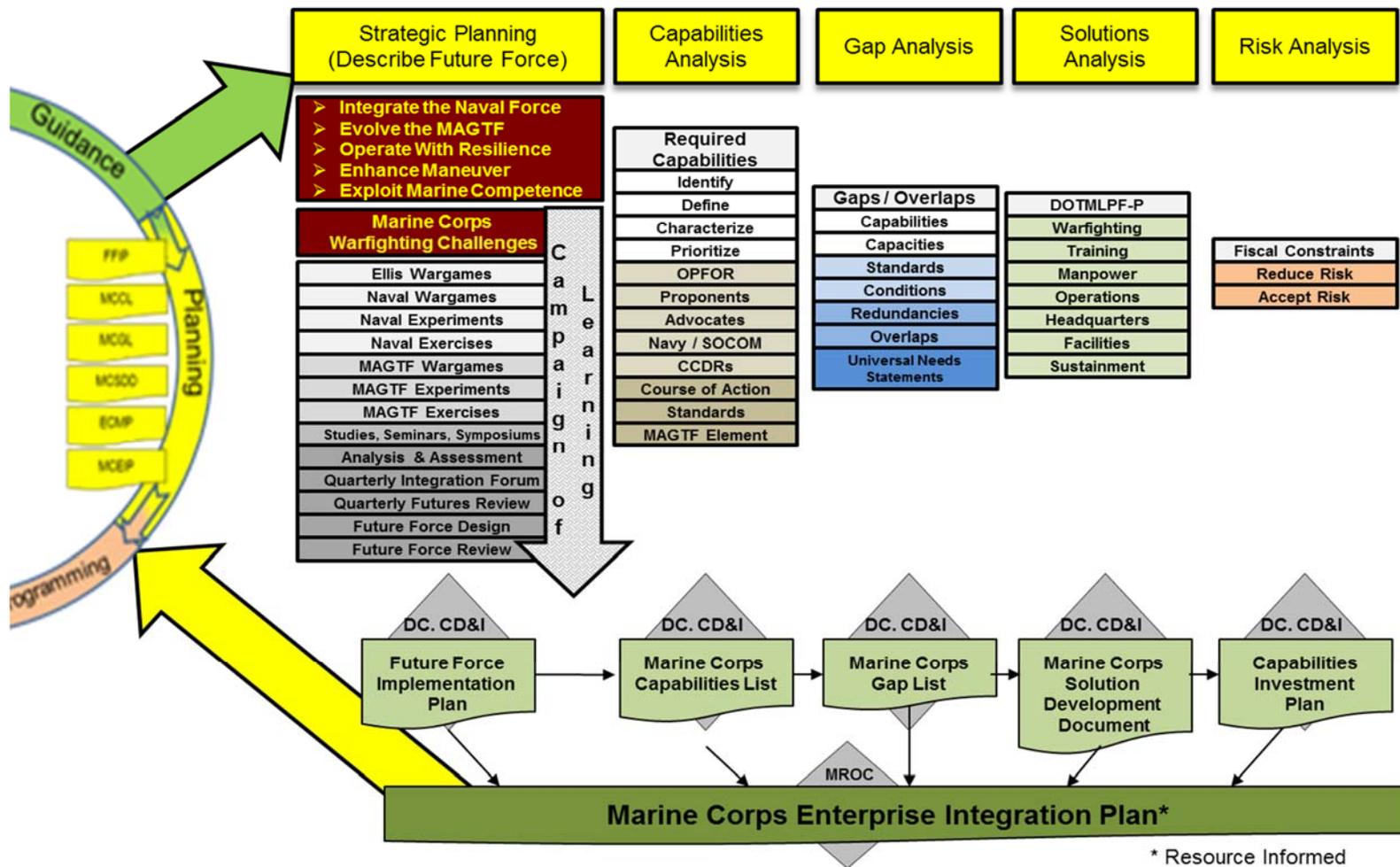


Figure 9: MCEIP Development Phases

Appendices:

- 1- Lines of Efforts and Campaign of Learning
- 2- Campaign of Learning Process
- 3- Marine Corps Warfighting Challenges
- 4- Force Development and Management Framework

