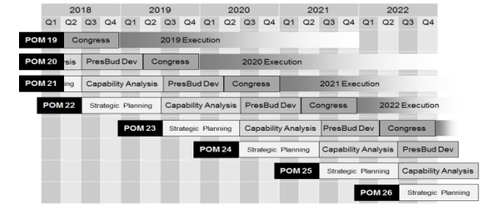
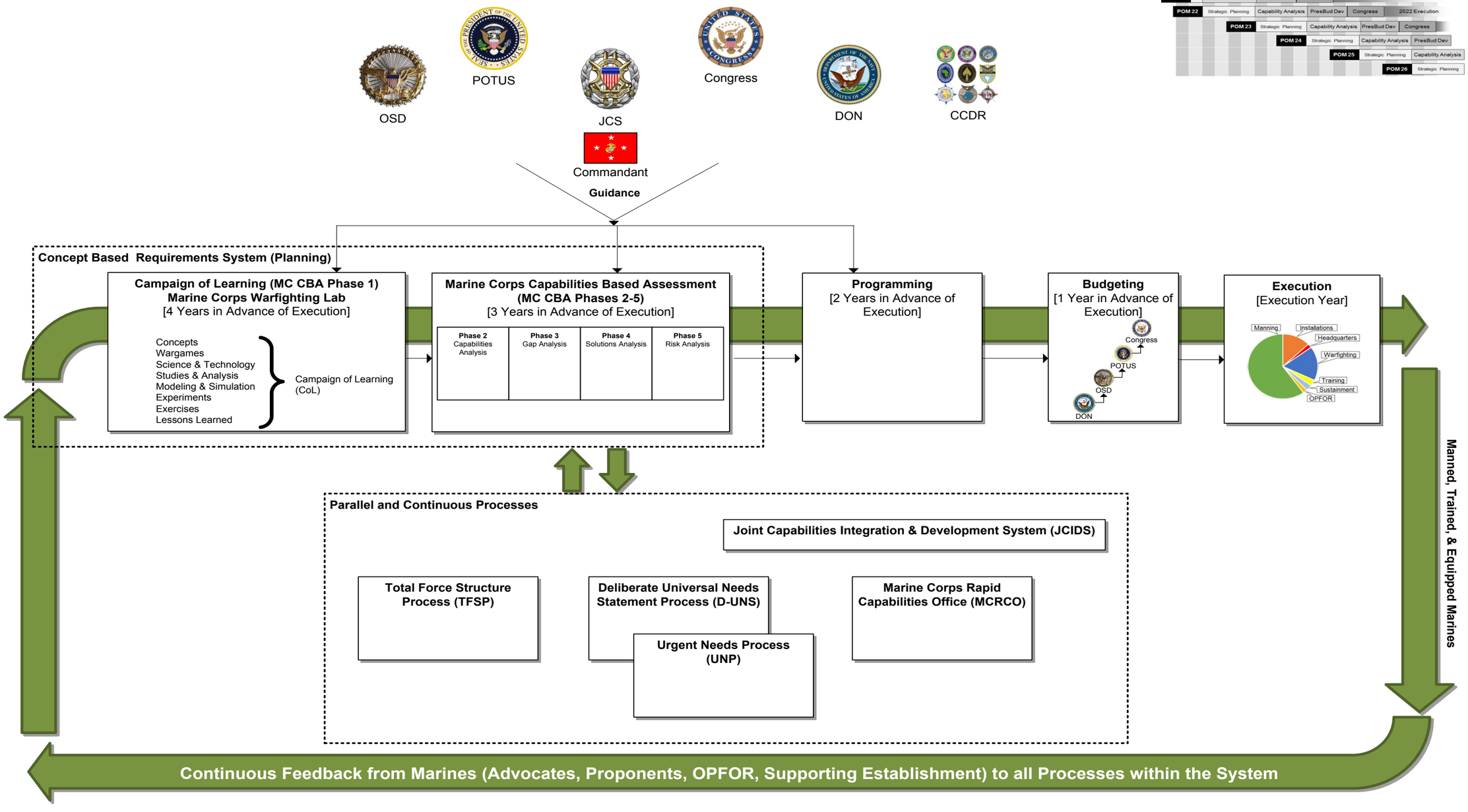
UNITED STATES MARINE CORPS

Force Development System User Guide

USMC FORCE DEVELOPMENT SYSTEM OVERVIEW





USMC Force Development System Overview (Level 0)

DEPARTMENT OF THE NAVY
HEADQUARTERS UNITED STATES MARINE CORPS
3300 RUSSELL ROAD
QUANTICO, VA 22134-5001

IN REPLY REFER TO:

20 Apr 18

Deputy Commandant Combat Development and Integration

Our mission is to develop future operational concepts and determine how to best organize, train, educate, and equip the Marine Corps of the future. We accomplish this by validating concepts and identifying capabilities across doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy.

Force development requires the translation of strategic guidance into manned, trained, and equipped organizations able to provide capabilities to Combatant Commanders. To do this we must understand the elements of the force development system, their relationships, decision points, and integration with stakeholder expertise. Done well, force development requires both art and science but is meaningless unless it provides capabilities in time.

This user guide provides and describes high level and supporting lower level graphical depictions of the linked processes. Its primary objective is to assist stakeholders in becoming more knowledgeable and effective. The Marine Corps Capabilities Based Assessment is the centerpiece of the force development process supported by the Campaign of Learning, Joint Capabilities Integration Development System, Total Force Structure Process, Urgent Needs and Deliberate Universal Need Statement Processes, and the Marine Corps Rapid Capabilities Office. Integration of these processes is imperative to provide the rigor and decision space for the Commandant to recommend input into the Department of Navy and Department of Defense budget submissions.

Leaders must continue to ensure we are ready for future threats and we will only succeed through effective collaboration based on a thorough understanding and leveraging of our collective actions and objectives.

Robert S. Walsh

ROBERT S. WALSH
Lieutenant General
U.S. Marine Corps

DISRIBUTION STATEMENT A: Approved for public release; distribution is unlimited.

EXECUTIVE SUMMARY

Force development activities plan, design, and implement the translation of strategic priorities into manned, trained, and equipped Marine Corps organizations able to provide capabilities to Unified Combatant Commanders. Force development involves integrating future capability requirements with current operational needs and consists of all activities "from guidance to Program Objective Memorandum (POM)" that integrate materiel and non-materiel elements to produce United States Marine Corps (USMC) capabilities for Force Generation and Force Employment.

Marine Corps Combat Development Command (MCCDC)/Combat Development and Integration (CD&I) is responsible for integrating the processes that comprise the Marine Corps Force Development System; the major processes are:

- Campaign of Learning (MCCDC/CD&I Force Development Strategic Plan)
- Marine Corps Capabilities Based Assessment (MCO 3900.20)
- Marine Corps Planning and Programming (MCO P3121.1)
- Total Force Structure Process (MCO 5311.1E)
- Marine Corps Task List, Mission Essential Tasks, and Mission Essential Task List Process (MCO 3500.110)
- Marine Corps Doctrinal Publications System (MCO 5600.20P)
- Urgent Needs Process and Deliberate Universal Needs Statement Process (MCO 3900.17)
- Marine Corps Rapid Capabilities Office (MCCDC/MCSC Charter & CDCBul 5400)

The Marine Corps Force Development System contributes to and is influenced by the following Department of Defense (DoD) systems:

- Joint Capabilities Integration and Development System (CJCSI 3170.01I)
- Planning, Programming, Budgeting, and Execution System (DoDD 7045.14)
- Defense Acquisition System (DoDD 5000.01)

Communication and interaction from Marine Corps stakeholders (e.g., Operating Forces [OPFOR], Supporting Establishment [SE], and Headquarters Marine Corps [HQMC]) are needed throughout the Force Development System. These stakeholders engage at various points within the processes to influence current and future force development.

Table of Contents

LETTER FROM DC CD&I i

EXECUTIVE SUMMARY iii

UNITED STATES MARINE CORPS FORCE DEVELOPMENT SYSTEM 1

1.1 Introduction 1

1.2 Purpose 1

1.3 Organization of this Document 1

1.4 Force Development System Overview 2

1.5 Force Development System Process Summaries 5

1.5.1 Policy and Guidance 5

1.5.2 Campaign of Learning (MC CBA Phase 1) 7

1.5.3 Marine Corps Capabilities Based Assessment (Phases 2-5) 8

1.5.4 Programming, Budgeting, and Execution 10

1.5.5 Joint Capabilities Integration and Development System 11

1.5.6 Total Force Structure Process 12

1.5.7 Marine Corps Task List, Mission Essential Tasks, and Mission Essential Task List 12

1.5.8 Doctrine 13

1.5.9 Urgent Needs Process and Deliberate Universal Needs Statement Process 14

1.5.10 Marine Corps Rapid Capabilities Office 14

1.5.11 Feedback Loop/Advocate, Proponents, OPFOR, and SE Engagement 15

FORCE DEVELOPMENT SYSTEM PROCESSES 17

2.1 Introduction 17

2.2 Campaign of Learning (MC CBA Phase 1) 18

2.2.1 Introduction 18

2.2.2 Process Overview 19

2.2.3 Stakeholder Engagement 24

2.3 Marine Corps Capabilities Based Assessment (Phases 2-5) 26

2.3.1 Introduction 26

2.3.2 Process Overview 26

2.3.3 Planning-to-Programming Integration 29

2.3.4 Stakeholder Engagement 30

2.4 Programming, Budgeting, and Execution 32

2.4.1 Introduction 32

2.4.2 Process Overview 32

2.4.3 Stakeholder Engagement 34

2.5 Joint Capabilities Integration and Development System 36

2.5.1 Introduction 36

2.5.2 Process Overview 36

2.5.3 Stakeholder Engagement 39

2.6 Total Force Structure Process 40

2.6.1 Introduction 40

2.6.2 Process Overview 40

2.6.3 Stakeholder Engagement 40

2.7 Marine Corps Task List, Mission Essential Tasks, And Mission Essential Task List Process . . . 42

2.7.1 Introduction 42

2.7.2 Process Overview 42

2.7.3 Stakeholder Engagement 44

2.8 Doctrine 45

2.8.1 Introduction 45

2.8.2 Process Overview 45

2.8.3 Stakeholder Engagement 45

2.9 Urgent Needs Process and Deliberate Universal Needs Statement Process 46

2.9.1 Introduction 46

2.9.2 Process Overview 46

2.9.3 Stakeholder Engagement 48

2.10 Marine Corps Rapid Capabilities Office 50

2.10.1 Introduction . . . 50
2.10.2 Process Overview . . . 50
2.10.3 Marine Corps Rapid Capabilities Office Aspirational Objective . . . 50
2.10.4 Stakeholder Engagement . . . 50
APPENDIX A. REFERENCE LIST . . . 54
APPENDIX B. GLOSSARY/ACRONYM LIST . . . 56
APPENDIX C. READY REFERENCE . . . 59

Table of Figures

Figure 1-1: USMC Force Development System Overview (Level 0) . . . 3
Figure 1-2: USMC Force Development System (Level 1) . . . 4
Figure 1-3: Policy & Guidance . . . 5
Figure 1-4: Campaign of Learning . . . 7
Figure 1-5: MC CBA (Phases 2-5) . . . 8
Figure 1-6: Programming, Budgeting, and Execution Processes . . . 10
Figure 1-7: JCIDS . . . 11
Figure 1-8: TFSP . . . 12
Figure 1-9: UNP and D-UNS Process . . . 14
Figure 1-10: Marine Corps Rapid Capabilities Office . . . 15
Figure 2-1: MCWL/FD Organization Chart . . . 19
Figure 2-2: Campaign of Learning (MC CBA Phase 1) Process Diagram . . . 21
Figure 2-3: CDD's Organization Chart . . . 26
Figure 2-4: MC CBA (Phases 2-5) Process Diagram . . . 27
Figure 2-5: Programming & Budgeting Process Diagram . . . 33
Figure 2-6: JCIDS Process Diagram . . . 37
Figure 2-7: TFSP Diagram . . . 41
Figure 2-8: MCTL/MET/METL Process Diagram . . . 43
Figure 2-9: UNP Diagram . . . 47
Figure 2-10: D-UNS Process Diagram . . . 49
Figure 2-11: Marine Corps Rapid Capabilities Office Process Diagram . . . 51

Table of Tables

Table 1-1: Major DoD Activities Supported . . . 2
Table 1-2: Major Marine Corps Processes . . . 2
Table 1-3: The Linear Force Development Timeframe . . . 2
Table 1-4: Policy & Guidance . . . 5
Table 1-5: Campaign of Learning (MC CBA Phase 1) . . . 7
Table 1-6: MC CBA (Phases 2-5) Process . . . 9
Table 1-7: JCAs and their Alignment to CD&I CDD Integration Divisions . . . 9
Table 1-8: MC CBA Review and Approval . . . 9
Table 1-9: Programming, Budgeting, & Execution Processes . . . 10
Table 1-10: JCIDS . . . 11
Table 1-11: TFSP . . . 12
Table 1-12: MCTL/MET/METL Process . . . 13
Table 1-13: Doctrine Process . . . 13
Table 1-14: UNP and D-UNS Process . . . 14
Table 1-15: Marine Corps Rapid Capabilities Process . . . 15
Table 2-1: MCCDC/CD&I Organization Roles in the Campaign of Learning . . . 18
Table 2-2: Warfighting Challenges and Lead Agencies . . . 19
Table 2-3: Campaign of Learning (MC CBA Phase 1) Products . . . 24
Table 2-4: Programming & Budgeting Notional Timeline . . . 34
Table 2-5: Interim JCIDS Products . . . 39
Table 2-6: Eight Phases of the MCTL/MET/METL Development Process . . . 42

The Force Development User Guide and references can be downloaded at:
http://www.mccdc.marines.mil/Force-Development-System/

CHAPTER 1

UNITED STATES MARINE CORPS FORCE DEVELOPMENT SYSTEM

1.1 INTRODUCTION

The Marine Corps Force Development System transitions current capabilities requirements to future operational capabilities. This requires the efforts of many organizations, participating in interrelated processes with a large amount of complex information, to ensure that the right decisions are made at the right point in each process. Force development activities plan, design, and implement the translation of strategic and Service guidance into organized, trained, educated, and equipped Marine Corps organizations able to provide capabilities to Unified Combatant Commanders. The Force Development System is integral to the Marine Corps' approach to Planning, Programming, Budgeting, and Execution (PPBE).

1.2 PURPOSE

The purpose of this document is to assist Marines and Civilians with a common understanding of how the Force Development System is intended to conceptualize and develop the current and future force. It outlines the current or "as-is" state of the Marine Corps Force Development System, linkages between the processes and roles of stakeholders in order to facilitate informed decisions.

- This document addresses stakeholders, processes, engagement and entry points, policy and guidance, outputs, and outcomes of the Force Development System to effectively identify and communicate who's doing what and for what purpose
- The goal is to clearly capture, model, and communicate complex processes to all audiences

1.3 ORGANIZATION OF THIS DOCUMENT

Chapter 1 provides a holistic description and overview of the System (i.e., what encompasses force development). Section 1.4 of Chapter 1 discusses a system overview whereas Section 1.5 outlines the major processes and activities supporting the System. Each process is presented with its purpose, method of governance, timing, and the role of internal and external stakeholders.

Chapter 2 amplifies the information in Chapter 1 with an extended description of the major processes, breakdown of process activities, and supporting parallel processes. Chapter 2 also addresses relatively new processes that are not guided by Marine Corps Orders (MCO). Process diagrams accompany each explanation to provide greater understanding and stakeholder's engagement points.