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Appendix 1 to Annex C (Strategic Plan Implementation)

Lines of Effort and Campaign of Learning

1. Introduction. MCCDC/CD&I is the executive agent for the Marine Corps Campaign of Learning in support of the Service strategy and Marine Corps Operating Concept (MOC). The CG MCWL/Director, FD leads this effort and provides direct supervision. All other MCCDC and CD&I organizations are in support of CG MCWL/Director, FD. The Marine Corps Campaign of Learning integrates and synchronizes 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 MOC development by identifying DOTMLPF solutions across the near-, mid-, and long- 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).

c. Deliverables. Outputs from the Marine Corps Campaign of Learning will provide CDD with a Future Force Implementation Plan (FFIP) which will guide the assessment of current gaps and capabilities that will guide the development of solutions across joint capability areas (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 resource informed 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 2 to Annex C (Strategic Plan Implementation)

Campaign of Learning Process

1. In order to promote unity of effort across the near (0-2 years), mid (3-5 years) and far-terms (6-30 years), we have identified overarching “Warfighting Challenges” that must we overcome and develop a Campaign of Learning (CoL) that informs activities throughout the force development continuum.

2. Our force development methodology begins with a threat based understanding of how we intend to fight in the future communicated through our capstone, operating and functional concepts. A review of recent and historic operational after action reports and lessons learned revealed enduring Warfighting Challenges. The Warfighting Challenges serve as the foundation for an analytic framework where each Warfighting Challenge is posed as a problem statement or “first order” question. These “first order” questions are DC CD&I’s Critical Information Requirements which focus the efforts of the Collection and Learning Analysis Plan. Using the problem statement, we develop Learning Demands (or second order questions) which help bound the problem and provide rigor to our analysis. Through analysis and assessment of relevant insights harvested from wargames, experiments, exercises, after action reports, lessons learned, and studies we develop a baseline running estimate of the capabilities we either possess or require.

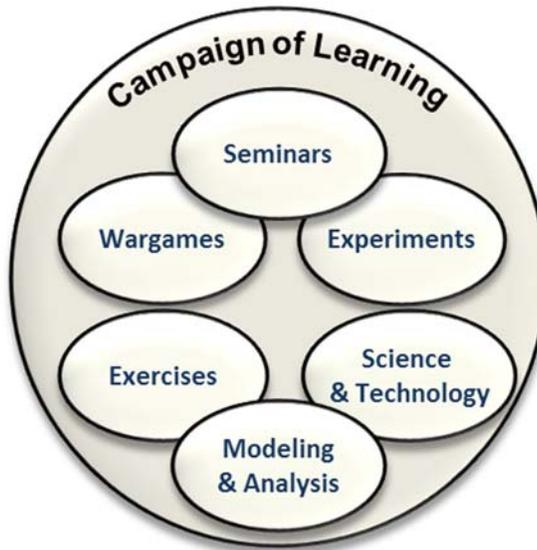


Figure 10: Campaign of Learning

The compilation of these capabilities will form the basis for our future force design. This process requires collaboration that promotes integration and transparency while informing concept and capability development. This process also ensures we are nested with the Marine Corps Service Strategy while remaining linked to Joint, Naval and Marine Corps operating concepts. The overall objectives of this process are:

- (1) Enhance our collective understanding of the future operating environment

(2) Develop the operating and functional concepts that provide a vision of how we intend to employ the future force

(3) Ensure capabilities are derived from our warfighting challenges that address current and emerging threats

(4) Inform the decisions that influence how we will organize, man, train and equip the future Marine Corps

3. The Warfighting Challenges provide a framework for specific areas to study and examine. In order to analyze and assess our Warfighting Challenges, it is necessary to build and maintain a repository of relevant data. We do this by harvesting the lessons and insights derived from wargaming, experiments, and exercises, but also by establishing enduring relationships and leveraging our joint counterparts that do the same. We must identify priority operating force exercises in order to focus collection efforts on exercises that provide us the best return on investment. We utilize these insights to conduct Quarterly Integration Forums ensuring alignment and integration of assessment and development efforts and Quarterly Futures Reviews with all relevant stakeholders where senior leaders and subject matter experts contribute to force design. The primary output we produce will be an annual Future Force Implementation Plan that receives Commandant guidance during a Future Force Review. The FFIP shall serve as a starting point for identifying needed capabilities during the Capabilities Based Assessment – it will include:

(1) A vision of the future operating environment

(2) A description of existing and emerging adversary capabilities that place the MAGTF in tactical under-match with links to appropriate Department of Defense scenarios.

(3) Attributes of the future MAGTF and aspirational capabilities that restore or mitigate our tactical over-match dilemma

(4) Identification of potential opportunities

4. To successfully address the warfighting challenges, the CoL 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? To help frame this type of dialogue, the methodology can be broken down into logical subsets, as elaborated on in the definitions below.

5. Twelve warfighting challenges (MCWC) have been identified with corresponding lead agencies to fully develop each warfighting challenge and integrate capability solutions through the CoL. Appendix 3 amplifies the warfighting challenges:

MCWC 1 Integrate the naval force to fight at and from the sea (MCWL/FD)

MCWC 2 Conduct entry operations (MCWL/FD)

- MCWC 3 Ensure interoperability throughout the Joint, Interagency, Intergovernmental and Multinational (JIIM) force and shape the security environment (CEAB)
- MCWC 4 Special operations forces integration, interoperability, and interdependence (I3) (MCWL/FD)
- MCWC 5 Conduct information warfare (CDD)
- MCWC 6 Develop situational understanding (CDD)
- MCWC 7 Employ 21st century MAGTF (and Naval) fires (CDD)
- MCWC 8 Conduct maneuver warfare (MCWL/FD)
- MCWC 9 Sustain the expeditionary force (MCWL/FD)
- MCWC 10 Protect the force (CDD)
- MCWC 11 Enhance training to mission (TECOM)
- MCWC 12 Improved individual training and education (TECOM)

6. Campaign of Learning Managers and Warfighting Challenge Leads. The Campaign of Learning Executive Manager (CoLEM) serves as CG MCWL / Dir FD executive manager of the entire CoL process. The CoLEM is supported by Campaign of Learning Managers from MCWL/FD who manage the learning demands across a small portfolio of MCWCs and support the Warfighting Challenges Leads and their action officers. Each MCWC is assigned to an organization that designates a Warfighting Challenge Lead.

(1) Managers and Leads will meet monthly in order to synchronize activities, identify areas of concern, and identify trends/threads within and across MCWC areas and review “new” ideas/capabilities. Managers and leads will prepare material for inclusion into the QIF and QFR briefings to the senior leaders of the Marine Corps. Outcomes of these briefs will be incorporated into the CoL and tracked accordingly. This senior-level feedback is critical to the CoL process and enhances future force development. The Operations Analysis Directorate will support MCWC managers and Leads.

(2) Managers and Leads will incorporate analysis to ensure recommendations are not based solely on subject matter expertise and military judgement. Additionally, through the QIF and QFR, updates and guidance will be provided frequently. The endstate is that the CoL presents a transparent and analytically rigorous process that will guide the development of the future force.

(3) Managers and Leads will recommend changes to the Collection and Learning Analysis Plan for consideration by MCWL/FD. Updates will be provided at the Strategic Plan Synchronization Meeting to include the identification of areas that require additional analysis.

7. Campaign of Learning Analytics. MCWL/FD will ensure the Campaign of Learning includes the analytic support and assistance from Operations Analysis Directorate to:

- Ensure force development recommendations comply with Defense Analytic Guidance,
- Ensure adequate and defensible transition from MCWL/FD to CDD and provide the basis for defensible programmatic decisions and service POM assessments.