1.4 FORCE DEVELOPMENT SYSTEM OVERVIEW

Strategic guidance from external authorities (President of the United States, Congress, Office of the Secretary of Defense [OSD], Joint Chiefs of Staff [JCS], Department of the Navy [DoN], and Combatant Commanders [CCDRs]) via the Commandant of the Marine Corps (CMC) feeds the planning and programming phases of the System. This guidance comes in various forms throughout the year to identify, prioritize, and obtain future force capabilities.

The System operates in concert with three major Department of Defense (DoD) systems as outlined in Table 1-1, which provides an overarching policy for force development and authorizes publication of Service and DoD Orders to conduct force development.

Table 1-1: Major DoD Activities Supported by the System

MAJOR DOD ACTIVITIES SUPPORTED BY THE SYSTEM	REFERENCE
Joint Capabilities Integration and Development System (JCIDS)	CJCSI 5123.01H
Planning, Programming, Budgeting, and Execution (PPBE)	DoDD 7045.14
Defense Acquisition System (DAS)	DoDD 5000.01

The major Marine Corps processes, outlined in Table 1-2, are integral to the Force Development System.

Table 1-2: Major Marine Corps Processes within the System

MAJOR MARINE CORPS PROCESSES WITHIN THE SYSTEM	REFERENCE
Campaign of Learning (MC CBA Phase 1)	MCCDC/CD&I FDSP
Marine Corps Capabilities Based Assessment (MC CBA Phases 2-5)	MCO 3900.20
Marine Corps Planning & Programming	MCO P3121.1
Total Force Structure Process (TFSP)	MCO 5311.1E
Marine Corps Task List (MCTL), Mission Essential Tasks (MET), and Mission Essential Task List (METL)	MCO 3500.110
Marine Corps Doctrinal Publications System	MCO 5600.20P
Urgent Needs Process (UNP) and Deliberate Universal Needs Statement (D-UNS) Process	MCO 3900.17
Marine Corps Rapid Capabilities Office (MCRCO)	CDCBul 5400

The cornerstone of force development is the five phase MC CBA, which constitutes the Planning component of PPBE. The MC CBA is a concept-based requirements system that provides the means to translate decentralized innovation into a unified and cohesive set of capabilities that include how future Marine Corps forces are organized, trained, educated, and equipped. As reflected in Table 1-3, the MC CBA begins planning four years in advance of the year of execution, with subsequent processes occurring until the year of execution to meet the timelines needed to program and budget funds for execution.

Table 1-3: The Linear Force Development Timeframe

PROCESS	TIMEFRAME
Campaign of Learning (MC CBA Phase 1)	4 years in advance of execution
MC CBA Phases 2-5 (Planning)	3 years in advance of execution
Programming	2 years in advance of execution
Budgeting	1 year in advance of execution
Execution	Year of execution

Other processes of force development (i.e., JCIDS, TFSP, UNP, D-UNS, MCTL/MET/METL, Doctrine, and MCRCO) are continuous and run in parallel with the above time-sequenced processes.

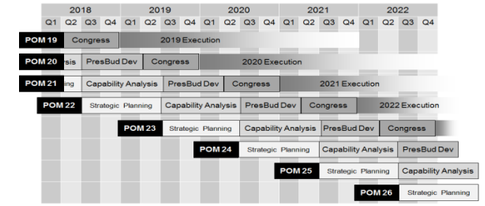
Communication and interaction from Marine Corps stakeholders (OPFOR, SE, and HQMC) are essential throughout the System in the form of inputs to and outputs from each force development process. Guidance, inputs, and feedback from the OPFOR, SE, and HQMC come in various formats (e.g., Lessons Learned, After Action Reports, Operational Advisory Group [OAG] reports, Quarterly Futures Reviews, and Future Force Reviews) to ensure a wide range of ideas are heard/incorporated throughout. The outputs and outcomes of each of the System's processes provides a basis for feedback for the OPFOR, SE, and HQMC in the form of changes to Doctrine, Organization, Training, Materiel, Leadership/Education, Personnel, Facilities and Policy (DOTMLPF-P). Outcomes and output differ slightly, outcomes follow as a result or consequence whereas outputs are information produced from an activity step which includes documents, concepts, and guidance.

Figure 1-1 illustrates the processes that comprise the Force Development System, to include policy/guidance and feedback across the USMC (i.e., CMC, Advocates, Proponents, OPFOR, and SE).

Figure 1-2 illustrates the processes that comprise the Force Development System in a deeper depth to show the inputs, outputs, and outcomes of each process.

Note: *In the back of the Force Development System User Guide, there are Level 0 and Level 1 diagrams that can be detached for remote use.*

USMC FORCE DEVELOPMENT SYSTEM OVERVIEW



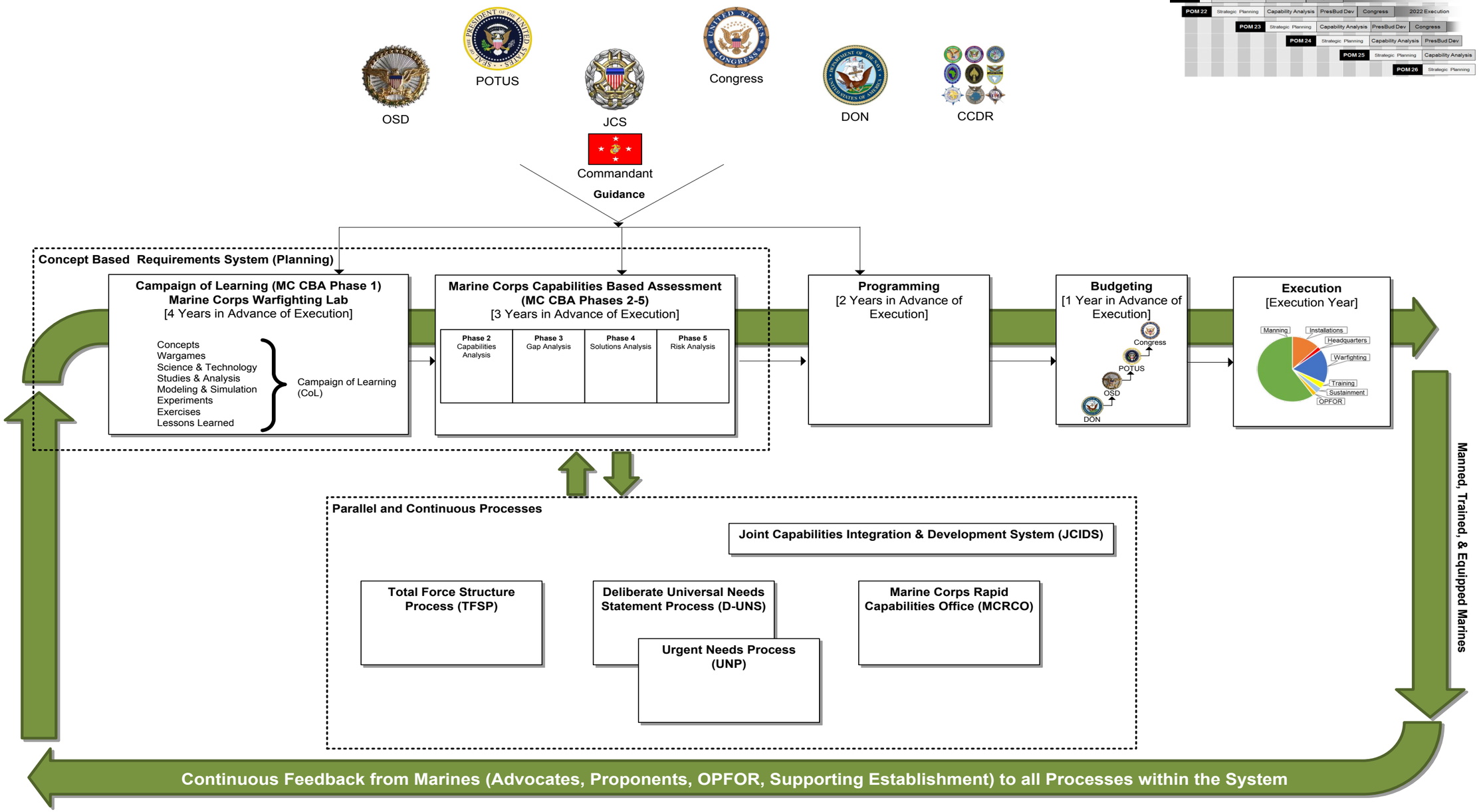
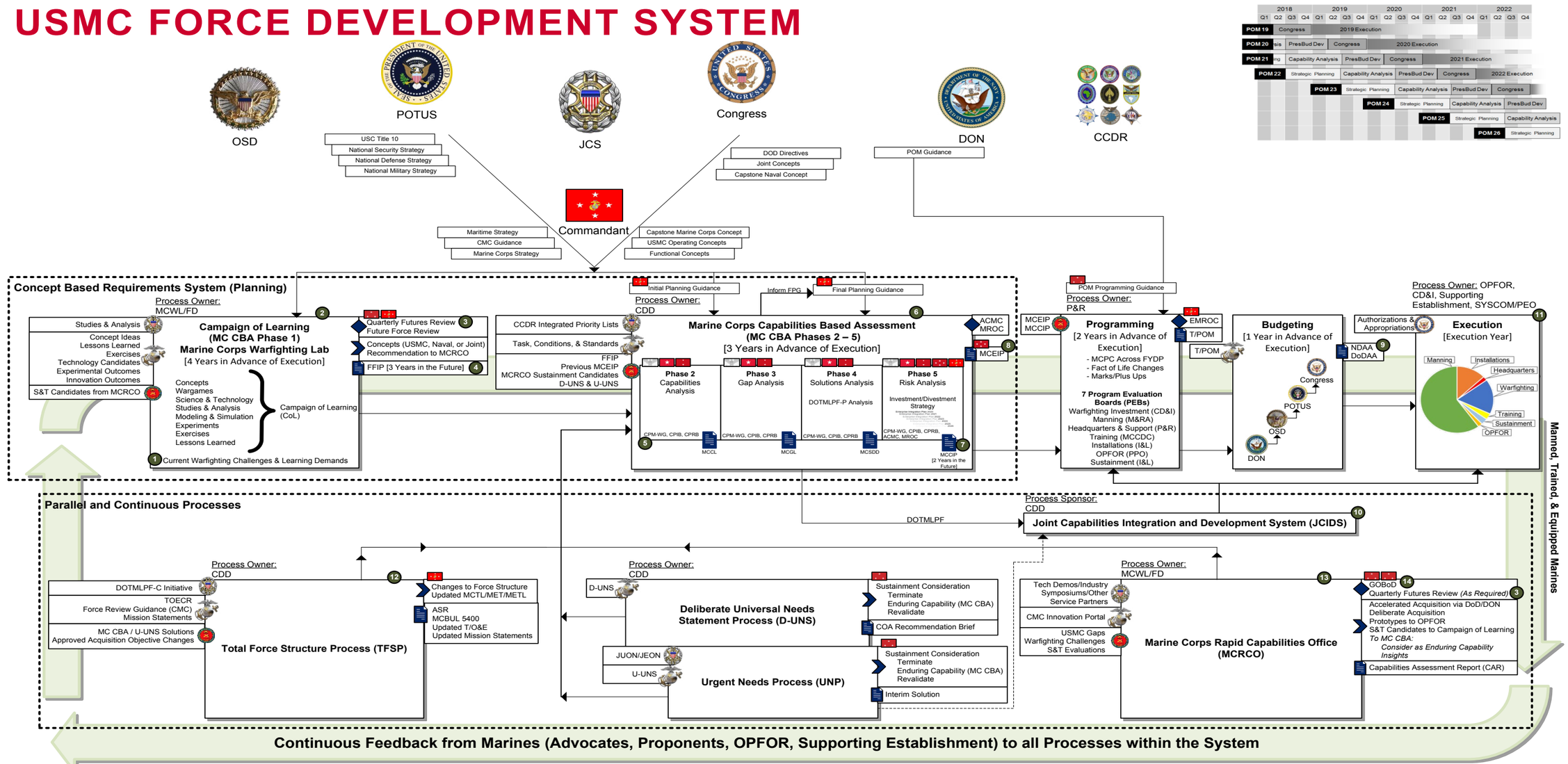


Figure 1-1: USMC Force Development System Overview (Level 0)

USMC FORCE DEVELOPMENT SYSTEM



Additional Information

1. The Current Warfighting Challenges are:
   1. Integrate the Naval Force to Fight at and from the Sea
   2. Conduct Entry Operations
   3. Ensure Interoperability through JIIM Force & Shape the Security Environment
   4. Special Operating Forces Integration, Interoperability & Interdependence
   5. Conduct Information Warfare
   6. Develop Situational Understanding
   7. Empoy 21st Century MAGTF (and Naval) Fires
   8. Conduct Maneuver Warfare
   9. Sustain the Expeditionary Force
   10. Protect the Force
   11. Enhance Training to Mission
   12. Improve Individual Training and Education
2. The CoL looks as far as 30 years in the future with a near horizon of 4 years in the future.
3. The Quarterly Futures Review serves to review and revise Warfighting Challenges and MCRCO initiatives.
4. The FFIP contains Future Operating Environment, Adversary Capabilities, Aspirational Capabilities, Identifies Potential Opportunities, and *Identifies Divestments* for 3 years into the future. It is published every March or April for guidance to the MC CBA cycle.
5. OPFOR and Advocates prioritize and validate in Capability Portfolio Management-Working Groups (CPM-WGs). OPFOR and Advocates participate and vote in the Capability Portfolio Integration Board (CPIB) at the Colonel level. Participation and voting in the Capability Portfolio Review Board (CPRB) is at the BGen level. The CPIB is chaired by the 1-star Director CDD and the CPRB is co-chaired by the ADC CD&I and ADC P&R.
6. The aim point for the MC CBA is 10 years in the future with a near horizon of 3 years in the future.
7. The MCCIP contains Resource Informed, DOTMLPF Solutions, Analytic Scorecards, and *Identifies Divestments*.
8. The MCEIP is Resource Informed, identifies JCIDS Documents, identifies S&T Candidates, identifies Studies Candidates, and *Identifies Divestments*. It is due every March to P&R for Programming input two years in the future.
9. Congress develops the National Defense Authorization Act and DoD Appropriations Act for Presidential approval.
10. JCIDS produces an Initial Capabilities Document, Capability Development Document and Capability Production Document and transitions to the Requirements Transition Process.
11. Execution funding for all Title 10 responsibilities includes Training, Manpower, Materiel, Sustainment, and Facilities.
12. The start point of the TFSP is the Programmed Structure.
13. Project selection criteria for MCRCO are:
    - Emerging & Disruptive Technologies
    - Technology Readiness Level >= 7
    - Prototype & Assessment Period <12 Months
    - MCRCO Capacity
    - *MCPC <= $50 million*
    - Available GOTS/COTS Products
    - Not suitable for Maritime Accelerated Capability Office
    - Not suitable for Rapid Deployment Capability
14. The GOBoD comprises of DC CD&I, CG MCWL, Commander SYSCOM, and Director CDD.

Legend

- USMC Inputs
- JCS Inputs
- CD&I Inputs
- Congress Inputs
- Outputs
- Outcomes
- General Officer Board Decision
- # Additional Information
- *Italics* Aspirational Actions

Figure 1-2: USMC Force Development System (Level 1)

1.5 FORCE DEVELOPMENT SYSTEM PROCESS SUMMARIES

1.5.1 Policy and Guidance

Law, National strategies, Department policies, CCDR Integrated Priority Lists (IPLs), Service guidance, and concepts inform the Marine Corps force development system from the "top-down". From the "bottom-up", OPFOR, Advocates, Proponents, SE, and individual Marines identify urgent and deliberate needs, recommend priorities, and provide feedback within the System through multiple means, to include: exercises, wargames, experiments, innovation challenges, U-UNS, D-UNS, OAG recommendations, Table of Organization and Equipment (T/O&E) Change Requests, lessons learned, direct participation in the MC CBA, and programming activities.

Figure 1-3 illustrates where policy/guidance fits in the Force Development System.

Table 1-4 lists key policy and guidance that govern the Force Development System.

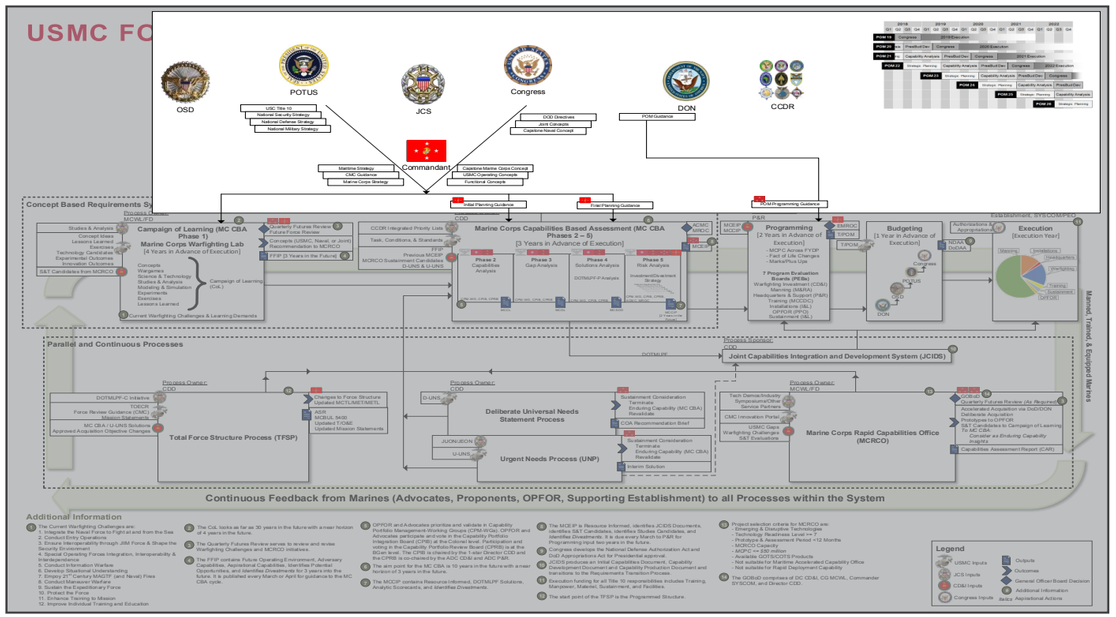


Figure 1-3: Policy & Guidance within Force Development

Table 1-4: Policy & Guidance

TYPE	TITLE	PURPOSE
Law	United States Code Title 10	Provides the legal basis for the roles, missions, and organization of each of the services as well as the DoD.
	National Defense Authorization Act	Specifies the budget and expenditures of the DoD and sets the policies under which money will be spent.
	Department of Defense Appropriation Act	Provides discretionary budget authority to the DoD for a fiscal year.
National Strategy	National Security Strategy	Outlines the major national security concerns of the United States and how the executive branch plans to deal with them.
	National Defense Strategy	Articulates strategic guidance for the DoD within the framework of the National Security Strategy.
	National Military Strategy	Outlines the strategic aims of the armed services; issued by the Chairman of the Joint Chiefs of Staff (CJCS).
Joint Capstone Operating Concept	Capstone Concept for Joint Operations: Joint Force 2020	Describes potential operational concepts through which the Joint Force of 2020 will defend the nation against a wide range of security challenges; guides force development as called for by the National Security Strategy.
Strategic and Military Risk Assessment	Chairman's Risk Assessment	Assesses the nature and magnitude of strategic and military risk in executing the missions called for in the National Military Strategy, and may include recommendations for mitigating risk, including changes to strategy, development of new Service or Joint concepts, evolving capabilities, increases in capacity, or adjustments in force posture or employment.
Service Strategy	A Cooperative Strategy for 21st Seapower	Describes how the Navy, Marine Corps, and Coast Guard will design, organize, and employ the Sea Services in support of national, defense, and homeland security strategies.

TYPE	TITLE	PURPOSE
Service Strategy (cont.)	US Marine Corps Service Strategy	Provides a framework for future force development to ensure the Marine Corps is considered ready, relevant, and responsive. Also serves to guide resource-informed, capability-driven decisions for how to man, organize, train, and equip the Marine Corps for the 21st century.
Capstone Operating Concept	Marine Corps Operating Concept	Signed by CMC, broadly hypothesizes how Marine Corps forces will conduct the range of military operations in accordance with Title 10 responsibilities; provides the foundation and context for subordinate operating and functional concepts, guides analysis, wargaming and experimentation and informs capability development and budget programming decisions.
Operating Concepts	DRAFT Distributed Maritime Operations	Naval concept that hypothesizes how the fleet-centric warfighting capabilities necessary to gain and maintain sea-control through the employment of combat power may be distributed over vast distances, multiple domains, and a wide array of platforms; the concept will drive the development of these new capabilities so that fleet commanders will be able to distribute but still maneuver the fleet across an entire theater of operations as an integrated weapon system.
	DRAFT USMC-Special Operations Command Integration, Interoperability, and Interdependence (I3)	Hypothesizes how the Marine Corps and Special Operations Command can institutionalize I3. The last 15 years of conflict have changed the operational paradigm between conventional and special operating forces. A 2013 study by CJCS concluded that a deliberate effort is necessary to preserve these gains in I3.

TYPE	TITLE	PURPOSE
Operating Concepts (cont.)	DRAFT Multi-Domain Battle	Multi-Service concept that hypothesizes how ground combat forces are capable of outmaneuvering adversaries physically and cognitively through extension of combined arms across all domains; through credible forward presence and resilient battle formations, future ground forces integrate and synchronize Joint, inter-organizational, and multinational capabilities to create temporary windows of superiority across multiple domains and throughout the depth of the battlefield to seize, retain, and exploit the initiative and achieve military objectives.
	Littoral Operations in a Contested Environment	Hypothesizes how the Navy and Marine Corps will retain the initiative, as an integrated naval force operating from dispersed locations both ashore and afloat, to achieve local sea control and power projection into contested littoral areas against advanced anti-access /area-denial capabilities.
	DRAFT Expeditionary Advance Base Operations	Hypothesizes how Marine units may find themselves employed as independent, scaled, task organized forces for missions to seize, establish, and operate multiple, widely-dispersed Expeditionary Advance Bases.

TYPE	TITLE	PURPOSE
Marine Corps Functional Concepts (MCFC)	• MCFC 5-1 Command and Control • MCFC 5-5 MAGTF Information Environment Operations Concept of Employment • MCFC 6-1 Cyberspace Operations • MCFC 8-1 Strategic Communications • MCFC for MAGTF Fires DRAFTS • Intelligence • Maneuver • Logistics • Force protection • Signature Management • Space Operations • Defensive Cyberspace Operations – Internal Defensive Measures	Provide detailed descriptions of how certain activities will be performed in order to drive MC CBA and, ultimately, detailed DOTMLPF-P solutions. At a minimum, the family of functional concepts will cover the warfighting functions plus any other topics of critical importance to warfighting effectiveness.

1.5.2 Campaign of Learning (MC CBA Phase 1)

Purpose and Description. In Phase 1 of the Marine Corps Capabilities Based Assessment (MC CBA), known as the Campaign of Learning, intellectual and physical activities are integrated and synchronized using the framework of warfighting challenges to describe the vision and attributes of the future force. These warfighting challenges are based on validated concepts which lead to needed capabilities for Marines to execute required missions. Results from this phase are documented in the Future Force Implementation Plan (FFIP), which synthesizes strategic guidance with institutional learning within the framework of distilled force development challenges and provides an assessment of future force. This is key to beginning Phases 2-5 of the MC CBA.

Figure 1-4 illustrates how the Campaign of Learning (MC CBA Phase 1) fits in the Force Development System.

Table 1-5 summarizes the inputs, outputs, and outcomes of the Campaign of Learning (MC CBA Phase 1). Section 2.2 on page 18 amplifies this overview.

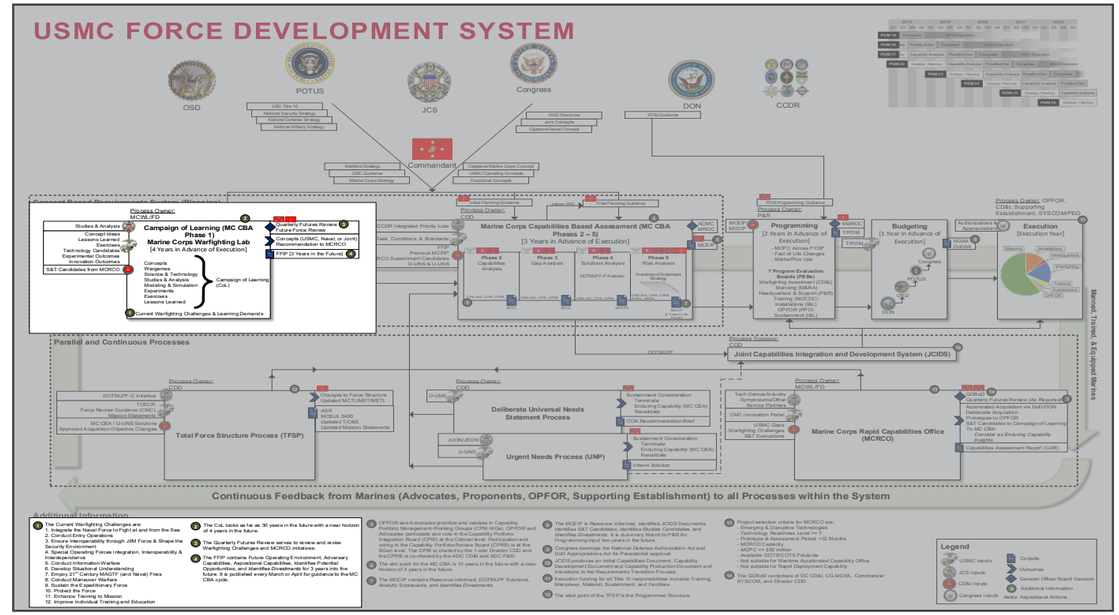


Figure 1-4: Campaign of Learning within the Force Development System

Table 1-5: Inputs, Outputs, and Outcomes of the Campaign of Learning (MC CBA Phase 1)

INPUTS	OUTPUTS	OUTCOMES
• Guidance • Studies & Analyses • Concept Ideas • Lessons Learned • Exercises • Technology Candidates • Experiment Outcomes • Innovation Outcomes • Science and Technology (S&T) Candidates from Marine Corps Rapid Capabilities Office • Operating Force Science, Technology and Experimentation OAG Advice and Recommendations	• Future Force Implementation Plan - Future Operating Environment - Adversary Capabilities - Aspirational Capabilities - Opportunities for Investment and Divestments for 3 years into the future.	• Concepts • Recommendations to Marine Corps Rapid Capabilities Office

Governance. Commanding General (CG) Marine Corps Warfighting Laboratory/Futures Directorate (MCWL/FD) is responsible for the Campaign of Learning (MC CBA Phase 1) through Campaign of Learning managers, Marine Corps warfighting challenge leads, Quarterly Integration Forums (QIFs), Quarterly Futures Review (QFRs), and an annual Future Force Review (FFR).

Campaign of Learning managers are assigned from within MCWL/FD and manage the learning demands across a small portfolio of warfighting challenges. Marine Corps warfighting challenge leads are assigned by organizations within and outside MCCDC/CD&I, and meet monthly to synchronize activities, identify areas of concern, and identify trends/threads within and across warfighting challenge areas and introduce "new" ideas/capabilities.

The QIF is a Colonel-level forum, chaired by the CG MCWL/FD, that determines and coordinate topics and issues for presentation at the QFR.

The QFR is the CG MCCDC/Deputy Commandant (DC) CD&I forum, moderated by the CG MCWL/FD, that manages future force development progress and resolution of warfighting challenges.

The FFR is an annual CMC forum, moderated by CG MCCDC/DC CD&I to obtain approval and guidance from CMC and senior Marine Corps leadership on major current and future force development issues. The key elements of the FFIP are depicted within the "Outputs" column of Table 1-5.

The primary output of the Campaign of Learning is a FFIP, which DC CD&I approves annually and transitions it to the Capabilities Development Directorate (CDD) as guidance for the MC CBA (Phases 2-5).

Timing. The Campaign of Learning (MC CBA Phase 1) is a continuous process that provides quarterly input to the QIF which is chaired by CG MCWL/FD. DC CD&I, in turn, presents a quarterly progress report through QFRs, and moderates the annual FFR with the CMC and senior Marine Corps leadership. The Campaign of Learning looks as far as 30 years in the future with a near horizon of 4 years, which is published annually in March or April via the FFIP by CG MCWL/FD for use in the Future-Year Defense Plan (FYDP) that begins in three years (e.g., FFIP published in April 2018 directly supports FYDP-2021-2026).

Stakeholder Engagement. Advocates, Proponents, OPFOR, SE, HQMC, and individual Marines engage and participate throughout the Campaign of Learning, by leading warfighting challenges; generating ideas and concepts for analysis, experimentation, and study; sponsoring and participating in wargames; providing feedback on experiments and wargames; and participating in the MCWL/FD Quarterly Experimentation Working Group meetings, and S&T evaluations. The OPFOR leads and participates with CD&I in the Operating Force Science, Technology, and Experimentation OAG. Members of the Marine Requirements Oversight Council (MROC) or designated representatives participate in the QIF, QFR, and FFR.

1.5.3 Marine Corps Capabilities Based Assessment (Phases 2-5)

Purpose and Description. Phases 2 through 5 of the Marine Corps Capabilities Based Assessment (MC CBA), led by the Director CDD, are deliberate and integrated processes through which the Marine Corps analyzes capabilities, gaps, solutions, and risks. Phase 1 of the MC CBA is addressed in the Campaign of Learning. The MC CBA phases are:

- Phase 2: Capabilities Analysis
- Phase 3: Gap Analysis
- Phase 4: Solutions Analysis
- Phase 5: Risk Analysis

The products generated during Phases 2-5 are the Marine Corps Capabilities List, Marine Corps Gap List, Marine Corps Solutions Development Directive, and the Marine Corps Capabilities Investment Plan which are consolidated and summarized in the Marine Corps Enterprise Integration Plan (MCEIP). Approved by the Assistant Commandant of the Marine Corps (ACMC), the totality of these products provides a capabilities-based and resource-informed guide for resourcing and solution development by describing the implementation actions necessary to achieve the Service's objectives. Initial Planning Guidance (IPG) and Final Planning Guidance (FPG) are introduced in the MC CBA prior to Phase 2 and Phase 5, respectively. The IPG provides direction for the conduct of the MC CBA. The FPG provides direction for Capabilities Portfolio Managers, in conjunction with Advocates, Proponents, MARFOR, and SE representatives, to develop the Marine Corps Capabilities Investment Plan (MCCIP). Phases 2-5 of the MC CBA also support analytical requirements used in JCIDS.

Figure 1-5 illustrates how MC CBA (Phases 2-5) fits in the Force Development System.

Table 1-6 summarizes the inputs, outputs, and outcomes of Phases 2-5. Section 2.3 on page 26 amplifies this overview.