(1) Using the Warfighting Challenges as an analytic framework, the analysis should focus on insights into which capabilities should be enhanced or developed. These may include:

- Identify key attributes of each MCWC that may be analyzed

- Identify shortfalls impeding assessment of key attributes
- Identify metrics and methods to provide insight on interrelationships tradeoffs between attributes
- Identify potential analytic approaches to assess metrics
- Recommend analysis priorities
- Develop a plan to align resources to analysis priorities
- Identify cross-challenge area relationships/dependencies.
- Identify candidate topics for inclusion into the service analysis plan

Appendix 3 to Annex C (Strategic Plan Implementation)

Marine Corps Warfighting Challenges

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

(1) Integrate the Naval Force to Fight at and from the Sea: How does the Marine Corps conduct integrated naval operations across the range of military operations in order for naval forces to perform the essential functions of deterrence, sea control, power projection, maritime security, and all-domain access. (MCWL/FD)

(2) Conduct Entry Operations: How to project expeditionary forces, conduct forcible and early entry, and transition rapidly to offensive operations to ensure access and seize the initiative. (MCWL/FD)

(3) Ensure interoperability throughout the Joint, Inter-agency, Intergovernmental and Multinational (JIIM) Force & Shape the Security Environment: How to integrate joint, inter-agency, intergovernmental, and multinational partner capabilities to ensure unity of effort and shape and influence security environments, engage key actors, and consolidate gains to achieve sustainable security outcomes in support of Geographic and Functional Combatant Commands and Joint requirements. (CEAB)

(4) SOF Integration, Interoperability, and Interdependence (I3): How to ensure the Marine Corps builds capabilities that facilitate integration, interoperability, and interdependence with Special Operations Forces across the entire range of military operations as well as throughout every phase of an operation. (MCWL/FD)

(5) Conduct Information Warfare: How to develop capabilities that are holistically developed, effectively integrated that preserve the commanders' ability to fight and win in a contested information environment. Integral capabilities that support IW are: Communications and Network connectivity, Intelligence, Electronic Warfare, Information Engagement, Cyberspace Operations, Space Operations, and Information related Special Technical Operations/Special Access Programs. (CDD)

(6) Develop Situational Understanding: How to develop and sustain a high degree of situational understanding while operating in complex environments against determined, adaptive enemy organizations. (CDD)

(7) Employ 21st Century MAGTF (and Naval) Fires: How do we enable our respective MAGTFs & Naval Task Forces to leverage both Kinetic and Non-Kinetic organic, naval and joint fires capabilities in support of cognitive and physical maneuver in the 21st Century. (MCWL/FD)

(8) Conduct Maneuver Warfare: How do we reinvigorate maneuver warfare philosophy that relies on rapid, flexible, and opportunistic action to generate and exploit advantage over the adversary with an emphasis on the urban littorals? (MCWL/FD)

(9) Sustain the Expeditionary Force: How does our logistics enterprise develop responsive, agile, and resilient support architectures necessary to support and sustain operations on the move in austere environments, frequently on short notice, and in operational requirements that may dictate the dispersal of forces across a large geographic area and require EABs to be rapidly established, disestablished and re-established elsewhere, while accounting for A2AD threats and proliferation of ISR-strike capabilities to the viability of large, fixed-site support facilities. (MCWL/FD)

(10) Protect the Force: The Marine Corps presently considers “protection” and “force protection” as overlapping but separate concerns. Within this framework, “protection” applies to posts, bases and installations, while “force protection” focuses on forward deployed combat formations and aims at preventing/ disrupting hostile enemy actions within a specific area of operation. While this layered approach sufficed when our adversaries were willing to remain conveniently positioned on an overseas battlefield, today’s threats are rapidly negating this assumption. Thus, looking forward, the “protection function” must incorporate all Marines regardless of purpose and location. (CDD)

(11) Enhance Training to Mission: How do we provide training that is progressive, challenging, relevant and realistic in order to ensure units are prepared to operate under the tenets of maneuver warfare. (TECOM)

(12) Improved Individual Training and Education: How must individual training and education evolve in order to ensure Marines are able to think on their feet and exploit opportunities to gain the advantage in current and future operational environments? (TECOM)

Appendix 4 to Annex C (Strategic Plan Implementation)

Force Development and Management Framework

The actions required to develop the future Marine Corps and manage the current Marine Corps are closely linked and addressed by a number of directives. The general framework of designing the force, building the force, preparing the force, generating the force, and employing the force are supported by the actions necessary to resource and assess the force as shown in the figure below.