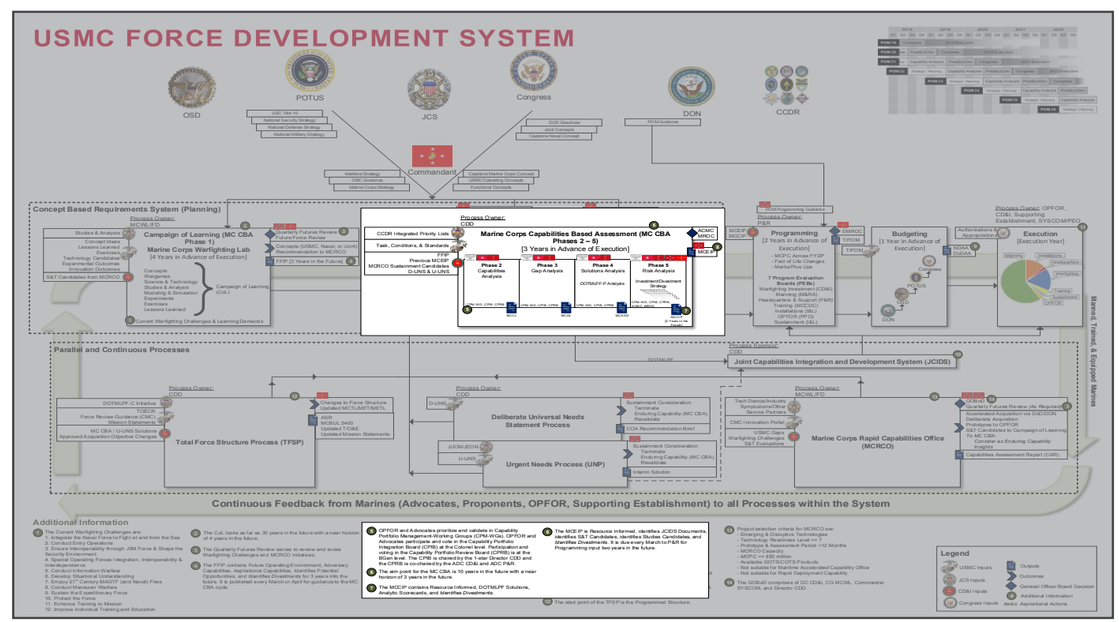


Figure 1-5: MC CBA (Phases 2-5) within the Force Development System

Table 1-6: Inputs, Outputs, and Outcomes of the MC CBA (Phases 2-5) Process

INPUTS	OUTPUTS	OUTCOMES
• Future Force Implementation Plan • CCDR Integrated Priority List/ Capability Gap Assessment • Tasks, Conditions, and Standards • Authorized Strength Report • Tables of Organization and Equipment • Previous Year MCEIP • MCRCO Sustainment Candidates • D-UNS and U-UNS • IPG and FPG	• MCEIP	• Materiel and non-Materiel Solution Development

Governance. Director CDD is responsible for the MC CBA (Phases 2-5). CDD relies on the Directors of the Integration Divisions whose duties include both Capability Portfolio Managers and the management of the Joint Capability Areas (JCAs) portfolios as shown in Table 1-7.

Table 1-7: JCAs and their Alignment to CD&I CDD Integration Divisions

JOINT CAPABILITY AREA	CDD INTEGRATION DIVISION
JCA 1-Force Support	Total Force Structure Division
JCA 2-Battlespace Awareness	Intelligence Integration Division
JCA 3-Force Application	Fires & Maneuver Integration Division
JCA 4-Logistics	Logistics Integration Division
JCA 5-Command and Control	Information Warfare Integration Division
JCA 6-Communications and Computers	Information Warfare Integration Division
JCA 7-Protection	Force Protection Integration Division
JCA 8-Building Partnerships	Advocacy, Transition, Fiscal & Personnel Division
JCA 9-Corporate Management and Support	MAGTF Integration Division

Capability Portfolio Managers optimize resources, recommend resource allocations, inform investment planning, integrate capabilities across DOTMLPF-P within their respective portfolios, and promote cross-portfolio decision-making across the DOTMLPF-P areas to manage existing and develop new capabilities. Capability Portfolio Managers are supported by and direct the Capability Portfolio Managers Working Groups, which include Subject Matter Experts (SMEs) representing the Advocates, Proponents, and OPFORs (e.g., working with the Training and Education Command on training related requirements and solutions). Working group recommendations are considered by the Capability Portfolio Integration Board (CPIB).

The CPIB is a Colonel-level forum that is chaired by Director CDD. Representation includes: DCs, Advocates, Proponents, and OPFOR. CPIB recommendations are considered by the Capability Portfolio Review Board (CPRB).

The CPRB is primarily focused on capabilities development and capability portfolio matters. It is co-chaired by Assistant Deputy Commandant (ADC) CD&I and ADC Programs & Resources (P&R) and includes members from the MROC Review Board. Recommendations of the CPRB are considered by DC CD&I and may be forwarded to the MROC for decision.

The MROC provides the CMC with informed recommendations and policy positions that enhance the Marine Corps ability to accomplish its mission and ensure compliance with approved policies with the DoN, OSD, and Joint Staff. Within the Marine Corps and DoD framework of systems and processes, the MROC role is to:

- Validate requirements
- Ensure acquisition program execution
- Approve resource priorities and allocation
- Promote a greater degree of integration and interoperability to improve operational effectiveness

Throughout each Spring, CDD drafts the IPG for CMC approval that will be used to guide the MC CBA (Phases 2-5). In the summer, a draft of the FPG is provided for CMC approval to guide the development of the MCCIP.

During MC CBA (Phases 2-5), representatives from DC P&R's Program Objective Memorandum Working Group continuously collaborate with the Capability Portfolio Managers to facilitate a transition from Planning to Programming. The goal is to ensure decisions made during the MC CBA (phases 2-5) are programmatically ready with little to no modifications being made other than fact of life changes. The product delivered at the end of each phase is reviewed, validated, and approved as noted in Table 1-8.

Table 1-8: MC CBA Review and Approval

PHASE	ACTION	OUTCOME	TIMING	REVIEW	VALIDATE	APPROVE
2- Capabilities Analysis	Define Capability Requirements	Marine Corps Capabilities List	Apr-Aug	CPIB	CPRB	DC CD&I
3- Gap Analysis	Identify Gaps & Overlaps	Marine Corps Gap List	Jun-Aug	CPIB	CPRB	DC CD&I
4- Solutions Analysis	Develop DOTMLPF-P Solutions	Marine Corps Solutions Development Directive	Sept-Oct	CPIB	CPRB	DC CD&I
5- Risk Analysis	Conduct Risk Evaluation; Apply Fiscal Controls	Marine Corps Capabilities Investment Plan	Oct-Mar	CPRB	CPRB/ MROC Review Board	MROC

Note: *MC CBA will be on the following compressed timeline for POM 21, and possibly future POM cycles: Phase 2 (Apr-May), Phase 3 (May-July), Phase 4 (Jul-Aug), Phase 5 (Aug-Sep), Program Reviews (Oct-Dec), MCCIP Approval (Nov) and MCEIP Approval (Dec).*

The culmination of the "Planning Phase" (MC CBA Phases 1-5) in the PPBE system is the MCEIP. The

MCEIP is created during the February to March timeframe and is reviewed by the DC CD&I before approval by the ACMC. DC P&R uses the MCEIP as the basis for programming and budgeting.

Timing. The MC CBA (Phases 2-5) is conducted as noted in Table 1-8 to ensure that the MCEIP is delivered to DC P&R by March of each year so that it can be included in the annual programming and budgeting process. Focus of the MC CBA is developing solutions for the period that starts 3 years in the future and extends to 10 years.

Stakeholder Engagement. Advocates and Proponents ensure that OPFOR, SE, and HQMC interests are addressed throughout the MC CBA (Phases 2-5) by engaging with the Capability Portfolio Manager Working Groups to assess needed capabilities, provide gap prioritization recommendations, determine solutions (e.g., DOTMLPF-P analysis) as well as provide representation on the CPIB, CPRB, and MROC.

1.5.4 Programming, Budgeting, and Execution

Purpose and Description. The Planning, Programming, Budgeting, and Execution (PPBE) system is the DoD decision-making process for the allocation of limited resources among many competing requirements. The MC CBA (Phases 1–5) constitutes the Marine Corps "Planning" phase of PPBE and produces the Marine Corps Enterprise Integration Plan. PPBE's purpose is to most efficiently fund, operate, and support effective military forces to protect national security interests. The objectives of the PPBE system are to:

- Provide the DoD with the most-effective mix of forces, equipment, manpower, and support attainable within fiscal constraints
- Facilitate the alignment of resources to prioritized capabilities based on an overarching strategy, balancing necessary warfighting capabilities with risk, affordability, and effectiveness
- Provide mechanisms for making and implementing fiscally sound decisions in support of the national security strategy and national defense strategy
- Facilitate execution reviews of past decisions and actions

Using the MCEIP, P&R develops a Tentative Program Objective Memorandum (T/POM) for CMC approval that represents the Marine Corps resourcing plan within the Future Years Defense Plan (FYDP). The approved USMC T/POM is integrated, in turn, within DoN, DoD, and other Departments into the President's Budget (PresBud) submission to Congress. Congress develops and forwards the National Defense Authorization bill and DoD Appropriation bill to the President to be signed into law. During the Execution phase, funding flows from the Office of Management and Budget (OMB) to OSD to the DoN and finally to the Marine Corps for execution.

Figure 1-6 illustrates how Programming, Budgeting, and Execution processes fits in the Force Development System.

Table 1-9 lists the inputs, outputs, and outcomes of the Programming, Budgeting, and Execution processes. Section 2.4 on page 32 amplifies this overview.

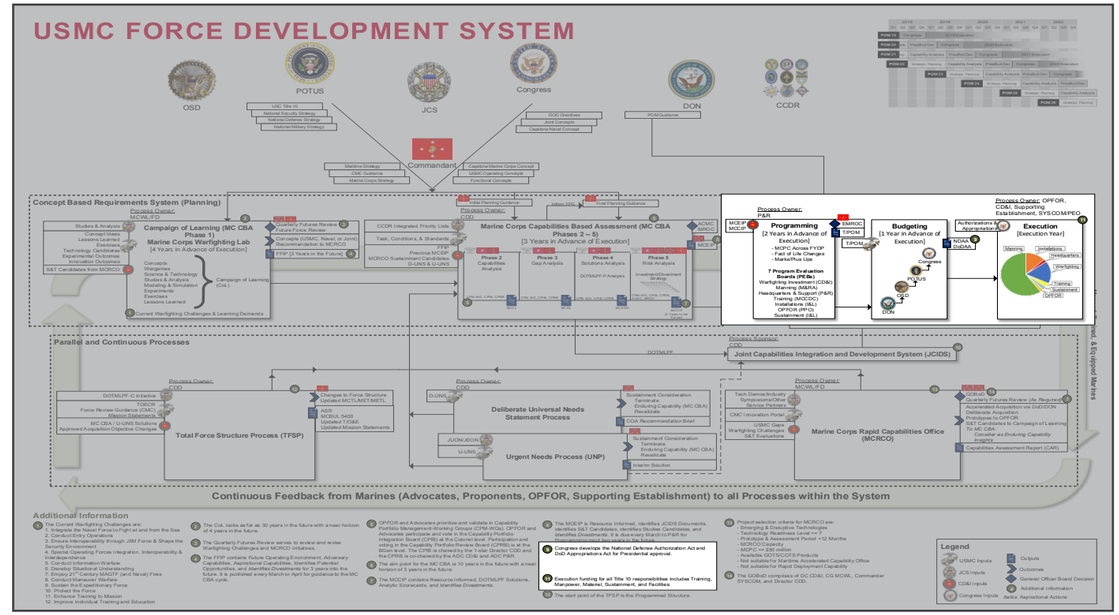


Figure 1-6: Programming, Budgeting, and Execution Processes within Force Development

Table 1-9: Inputs, Outputs, and Outcomes of the Programming, Budgeting, & Execution Processes

INPUTS	OUTPUTS	OUTCOMES
• Marine Corps Enterprise Integration Plan	• T/POM • National Defense Authorization Bill and DoD Appropriations Bill	• Mission Execution and Development of Capabilities

Governance. DC CD&I provides the Marine Corps Enterprise Integration Plan to DC P&R, who is responsible for programming and budgeting. The POM Working Group, consisting of members from each Program Evaluation Board, coordinate with Capability Portfolio Managers to ensure smooth transition from the Marine Corps Enterprise Integration Plan to P&Rs program development. The near continuous coordination between the CD&I Capability Portfolio Managers and the P&R-led POM Working Group result in the development of the T/POM. POM Working Group and Capability Portfolio Managers collaborate on any needed programming changes, associated impacts, and adjustment of resources, and develop required justification for T/POM approval.

Timing. P&R begins development of the T/POM for the FYDP that starts two years in the future. Congress starts the development of appropriations and authorizations for the FYDP that starts the following year.

Stakeholder Engagement. Advocates, OPFOR, SE, and HQMC leaders provide inputs and engage in the Programming, Budgeting, and Execution via Program Evaluation Board, POM Working Group, and program execution that deploys operational capabilities.

1.5.5 Joint Capabilities Integration and Development System

Purpose and Description. Joint Capabilities Integration and Development System (JCIDS) is the System used by the Joint Requirements Oversight Council (JROC) to fulfill its advisory responsibilities to the CJCS in identifying, assessing, validating, and prioritizing Joint military capability requirements. The primary objective of JCIDS is to ensure the capabilities required are identified, along with their associated operational performance criteria (i.e., requirements), to successfully execute the missions assigned.

Materiel solutions identified during the Marine Corps Capabilities Based Assessment (MC CBA) are processed using JCIDS to effect milestone decisions leading to fielded capabilities. Additionally, capabilities identified through the Urgent Needs Process (UNP)/Deliberate Universal Needs Statement (D-UNS) process and Marine Corps Rapid Capabilities Office process may be developed and sustained through the JCIDS. Capability documents produced under JCIDS directly support acquisition milestone decisions made by the materiel developer in the Defense Acquisition System (DAS). Four key JCIDS documents are: Initial Capabilities Document (ICD), Joint DOTMLPF-P Change Recommendation, Capability Development Document (referred to herein as JCIDS CDD not to be confused with the Capabilities Development Directorate), and Capability Production Document (CPD). The ultimate output of JCIDS, DAS, and PPBE is a fielded and sustained operational capability.

Table 1-10 lists inputs, outputs, and outcomes of JCIDS. Section 2.5 on page 36 amplifies this overview.

Figure 1-7 illustrates how JCIDS fits in the Force Development System.

Table 1-10: Inputs, Outputs, and Outcomes of JCIDS

INPUTS	OUTPUTS	OUTCOMES
• Approved Requirement • U-UNS	• Joint DOTMLPF-P Change Recommendation • ICD • RT 2.0 Support Requirements Development • RT 2.5 Requirement Acceptance Review • RT 3.0 Transition Requirement • DRAFT JCIDS CDD • JCIDS CDD • CPD	• Programs of Record

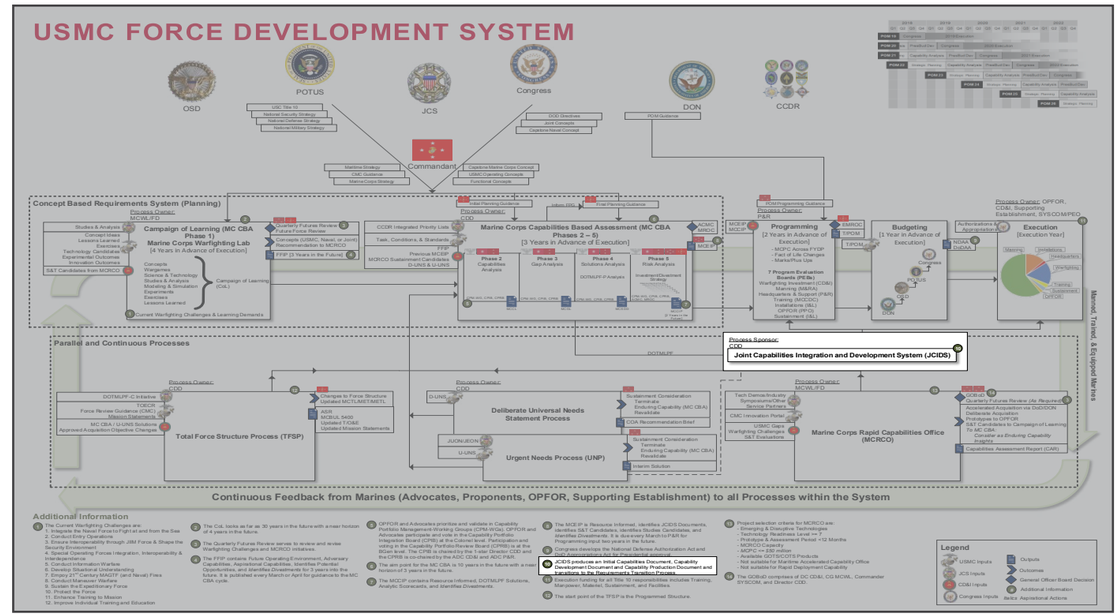


Figure 1-7: JCIDS within Force Development

Governance. When required, JCIDS documents are staffed through the Joint Staff Functional Capabilities Boards (Colonel level), Joint Capabilities Board (1-2 star level) and potentially the JROC (chaired by Vice Chairman of the Joint Chiefs of Staff with Service deputy membership). The MROC approves all JCIDS documents that are staffed for JROC validation. Usually MROC approval is gained prior to Joint staffing; occasionally MROC and JROC staffing are partially concurrent. DC CD&I has primary responsibility for JCIDS until the JCIDS CDD is approved and the Milestone B decision is made and the program becomes a Program of Record (POR). Thereafter, Marine Corps Systems Command (MCSC) and the appropriate Program Executive Officers (PEOs) are responsible for POR execution.

Timing. The timelines for developing a capability requirement within JCIDS and DAS can last years to decades from initial needs statement to final disposal. Each timeline is unique. JCIDS document development paths have many variations (e.g., the ICD and JCIDS CDD may be waived for COTS/GOTS solutions and successful advanced technology demonstrations; or, one JCIDS CDD can spawn multiple CPDs; or, interim solutions for urgent needs may bypass document requirements).

Stakeholder Engagement. Advocates and OPFOR participate in the MC CBA, U-UNS, and Marine Corps Rapid Capability Office processes that feed JCIDS. Advocates and OPFOR review and advise the Capability Portfolio Managers during the drafting of JCIDS documents and participate in MROC decisions. The OPFOR provide units to participate in operational evaluations, operational tests, acceptance fielding, and deployment operational capabilities.

1.5.6 Total Force Structure Process

Purpose and Description. The Total Force Structure Process (TFSP) integrates decisions pertaining to mission, billet, and equipment requirements to refine and document force structure decisions. Force structure represents the total requirement in terms of units, billets, and items of equipment necessary to accomplish USMC Mission Essential Tasks (MET) as part of the deliberate process identified in Section 1.5.7 within this overview. The requirement acts as a catalyst and initiator in providing the Marine Corps the capabilities required for each unit to perform its mission, provides for strategic prepositioning of assets, and ensures sustainability of the total force.

The TFSP identifies force structure requirements to serve as the baseline to assess capability and capacity in the MC CBA. All other force development activities rely on future force structure plans maintained in Total Force Structure Management System (TFSMS). Force structure requirements lay the foundation for PPBE.

Advocates, OPFOR, SE, and other Marine Corps agencies collaborate in detailed, integrated examination of the Doctrine, Organization, Training/Education, Materiel, Leadership/Communication Synchronization, Personnel, Facilities, and Cost (DOTMLPF-C) to ensure the supportability of any new materiel or non-materiel solution affecting force structure and to identify and address interconnected force structure issues throughout implementation. ***Note:*** *While the MC CBA develops solutions across DOTMLPF-Policy, the TFSP considers costs rather than policy when developing detailed analysis.*

CMC guides and approves Force Structure Reviews (e.g. Force Structure Review Groups, Force Optimization Review Group) through the TFSP. The primary output of the TFSP is the CMC approved, force structure plan maintained in TFSMS. Figure 1-8 illustrates how TFSP fits in the Force Development System.

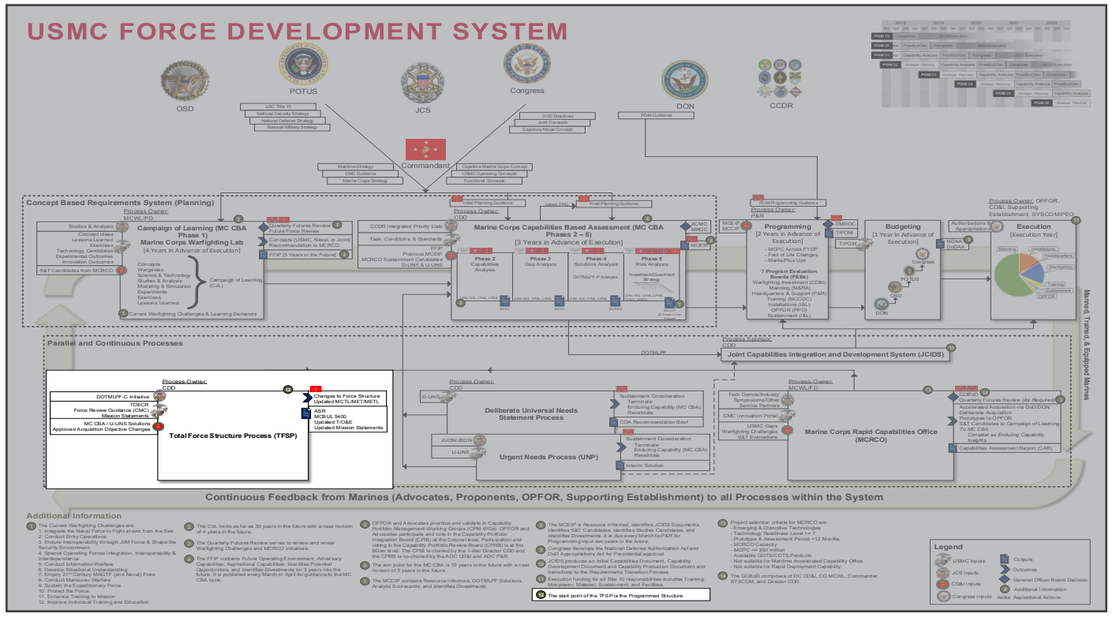


Figure 1-8: TFSP within Force Development

Table 1-11 lists the inputs, outputs, and outcomes of the TFSP. Section 2.6 on page 40 amplifies this overview.

Table 1-11: Inputs, Outputs, and Outcomes of the TFSP

INPUTS	OUTPUTS	OUTCOMES
• Force Structure Review Guidance from CMC • DOTMLPF-C Initiatives • Tables of Organization and Equipment Change Request • Capabilities Based Assessment Solutions • Possible Urgent Universal Needs Statement Solutions • Approved Acquisition Objective Changes	• Authorized Strength Report (Feb and Aug) • Marine Corps Bulletin 5400 • Updated Tables of Organization and Equipment • Updated Mission Statement	• Changes to Force Structure • Updated Marine Corps Task List, Mission Essential Tasks and Missions Essential Task Lists

Governance. The DOTMLPF-C Working Group reviews Tables of Organization and Equipment Change Requests (TOECR) and coordinates and determines suitability of any initiative or program affecting CMC approved force structure. DC CD&I is the approval authority for routine TOECRs. As required, force structure initiatives are approved by the CMC. The CMC is the approval authority for TOECRs related to the biennial force review.

Timing. TFSP is a continuous process that engages with other processes within the Force Development System. A TOECR may be submitted at any time, but requires at least 3 or more years to implement. However, unit-level changes as well as changes in terms of complexity and scope are reviewed by the DOTMLPF-C Working Group twice a month. Updates to the Authorized Strength Report are made twice a year in February and August. Marine Corps Bulletins 5400 are published to promulgate and initiate execution of major force structure changes such as unit-level activations, deactivations, reorganizations, re-designations, and relocations. Additionally, the CMC initiates a Force Structure Review as needed.

Stakeholder Engagement. Advocates, OPFOR, and SE leaders provide inputs and engage in the TFSP by submitting force structure initiatives (i.e. Force Structure Reviews, DOTMLPF-C initiatives and endorsed TOECRs) and participating in the DOTMLPF-C Working Group and Force Structure Reviews. Advocates and OPFOR can also engage in the TFSP by updating and submitting Mission Statements in order to maintain mission readiness.

1.5.7 Marine Corps Task List, Mission Essential Tasks, and Mission Essential Task List

Purpose and Description. The Marine Corps Task List (MCTL) is a comprehensive list of current Marine actions, activities, capabilities, or processes performed as part of an operation and defined as “tasks”. These tasks are used in the development of Mission Essential Tasks (MET) and Mission Essential Task Lists (METL) for all Marine Corps units. Marine Corps Tasks (MCTs) and METs are doctrine-based and predicated upon the institutional foundation for the best practices, tactics, techniques, and procedures

(TTPs), education, and training to achieve operational and mission success of our Marines. MCTL and METL serve as vital links to training development, readiness reporting, and future resource/weapon system procurement. The Marine Corps is mandated by DoD/Joint Staff and Chairman of the Joint Chiefs of Staff (CJCS) to report current unit capabilities and mission readiness within the Defense Readiness Reporting System-Marine Corps (DRRS-MC) and DRRS-Strategic (Joint Enterprise).

MCTL and unit METs/METLs contribute to the Force Development System by integrating the foundational, doctrine-based elements of existing structure identified within the T/O&E, TTPs and training, and leadership skills of current Marine Corps capabilities. MCTs/METs data, when used in the baseline construct for determining and developing future capability objectives, can support the analytics illustrating capability deficiencies or "gaps". Analysis efforts that detail differences between current and future capabilities expressed as MCTs/METs can aid in supporting solutions development and defensible decision-making.

Table 1-12 lists the inputs, outputs, and outcomes of the MCTL/MET/METL process. Section 2.7 on page 42 amplifies this overview.

Table 1-12: Inputs, Outputs, and Outcomes of the MCTL/MET/METL Process

INPUTS	OUTPUTS	OUTCOMES
• Unit with Designed Capability • Mission Statements • SE: Installation, Base, and Station Support to the Warfighter • Current MCTL • Joint and USMC Doctrine • Joint Conditions • Table of Organization (Military Occupational Specialty) • Table of Equipment (Mission Essential Equipment/Principal End Items) • Training Events (E-Coded Individual and/or Collective), Exercises, and Certifications • DoD Instructions – Installation Benchmark and/or Title 10 Requirements	• METLs • Standards/criteria and measurable metrics required and used for readiness reporting assessments: Personnel, Equipment, Training, and Certifications	• List of METs - Aligned to a unit's METL - Aligned to the installation/base/station METL Validated TTPs and support of unit Training & Readiness Manuals • Identifying the variables of the operational environment or situation in which a unit, system, or individual is expected to operate that may affect performance

Governance. DC CD&I is the Service-level authority and agent for current Marine Corps capabilities expressed as MCTs within MCTL. MCTs and associated standards are required to be representative of all elements of the MAGTF, reflect near real-time man/train/equip requirements, and made available for immediate use by OPFORs, SE, and installations for MET/METL development and readiness reporting assessments interfaced into the DRRS-MC and DRRS-Strategic. Marine Corps readiness reporting assessments are captured in DRRS-Strategic and presented to the CJCS, the Secretary of Defense (SECDEF), and the President of the United States.

Timing. A formal unit MET/METL review workshop is conducted via a deliberate and validated development and staffing process every three years. However, the process to ensure current operational and mission readiness is a continuous effort, and changes can be made at any time with oversight and approval from the appropriate chain of command and Advocate.

Stakeholder Engagement. Advocates, OPFOR, and SE provide input via the MET/METL review cycle process to ensure corresponding Mission Statements and entries into DRRS-MC are accurate, aligned, and synchronized. It is imperative that DRRS-MC and DRRS-Strategic are constantly updated to reflect the most current and accurate Marine Corps capabilities.

1.5.8 Doctrine

Purpose and Description. The Marine Corps develops doctrine and tactics, techniques, and procedures (TTPs) to assist the Chairman of the Joint Chiefs of Staff in the development of Joint doctrine. Table 1-13 lists the inputs, outputs, and outcomes of the doctrine process. Section 2.8 on page 45 amplifies this overview.

Table 1-13: Inputs, Outputs, and Outcomes of the Doctrine Process

INPUTS	OUTPUTS	OUTCOMES
• Service, Joint, Multi-Service, Allied Doctrine Review • Operational Advisory Groups • Marine Corps Center for Lessons Learned • Marine Corps Solutions Development Directive	• New or Updated Service, Joint, Multi-Service, and Allied Doctrine	• Mission Essential Task/ Mission Essential Task List

Governance. The CMC has delegated responsibility for Service doctrine development to DC CD&I. DC CD&I delegates responsibility for Service doctrine development to CDD. DC PP&O is the coordinating authority for Marine Corps participation in the development and maintenance of Joint and North Atlantic Treaty Organization doctrine.

Timing. Doctrine development and maintenance is continuous. Integration Divisions can submit doctrine changes to the Doctrine Control Branch.

Stakeholder Engagement. CMC has assigned doctrine proponents and SMEs throughout the Marine Corps who augment doctrine development efforts.

1.5.9 Urgent Needs Process and Deliberate Universal Needs Statement Process

Purpose and Description. The Urgent Needs Process (UNP) synchronizes abbreviated requirements, resourcing, and acquisition processes in order to distribute mission-critical warfighting capabilities more rapidly than the deliberate processes permit. MARFOR Commanders (COMMARFORs) conducting combat operations submit Urgent Universal Need Statements (U-UNS) in the UNP to rapidly address a capability deficiency that could lead to mission failure or loss of life. The final output of the UNP is an interim solution with two years of Operations and Maintenance funding that may also transition into the deliberate MC CBA process for sustainment as an enduring capability. At which point, Capability Portfolio Managers will advocate for and complete the requirements as the MC CBA process progresses.

The Deliberate Universal Needs Statement (D-UNS) Process provides an avenue for OPFOR, SE, and HQMC to identify a need that does not meet the criteria for U-UNS, and has not already been registered within the MC CBA process. In exceptional cases, a current year solution and funding may be available, enabling CD&I to address the need rapidly. In most cases, the appropriate Capability Portfolio Manager addresses the D-UNS in the MC CBA (Phases 2-5).

Figure 1-9 illustrates on how UNP and D-UNS fits in the Force Development System.

Table 1-14 lists the inputs, outputs, and outcomes of the UNP and D-UNS process. Section 2.9 on page 46 amplifies this overview.