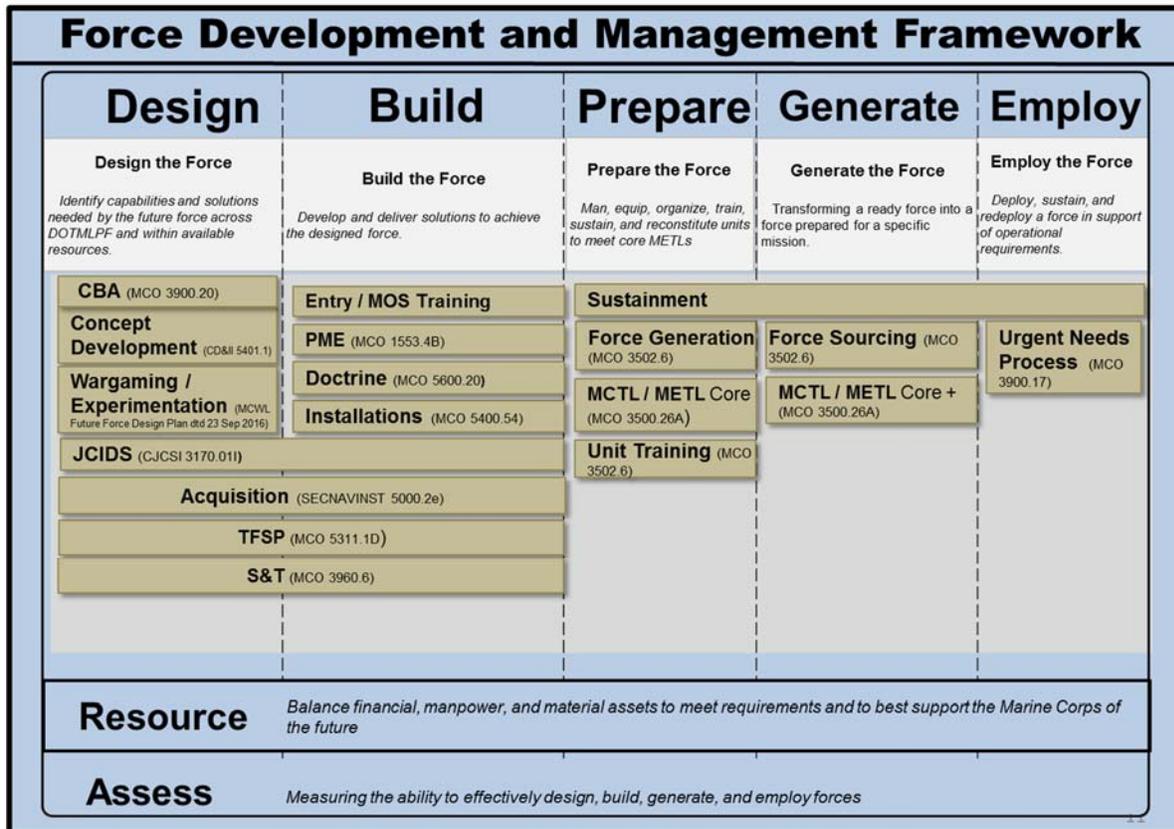


Figure 11: Synchronization of Force Development and Force Management

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Annex D

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 for 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, analysis, 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, analysis, 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-P—doctrine, organization, training, materiel, leadership and education, personnel, facilities, and Policy. (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 an 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)—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 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 resource informed plan capturing the objective capabilities analysis conducted across the strategically aligned and Marine Requirements Oversight Council-approved Marine Corps Capabilities-Based 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 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.

Warfighting Challenge (MCWC)- Warfighting Challenges serve to identify our most vexing operational challenges and are posed as problem statements or “first order” questions. These “first order” questions are DC CD&I’s Critical Information Requirements which focus the efforts of the Collection and Learning Analysis Plan. Warfighting Challenges are enduring until they are fully resolved or proven insufficient.