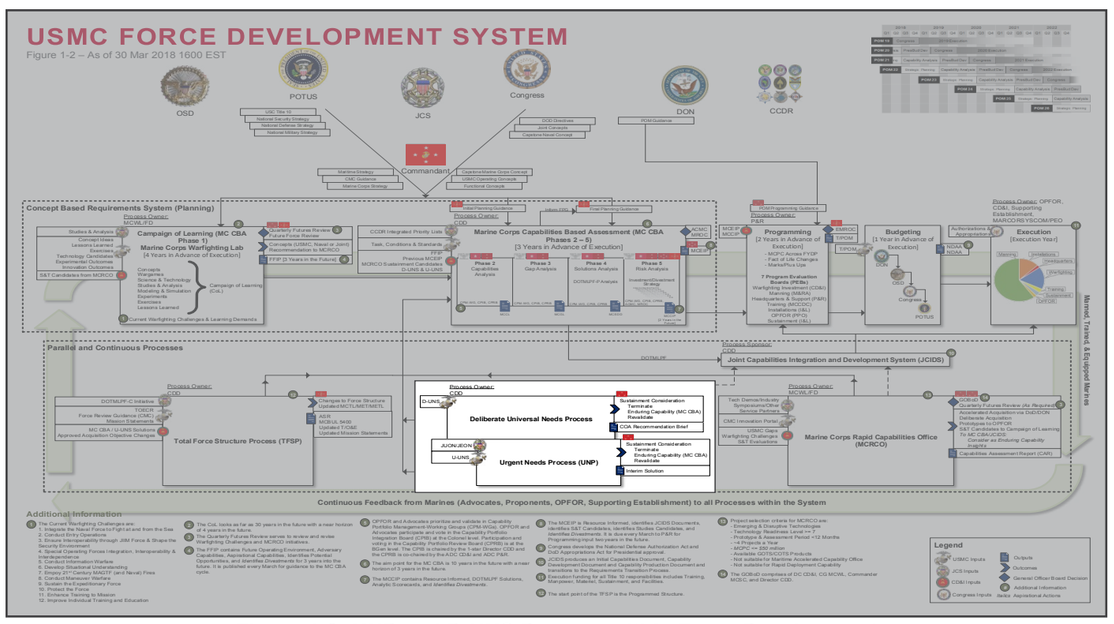


Figure 1-9: UNP and D-UNS Process within Force Development

Table 1-14: Inputs, Outputs, and Outcomes of the UNP and D-UNS Process

INPUTS	OUTPUTS	OUTCOMES
• D-UNS • U-UNS • Joint Urgent Operational Need (JUON)/Joint Emergent Operational Need (JEON)	• Course of Action Decision • Solution Recommendation Brief • Urgent Statement of Need (USON)	• Sustainment Consideration (Enduring Capability, Revalidation, or Termination)

Governance. COMMARFORs conducting combat operations may certify and submit a U-UNS to DC CD&I. Any COMMARFOR or DC may certify and submit a D-UNS. The Capability Portfolio Integration Board (CPIB) reviews a Solution Recommendation Brief (SRB) in response to a U-UNS or Course of Action Recommendation Brief (CRB) for a D-UNS and makes recommendations to the Director Capability Development Directorate. DC CD&I validates the U-UNS as urgent, approves the solution strategy for any UNS, and directs action as necessary. The Marine Requirements Oversight Council provides oversight on U-UNS solutions that are especially costly or complex.

Timing. The UNP and D-UNS process run continuously. The UNP will work to provide a solution as quickly as possible with 24-month sustainment. However, timelines vary for each unique need. A D-UNS solution may be provided using current year funding only if available. Otherwise, it will be sent to MC CBA to compete with other capabilities.

Stakeholder Engagement. Advocates, Proponents, OPFOR, and SE leaders primarily engage in these processes by submitting a U-UNS/D-UNS, participating in solution development activities, and participating in the CPIB to review the suggested solution packages to answer the requested needs. Supported COMMARFORs will also assist the operational assessment of all interim solutions provided via the UNP.

1.5.10 Marine Corps Rapid Capabilities Office

Purpose and Description. The Marine Corps Rapid Capabilities Office identifies emergent and disruptive technology to rapidly develop and evaluate operational prototypes that increase OPFOR survivability and lethality; and provides operational assessments that inform requirement development and investment planning. The Marine Corps Rapid Capabilities Office identifies projects and ideas from live-force experiments, wargames, warfighting challenges, and S&T reviews conducted during the Campaign of Learning (MC CBA Phase 1) as well as outside avenues such as academia, vendor demonstrations and the CMC Innovation Portal. From these, candidate technologies are rapidly prototyped to meet OPFOR needs.

The Marine Corps Rapid Capabilities Office also utilizes the U-UNS/D-UNS list as well as gaps and solutions identified in Phases 2-5 of the MC CBA for possible projects and ideas for prototyping and rapid acquisition. The primary output of the Marine Corps Rapid Capabilities Office is a Capability Assessment Report documenting the OPFOR assessment of the prototype solution.

Figure 1-10 illustrates how Marine Corps Rapid Capabilities Office fits in the Force Development System.

Table 1-15 lists inputs, outputs, and outcomes of the Marine Corps Rapid Capabilities Office process. Section 2.10 on page 50 amplifies this overview.

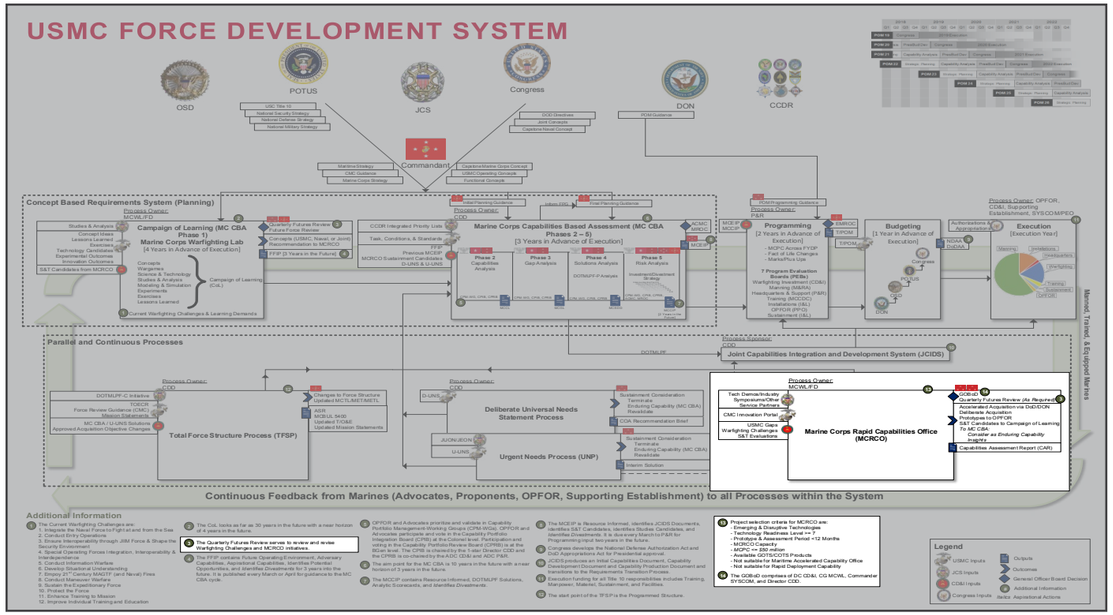


Figure 1-10: Marine Corps Rapid Capabilities Office within Force Development

Table 1-15: Inputs, Outputs, and Outcomes of the Marine Corps Rapid Capabilities Process

INPUTS	OUTPUTS	OUTCOMES
• Vendor Capability Briefs/ Demonstrations • Industry Symposia • Academia • CMC Innovation Portal • Naval Warfare Centers • Warfighting Challenges • S&T Evaluations • Marine Corps Gaps and Solutions • U-UNS / D-UNS List	• Capability Assessment Report • Accelerated Acquisition Recommendation • Deliberate Acquisition Recommendation • Prototypes to OPFOR	• S&T candidates to the Campaign of Learning or other S&T organization for further maturation • Nomination as a possible materiel solution or enduring capability via the MC CBA

Governance. The General Officer Board of Directors (GOBoD) approves proposals, funding, and disposition of projects for rapid acquisition in the Marine Corps Rapid Capabilities Office. The GOBoD is chaired by DC CD&I and comprised of Director CDD, Commander MCSC, CG MCWL, or their representatives. Status, metrics, and other Marine Corps Rapid Capabilities Office information will be provided to the Quarterly Future Review in the Campaign of Learning (MC CBA Phase 1) process.

Timing. The Marine Corps Rapid Capabilities Office process runs continuously and in parallel to other Force Development System processes.

Stakeholder Engagement. Advocates, OPFOR and SE provide inputs and engage in the Marine Corps Rapid Capabilities Office through the Campaign of Learning, participation in the Marine Corps Capabilities Based Assessment, innovation symposiums and General Officer to General Officer contacts. OPFOR employs prototypes and collaborates with Marine Corps Rapid Capabilities Office in assessing the technology.

1.5.11 Feedback Loop/Advocate, Proponents, OPFOR, and SE Engagement

Feedback and input from Advocates, Proponents, OPFOR, SE, and others (Marines) are provided and sought throughout the Force Development System as summarized below:

- **Campaign of Learning (MC CBA Phase 1):** Marines generate ideas and concepts for S&T and experiment investigations via the Innovation Portal; provide advice and recommendations through the Operating Force Science, Technology and Experimentation OAG, participate in the MCWL/FD Quarterly Experimentation Working Group meetings; provide feedback on experiments, wargames, and S&T evaluations; and participate in the QIFs, QFRs and FFR.
- **MC CBA (Phases 2-5):** Marines participate through Capability Portfolio Managers Working Group and representation on the CPIB, CPRB, and MROC.
- **Programming:** Marines participate through Program Evaluation Boards and the POM Working Group.
- **JCIDS:** Marines provide feedback via review and advice on drafts of JCIDS documents; participate in MROC staffing and deliberation; and participate in operational evaluations and operational tests, fielding, and operational deployment of capabilities.
- **TFSP:** Marines submit TOECRs and can be assigned to the DOTMLPF-C Working Group. Advocates and OPFOR representatives participate in TFSP force structure reviews (Force Structure Review Group or Force Optimization Review Group).
- **Doctrine:** Marines update assigned doctrine and recommend changes to doctrine as part of the doctrine review process.
- **MCTL/MET/METL:** Marines ensure corresponding Mission Statements and entries into DRRS-MC are accurate, aligned, and synchronized.
- **UNP/D-UNS:** Marines submit U-UNS/D-UNS and participate in the CPIB to review the suggested solution packages to answer the requested needs.
- **Marine Corps Rapid Capabilities Office:** Marines provide feedback on prototypes and make recommendations for further innovation.

CHAPTER 2

FORCE DEVELOPMENT SYSTEM PROCESSES

2.1 INTRODUCTION

This chapter provides a greater detail of the integrated and collaborative approach that drives the Marine Corps Force Development System, which feeds the Joint Capabilities Integration and Development System and accomplishes the Planning portion of the Planning, Programming, Budgeting, and Execution system to enable defensible programmatic decisions. While this chapter focuses on the MCCDC/CD&I organizations as process owners; the Advocates, Proponents, and OPFOR are also depicted to show their engagement opportunities in the Force Development System.

Chapter 2 portrays the following Force Development System processes:

- Campaign of Learning (MC CBA Phase 1)
- Marine Corps Capabilities Based Assessment (MC CBA Phases 2-5)
- Marine Corps Programming and Budgeting
- Total Force Structure Process (TFSP)
- Marine Corps Task List (MCTL), Mission Essential Tasks (MET), and Mission Essential Task List (METL) Process
- Marine Corps Doctrinal Publications System
- Urgent Needs Process (UNP) and Deliberate Universal Needs Statement (D-UNS) Process
- Marine Corps Rapid Capabilities Office (MCRCO)

The Marine Corps Force Development System contributes to and is influenced by the following DoD systems:

- Joint Capabilities Integration and Development System (JCIDS)
- Planning, Programming, Budgeting, and Execution (PPBE) System
- Defense Acquisition System (DAS)

This chapter describes relationships between the processes to help force development professionals and system 'users' understand the overall architecture and flow of this complex, integrated system. Operating details of each process can be found in the respective process order, directive, or instruction.

2.2 CAMPAIGN OF LEARNING (MC CBA PHASE 1)

2.2.1 Introduction

The Campaign of Learning (Marine Corps Capabilities Based Assessment Phase 1 [MC CBA]) integrates and synchronizes intellectual and physical activities using the framework of warfighting challenges to shape the future force by informing concepts and capabilities development. Intellectual activities include studies and analyses, concepts and capabilities development, and wargames; physical activities include live-force experiments, S&T demonstrations and assessments, and exercises. CG MCWL/FD is responsible for the conduct of the Campaign of Learning (MC CBA Phase 1) and is supported by all MCCDC/CD&I organizations (Table 2-1). Figure 2-1 shows MCWL/FD's organization. CG MCWL/FD organizes these activities using the warfighting challenge framework and orchestrates collaboration through Quarterly Integration Forums (QIFs), Quarterly Futures Reviews (QFRs), and annual Future Force Reviews (FFRs). The Campaign of Learning (MC CBA Phase 1) looks as far as 30 years in the future with a near horizon of four years in the future. Outputs of the Campaign of Learning (MC CBA Phase 1) are documented annually in the Future Force Implementation plan (FFIP), which is published in March or April each year and provided to CDD as a starting point for identifying needed capabilities during the MC CBA (Phases 2-5). The FFIP includes:

- A vision of the future operating environment, to include threat
- A description of existing and emerging adversary capabilities that place the MAGTF in tactical under-match with links to appropriate DoD scenarios
- Attributes of the future MAGTF and aspirational capabilities that restore or mitigate tactical overmatch
- Identification of potential opportunities for investment and divestment

Figure 2-2 captures the Campaign of Learning (MC CBA Phase 1) process.

Table 2-1: MCCDC/CD&I Organization Roles in the Campaign of Learning

ORGANIZATION	ROLE
Training and Education Command (TECOM)	• Provide feedback from Service-level training • Provide lead for select warfighting challenge(s)
Capability Development Directorate (CDD)	• Identify gaps requiring evaluation • Provide lead for select warfighting challenge(s) • Develop functional concepts to support the ideas of the operating concepts from a functional perspective
Operations Analysis Directorate (OAD)	• Executes and provides oversight for the Marine Corps on all matters pertaining to operations analysis, and modeling and simulation to provide support to organizations across the Marine Corps and to assist in making force development, programmatic, and warfighting decisions
MCWL/FD: Marine Corps Center for Lessons Learned (MCCLL)	• Actively collects, analyzes, publishes, and archives lessons learned materials to include observations, insights, lessons, trends, after action reports, and Marine Corps lessons learned reports. MCCLL focuses on TTPs of immediate importance to the OPFOR, thereby identifying needs and best practices, and recommending solutions across DOTMLPF-P
MCWL/FD: Concepts and Plans Division	• Examines select future security environments; emerging warfighting opportunities and challenges; and naval, Joint, and Coalition integration and capabilities to guide development of Marine Corps Service concepts and Concept of Operations
MCWL/FD: Wargaming Division	• Plans and executes the Marine Corps' Wargaming Program and acts as the Service's cognizant entity for wargaming matters
MCWL/FD: Science and Technology (S&T) Division	• Develops the vision, policies, and strategies needed to exploit scientific research and technological development in support of Marine Corps force development and experimentation in conjunction with Office of Naval Research (ONR), Defense Advanced Research Projects Agency (DARPA), DoD, MCSC, PEO, HQMC, and industry partners
MCWL/FD: Experiments Division	• Plans and executes experiments based on the USMC Service Experimentation Plan and strategic leader guidance, approved operational concepts, and ideas coming from Marines in the OPFOR to learn, assess concepts, identify capability gaps, and modify some of the concept's precepts

ORGANIZATION	ROLE
Operating Force Science, Technology, and Experimentation OAG	• The Operating Force provides advice and recommendations to DC CD&I and collaborate with MCWL, Office of Naval Research (ONR), requirements officers, resource sponsors, technical advisors, program managers, and other DoD S&T/ acquisition entities to identify and prioritize issues of significance to Operating Force Commanders. The focus of the OAG is on science, technology, and experimentation issues of concern to the Operating Force. This includes, but is not limited to: scientific research efforts, technology identification, experimentation, requirements development, funding source optimization, major weapons systems, weapons systems upgrades, readiness impacts, manpower impacts, training systems development, logistical concerns, and software requirements

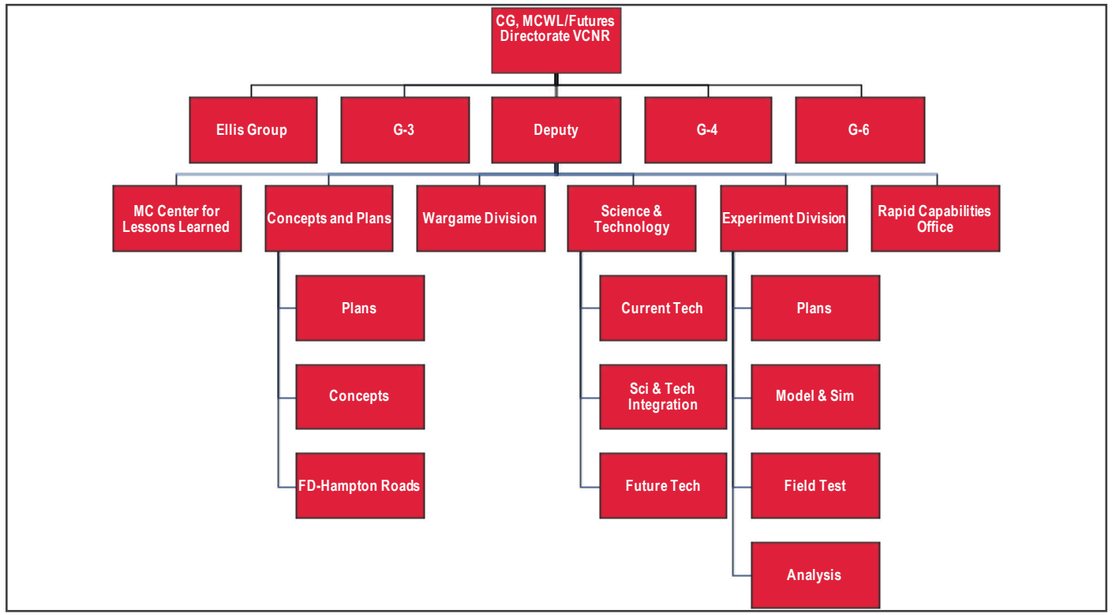


Figure 2-1: MCWL/FD Organization Chart

2.2.2 Process Overview

The Campaign of Learning (MC CBA Phase 1) begins with a threat-based understanding of how the Marine Corps intends to fight in the future based on Service capstone, operating, and functional concepts. Stakeholders in the Force Development System generate input to the Campaign of Learning (MC CBA Phase 1) by answering innovation challenges, sponsoring studies and analyses, generating concept ideas, identifying technology candidates, and participating in live-force experiments. CG MCWL/FD organizes these activities using the warfighting challenge framework, through warfighting challenge leads. The warfighting challenges serve as the foundation for an analytic framework where each challenge is posed as a problem statement or "first order" question. These "first order" questions provide focus for the collection and learning analysis plan. Using the problem statement, the warfighting challenge leads identify learning demands (or second order questions) which help bound the problem and enable focused analysis. The warfighting challenges are identified in Table 2-2 with the corresponding lead agencies tasked with developing and integrating capability solutions through the Campaign of Learning (MC CBA Phase 1).

Table 2-2: Warfighting Challenges and Lead Agencies

#	WARFIGHTING CHALLENGES 2017-2018	LEAD AGENCY
1	Integrate the Naval Force to Fight at and from the Sea	MCWL/FD
2	Conduct Entry Operations	MCWL/FD
3	Ensure Interoperability throughout the Joint Inter-organizational Multi-national (JIM) Force and Shape the Security Environment	CDD
4	Special Operations Forces Integration, Interoperability, and Interdependence (I3)	MARSOC
5	Conduct Information Warfare	CDD
6	Develop Situational Understanding	CDD
7	Employ 21st Century MAGTF (and Naval) Fires	CDD
8	Conduct Maneuver Warfare	MCWL/FD
9	Sustain the Expeditionary Force	CDD
10	Protect the Force	CDD
11	Enhance Training to Mission	TECOM
12	Improved Individual Training and Education	TECOM

A warfighting challenge is expected to be revised based on changes in the environment that result in the challenge being resolved or changed, or a new challenge being identified. CG MCWL/FD recommends changes to DC CD&I for approval. Through analysis and assessment of relevant insights harvested from the Campaign of Learning (MC CBA Phase 1) activities, each warfighting challenge lead develops a baseline running estimate of related force development activities. The compilation of these activities forms the basis for future force design. Key activities of the Campaign of Learning (MC CBA Phase 1) include:

- **Concept Development.** Concept development is fundamental to Marine Corps force development, as concepts provide the means to translate decentralized innovation into a unified and cohesive set of products that will guide how future Marine Corps forces are organized, trained, educated, and equipped. Concept development encompasses those activities associated with critically ex-

amining and refining ideas, and then capturing the results in formally published form so they can be subjected to even more rigorous analysis to assess their validity. Done correctly, the personnel involved become immersed in a mutually educational series of events that inform development of the future force, and they collectively become a learning organization. The Marine Corps concept hierarchy is composed of a Marine Corps capstone operating concept, subordinate operating concepts, functional concepts (covering the warfighting functions and other areas) and is influenced by Joint and multi-Service operating concepts. Operating concepts are crafted to present a hypothesis to be tested, rather than as an idea assumed to have merit. Once an operating concept has been approved for use, it serves as the basis for seminars, wargaming, modeling, analysis, and experimentation. These efforts may lead to a formal refinement of the operating concept to inform further critical examination, or a recommendation that the concept be validated or invalidated as a basis for subsequent force development actions. Concepts and Plans Division manages concepts, to include content integration and publication control. CG MCWL/FD is the lead for development and maintenance of the capstone operating concept and developing subordinate operating concepts. The Director CDD serves as the lead for functional concepts. Functional concepts provide detailed descriptions of how certain activities will be performed and inform the conduct of the MC CBA by illuminating the required capabilities within that functional concept.

- **Support for Strategic Analysis (SSA).** SSA products support deliberations by DoD senior leadership on strategy and PPBE matters, including force sizing, shaping, and capability development; and provide a starting point for studies that support development and implementation of defense strategy and policy, and the DoD PPBE. SSA product development is a collaborative and iterative process co-led, on behalf of the SECDEF, by the Director Cost Assessment and Program Evaluation (CAPE), the Under Secretary of Defense for Policy, and the CJCS. SSA product development for the Marine Corps falls under the cognizance of the DC CD&I. These products provide DoD Components with a DoD-approved foundation for subsequent analysis and are divided into three tiers. Each build upon the product of the higher tiers and provides increasingly greater detail and fidelity.

  Marine Corps General Officer or Senior Executive Service representation to SSA senior leadership forums are as follows:

  - SSA Steering Committee. CD&I (CG MCWL/FD and Senior Analyst/Director, Operational Analysis Directorate).
  - 3-Star Stakeholders. DC CD&I and one additional DC (normally two stakeholders are invited per meeting and attendees are selected by DC CD&I based on the topic).
  - Operational Deputies. DC PP&O.
  - Deputy Management Action Group. ACMC.

  Per DoDD 8260.02, SSA products include: current baselines that reflect selected CCDR plans and approved force management decisions; and near- to long-term scenarios, Concept of Operations (CONOPS), forces, and baselines based upon plausible challenges requiring DoD resources and capabilities. The key SSA products are:

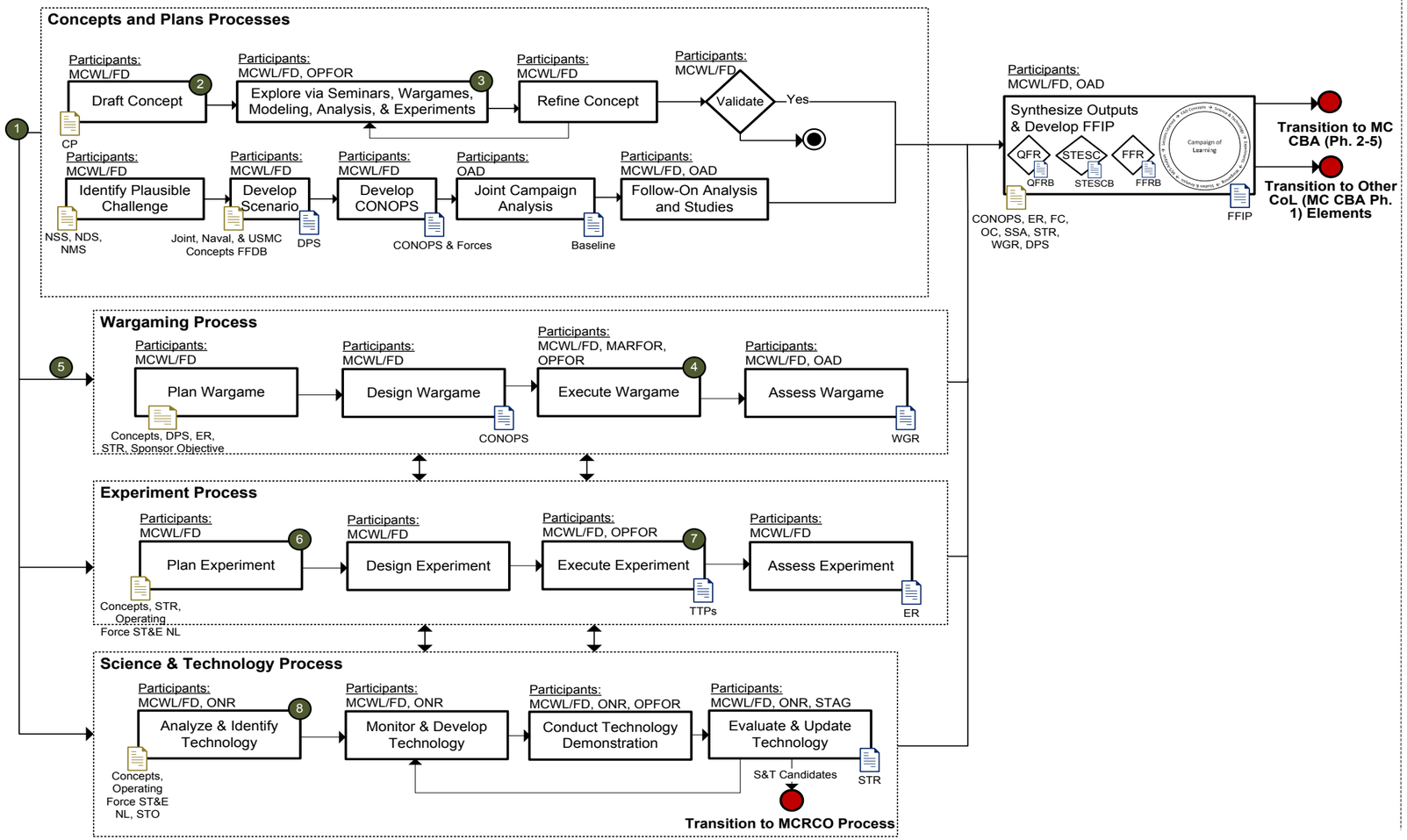
  - Scenarios. Scenarios are high-level depictions of a challenge, the strategic approach to addressing it (to include strategic-level constraints and restraints), and its key assumptions. This product is approved by the Under Secretary of Defense for Policy. The Marine Corps position is that it be vetted through the SSA Steering Committee, 3-star stakeholders, and, if a force sizing scenario or if critical comments cannot be resolved, the Deputy Management Action Group. The scenario sets the conditions (physical, military, and civil) for both MC CBA and JCIDS CBA analyses.
  - CONOPS and Forces. CONOPS and forces are descriptions of the operational approach to a challenge, the resultant demand for forces, and a logistically feasible force flow. This product is approved by the Director of the Joint Staff. The Marine Corps position is that it be vetted through the Operational Deputies and/or JCS Tanks (i.e., meetings of the JCS in the JCS Conference Room). The CONOPS and mission provides the means to derive tasks and standards to define required capabilities from our functional concepts during MC CBA analysis.
  - Baseline. A baseline is an integrated set of data used by the DoD components as an agreed upon starting point for studies supporting the development and implementation of defense strategy and DoD PPBE activities. This may include a refined demand signal and/or other products (to include model data and output for use in supporting computer-assisted wargames, table top exercises, and theater campaign simulations as appropriate) informed by force management, risk management, and supporting analyses. This product, dependent upon which DoD organization led the analysis, is approved by either the Director CAPE or Director Joint Staff J-8, and the Marine Corps position is that it be vetted through the SSA Steering Committee.

  MCWL/FD's Plans Branch within Concepts and Plans Division is the Marine Corps lead for the development of near- to long-term SSA scenarios, and representing/integrating Marine Corps capabilities, capacities, doctrine, and concepts within CONOPS and Forces products. Within OAD, Joint and External Analysis Branch is the Marine Corps lead for resultant Joint and DoD analyses and studies (to include baseline development). Annually, an OSD scenario is identified by DC CD&I to serve as the focus for the Title 10 Wargame MC CBA.

- **Wargaming.** Wargaming is useful in generating, refining, and assessing concepts, plans, decision alternatives, issues and technologies; identifying capabilities and gaps reducing surprises; and creating conditions which allow risk-taking which is difficult to reproduce in experimentation, exercises, or operations. Units and activities across the Marine Corps employ wargaming for a wide variety of purposes. The Marine Corps specifically recognizes six "use cases" for wargaming:

  - Concept development
  - Capability development
  - Operational plan evaluation
  - S&T related evaluation

CAMPAIGN OF LEARNING (MC CBA PHASE 1)



Stakeholder Entry & Engagement Points

1. **Entry Point:** Innovation Challenges, Lessons Learned, Exercise results, and Operating Force ST&E OAG results can enter through Concepts and Plans, Wargames, Experiments, and Science and Technology.
2. **Entry Point:** CMC, DC CD&I can enter the process by submitting concepts, CG MCWL/FD can submit subordinate operating concepts, Director CDD can propose functional concepts, and any USMC organization can propose subordinate operating or functional concepts.
3. **Engagement Point:** Advocates, Proponents or OPFOR can engage by participating in concept exploration events.
4. **Engagement Point:** Advocates, Proponents, or OPFOR can engage by participating in Wargames.
5. **Engagement Point:** Advocates, Proponents, or OPFOR can engage by becoming a Wargame Sponsor that identifies and analyzes game objectives
6. **Entry Point:** Advocates, Proponents, or OPFOR can enter the process by submitting technology ideas to CD&I via the Operating Force ST&E OAG. Individual Marines can submit technology ideas to CD&I via the Innovation Portal.
7. **Engagement Point:** Advocates, Proponents, or OPFOR can engage by participating in Experiments.
8. **Entry Point:** Advocates, Proponents, or OPFOR can enter the process by submitting technology ideas to CD&I via the Operating Force ST&E OAG. Individual Marines can submit technology ideas to CD&I via the Innovation Portal. Submissions can also come through the DoD/DoN S&T Technology Community Collaboration.

Guidance List

CJCSI 3010.02D	Guidance for Developing and Implementing Joint Concepts	22 Nov 2013
MCCDC/CD&I 5401.1	Concept Development Instructions	08 Feb 2016
DoDD 8260.05	Support for Strategic Analysis	07 Jul 2011
DoDI 8260.2	Implementation of Data Collection, Development, and Management for Strategic Analyses	21 Jan 2003
---	Force Development Strategic Plan 2nd Edition	27 Jan 2017
MCO 3960.6	Marine Corps Science and Technology (S&T)	30 Aug 2002
MCO P3121.1	Marine Corps Planning & Programming Manual	01 Oct 1991
OPNAVINST 5401.9A	Navy Concept Generation and Concept Development Program	24 Jun 2014

Participants Legend

MCWL/FD	MC Warfighting Laboratory/Futures Directorate
MARFOR	Marine Forces
OAD	Operations Analysis Directorate
ONR	Office of Naval Research
OPFOR	Operating Forces

Inputs & Outputs Legend

CONOPS	Concept of Operations
CP	Concept Prospectus
DPS	Defense Planning Scenarios
ER	Experiments Report
FC	Functional Concept
FFDB	Future Forces Database
FFIP	Future Force Investment Plan
FFRB	Future Force Review Brief
NDS	National Defense Strategy
NL	Needs Letter
NMS	National Military Strategy
NSS	National Security Strategy
OAG	Operational Advisory Group
OC	Operating Concept
QFRB	Quarterly Futures Review Brief
SSA	Support for Strategic Analysis
STAG	Science & Tech Alignment Group
STESC	Science &Tech Executive Steering Committee
STESCB	Science & Tech Executive Steering Committee Brief
STO	Science & Tech Objective
ST&E	Science, Tech, & Exp.
STR	S&T Report
T/O&E	Table of Organization & Equipment
TTPs	Tactics, Techniques, and Procedures
WGR	Wargame Report

Icon Legend

Process Thread Transition
Process Step
Terminate
Decision Point
Input
Stakeholder Entry & Engagement Point
Output
Subprocess

Figure 2-2: Campaign of Learning (MC CBA Phase 1) Process Diagram

- Training and education
- Senior leader seminar facilitation

The MCWL/FD Wargaming Division conducts Marine Corps' Title 10 wargames to address issues relating to the future of the force, with representatives from every Service of the U.S. Armed Forces, combatant commands, and multinational partners. Wargames in support of force development employ future scenarios, operating concepts, functional concepts, CONOPS, and future force structure; and may include/inform S&T and live-force experimentation insights/objectives. OAD provides post-game analysis for wargames in support of capability development and analyses.

- **S&T Assessments.** S&T assessments analyze and identify selected technologies that correspond to future Marine Corps demand for further development and monitoring. The S&T Division manages a portfolio of S&T projects designed to address S&T objectives and collaborates through the Operating Force Science, Technology, and Experiments OAG to report on project performance, and periodically update S&T objectives. S&T assessments are conducted as OPFOR employ S&T technologies in direct support of live-force experiment objectives. MCWL also participates with ONR in the Advanced Naval Technology Exercise which is an annual multi-day event to demonstrate future Navy technologies in partnership with Naval warfare centers, universities, and industry. Advanced Naval Technology Exercise provides a low-risk environment in which scientists and engineers may evaluate their technological innovations at the research and development level before their technologies become militarized and integrated at the operational level. An S&T technology can transition to become a Marine Corps Rapid Capabilities Office project. The Marine Corps Rapid Capabilities Office serves as the DC CD&I lead for Marine Corps Innovation Network and Nodes for Operations, Ventures, Activities, Tactics, and Expertise and the lead for the CMC annual innovation challenge.
- **Live-Force Experiments.** Live-force experiments explore future concepts, evaluate Tactics, Techniques, and Procedures (TTPs), and potentially employ S&T technologies. Planning and design of a live-force experiment can take from one to two years. Experiments can be conducted in conjunction with wargames or be used to further define and design wargames. OPFOR experimentation in large-scale exercises is conducted in accordance with the annual USMC Experimentation Plan. Experiments Division develops the annual USMC Experimentation Plan in concert with the OPFOR, and plans, designs, supervises execution, analyzes, and reports on MCWL/FD live-force experiments. OPFOR commanders identify units to participate in MCWL/FD experiments through the PP&O-led, MARFORCOM-hosted force synchronization conferences. OPFOR units participating in USMC Service level experimentation in their large-scale exercises will provide analysis and reports on experimental outcomes via the Marine Corps Lessons Learned System.
- **Marine Corps Center for Lessons Learned.** The Marine Corps Center for Lessons Learned (MCCLL) serves as the single fusion center for lessons learned materials to rapidly adapt lessons into the OPFOR and SE, providing a relevant, responsive source for institutional knowledge with direct input to TECOM, the Capabilities Development System, advocates and proponents and Joint lessons learned for future investment decisions. The MCCLL also routinely coordinates with Advocates and Proponents on issues spanning the spectrum of DOTMLPF-P. The MCCLL maintains the Marine Corps Campaign of Learning Information System, Marine Corps Campaign of Learning Information System, a collaborative, knowledge management system that contains:
  - After action reports, trends and best practices from Marine Corps units participating in operations, exercises, and deployments
  - Results of Marine Corps experimentation, wargames, and concept development
  - Warfighting Challenge Repository that supports the Campaign of Learning and Future Force Development processes

  DC CD&I leverages Lessons Learned within all force development processes (e.g., MC CBA, UNP, and TFSP) but most notably during the Campaign of Learning (Phase 1 of the MC CBA). Relevant lessons learned by the Joint force, other Services, Allies, and Coalition partners are also harvested and employed across all force development activities.
- **Marine Corps Study System.** The Marine Corps Study System (MCSS) provides studies and analyses to ensure the Marine Corps has a greater understanding of issues and alternatives concerning organizations, tactics, doctrine, policies, force plans, strategies, procedures, intelligence, weapon selection, systems programs, and resource allocations. The MCSS is a process by which the Marine Corps nominates, approves, performs, manages, and distributes the resultant products throughout the Marine Corps. The MCSS also provides analytical support for decision makers related to the resolution of issues and problems identified by the OPFOR. Operations Analysis Directorate (OAD) manages the MCSS.
- **Naval Research.** OSD and the Services sponsor long-established research organizations to: exploit science, technology and prototypes to respond to the needs of the DoD; ensure U.S. technological superiority; prepare for an uncertain future; and accelerate delivery of technical capabilities to the warfighter. As one of four Directorates within the Office of the Assistant Secretary of Defense for Research and Engineering, the Research Directorate is responsible for policy and oversight of DoD programs in basic research, applied research, advanced development, and advanced components and prototypes.

  The DoD delineates budget activities (BA) with specific funding categories for science and technology known as: basic research, applied research, and advanced technology development.
  - Basic Research (BA 6.1) includes scientific study and research to increase knowledge and understanding in the physical, engineering, environmental, and life sciences related to long-term needs. Its focus is knowledge of scientific phenomena.
  - Applied Research (BA 6.2) is the systematic study to understand the means to meet recognized and specific needs. Applied research translates promising basic research into solutions for broadly defined military needs, short of system development projects. Its focus is proving technology feasibility when applied to solving military problems.
  - Advanced Technology Development (BA 6.3) includes the development of subsystems and components and the efforts to integrate subsystems and components into system prototypes for field experiments and/or tests in a simulated environment. The focus is on demonstrating

the military utility of technologies and applying them to acquisition programs. It supports the Future Naval Capabilities program (described below), as well as the warfighting experiments conducted by MCWL.

Office of Naval Research (ONR). Within the DoN, the Chief of Naval Research (CNR) coordinates, executes, and promotes the science and technology programs of the Navy and Marine Corps through the Office of Naval Research (ONR). CG MCWL serves as the Vice Chief of Naval Research (VCNR). ONR is organized into a Research Directorate and a Technology Directorate. Both work closely with the acquisition community and warfighter stakeholders to ensure research investments address both near-term requirements as well as the next generation of naval technologies. These Directorates work across ONR's six science and technology departments to ensure synergy and integration of research. Code 30, the Expeditionary Maneuver Warfare and Combating Terrorism Department, develops and transitions technologies to enable the Navy-Marine Corps team to win and survive on the battlefield, today and tomorrow.

Service-level Roles. The Naval S&T Corporate Board consists of the Assistant Secretary of the Navy for Research, Development, and Acquisition (ASN, RDA), the Vice Chief of Naval Operations, and the ACMC. DC CD&I is responsible for the guidance and oversight of the Marine Corps RDT&E Program which includes the Marine Corps S&T Program. DC CD&I is acting as Executive Agent for Marine Corps S&T ensures the coordination of the efforts of MCWL, MCSC, ONR, and HQMC to formulate and incorporate future Marine Corps capability requirements into the DoN S&T Program. DC CD&I provides requirements guidance for the Marine Corps S&T Program; coordinates routinely with the Marine Corps Advocates to address issues, determine requirements, and prioritize programs; reviews and approves the Marine Corps S&T Program for forwarding to the MROC; conducts an annual assessment of the Marine Corps S&T Program to ensure technical quality, responsiveness to requirements and timely transition of products; and initiates the Marine Corps S&T POM submission using the annual assessment as a baseline. On behalf of DC CD&I, CG MCWL establishes and coordinates the Marine Corps S&T process, conducts technical and programmatic reviews of all Marine Corps S&T Programs, and proposes changes as necessary to DC CD&I.

Strategic Plans. ONR employs a framework to synchronize the continuum of Naval Research, Development, Test and Evaluation (NRDT&E). Three components of this framework—Align, Allocate, and Accelerate—are intended to guide the conversation and efforts: to align early research, development, and demonstration to priority technology requirements; allocate investments for higher pay off in lethality, integration, and interoperability; and accelerate capability adoption to match the pace of technology innovation.

Supporting the framework, ONR pursues seven S&T thrusts:

- Command, Control, Computers and Communication (C4)
- Fires
- Force Protection
- Human Performance Training and Education
- Intelligence, Surveillance, and Reconnaissance
- Logistics
- Maneuver

Developed jointly by the ONR and MCWL, US Marine Corps Science and Technology Strategic Plan serves as a guide for USMC S&T. This plan identifies science and technology objectives as those technology capability enhancements most needed to enable the warfighting capabilities of future operating forces. The science and technology objectives are not all inclusive and neither are they an end in themselves. The science and technology objectives are the opening salvo in the engagement between the S&T "three circles" (consisting of the combat developer [CD&I], technology developer [ONR], and the materiel developer [MCSC/PEO]) in defining what is required, the "art of the possible", and what can and will transition into a program of record. It is chiefly through participation in the MC CBA that Marine Corps S&T integrates with the force development system. Science and technology objectives are developed as part of the MC CBA process, prioritized, and aligned to MC CBA gaps.

Future Naval Capabilities (FNC). The FNC program is an S&T process designed to develop and transition cutting-edge technologies to acquisition programs of record within a three-year timeframe. The program delivers these technologies as FNCs for integration into platforms, weapons, sensors or specifications to improve Navy and Marine Corps warfighting and support capabilities. The program for FY18 and out was restructured to accelerate both the selection to commencement and the S&T development timelines. FNCs typically begin at a point at which component validation in a laboratory or relevant environment has been achieved (i.e., Technology Readiness Level (TRL) 4 or 5). FNCs are subsequently matured to the point of a demonstrated model or prototype in a relevant or operational environment (i.e., TRL 6 or 7). Once the FNC is demonstrated, the acquisition sponsor takes responsibility for conducting any additional research, development, test and evaluation necessary to engineer and integrate the technology into an acquisition program of record, or other program, ultimately leading to the deployment of the new capability into the fleet or force.

The DoD Technology Readiness Levels are:

1. Basic principles observed and reported
2. Technology concept and/or application formulated
3. Analytical and experimental critical function and/or characteristic proof of concept
4. Component and/or breadboard validation in laboratory environment
5. Component and/or breadboard validation in relevant environment
6. System/subsystem model or prototype demonstration in a relevant environment
7. System prototype demonstration in an operational environment
8. Actual system completed and qualified through test and demonstration
9. Actual system proven through successful mission operations

The Marine Corps leverages the investments of ONR, the Defense Advanced Research Projects Agency, other Services, and industry while focusing Marine Corps unique investment to support Marine Corps combat development and future materiel needs.

Products created within the Campaign of Learning (MC CBA Phase 1) are listed in Table 2-3.

Table 2-3: Campaign of Learning (MC CBA Phase 1) Products

PRODUCTS
Security Environment Forecast
Operating Concepts
Functional Concepts
SSA Baselines
Defense Planning Scenarios
Concepts of Operation
Logistically Feasible Force Flows
Wargame Reports
Tactics, Techniques and Procedures
Live-Force Experiment Reports
S&T Reports

The **S&T Executive Steering Committee (STESC)** supports the S&T Advocate (DC CDI) and the S&T Proponent (CG MCWL/Director FD) in the collaborative governance and integration of the Marine Corps' S&T Enterprise and relevant Operational Force (OPFOR) assessments, exercises, and experimentation. STESC members are CG MCWL/Director FD, Director CDD, Commander MCSC, PEO-LS, ONR Code-30 Department Head, and the TECOM Executive Deputy. The STESC meets bi-annually or when specifically requested by an STESC member. In general, one annual meeting will cover S&T priorities and resourcing, and the other will be an update on results.

The agenda of the STESC includes review and deliberation regarding:

- S&T objectives and priorities
- Ongoing efforts across the S&T and RDT&E enterprise that impact MCFDS
- POM issues that may enhance or impeded S&T transitions
- Strategic coordination of S&T activities across the S&T Enterprise and relevant OPFOR assessments, exercises, and experimentation
- Development and implementation of the Marine Corps S&T Strategic Plan
- Issues identified within the S&T Unified Priority List
- Strategic alignment between capability requirements, materiel and non-materiel solutions, relevant OPFOR assessments, exercises, experimentation, and other S&T efforts as identified by the STAG
- Solutions to balance risk, current requirements, and modernization

The S&T Alignment Group (preferably Col/GS-15-level) meets quarterly in support of the STESC to identify and recommend alignment opportunities that increase innovation and collaboration.

The **Quarterly Integration Forum (QIF)** is chaired by the CG MCWL/FD to determine and coordinate topics and issues for presentation at the QFR. The CG MCWL/FD is supported in his preparations by the Directors/Commanders from the subordinate organizations across MCCDC/CD&I and Marine Corps stakeholders. Stakeholder leaders with equities in the topics under discussion are invited to participate. In this forum, the CG MCWL/FD receives briefings from other organizations, both internal and external, to ensure challenges are sufficiently addressed. Managers and leads prepare material for inclusion into the QIF and QFR briefings to the senior leaders of the Marine Corps. Outcomes of these briefs are fed back into the Campaign of Learning (MC CBA Phase 1). The warfighting challenge leads review their running estimates and proposed solutions.

The **Quarterly Futures Review (QFR)** is the CG MCCDC/DC CD&I forum to manage future force development progress and resolution of warfighting challenges. Moderated by the CG MCWL/FD, it is attended by the leadership within MCCDC/CD&I and selected external stakeholders. All Deputy Commandants and MARFOR Commanders are invited to participate through the Command Element Advocate Board (CEAB). The QFR provides senior leaders and select SMEs an opportunity to dialogue on select warfighting challenges and ensure shared understanding of challenges and proposed solutions. In addition to presenting insights, CG MCWL/FD relates those insights to lessons learned from recent operations and exercises. Similarly, MCCDC/CD&I leaders will relay 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 addresses the current warfighting challenges and informs development of the future force. Ultimately, the QFR serves as a forum to identify topics for advancement to deliberative bodies/decision-makers (such as the Naval Board, MROC, or the CMC).

The **Future Force Review (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 senior Marine Corps leadership to obtain approval and guidance on major current and future force development issues. This feedback shapes future force development actions.

2.2.3 Stakeholder Engagement

Advocates, OPFOR, SE, HQMC, and individual Marines have several opportunities to engage throughout the Campaign of Learning (MC CBA Phase 1), principally through leading warfighting challenges; generating ideas and concepts for S&T and experiment investigations via the Innovation Portal; and providing feedback when experiments, wargames, and S&T evaluations are conducted. Members of the Marine Requirements Oversight Council (MROC) participate in the QFR and FFR.

2.3 MARINE CORPS CAPABILITIES BASED ASSESSMENT (PHASES 2-5)

2.3.1 Introduction

The Marine Corps Capabilities Based Assessment (MC CBA) is a deliberate and integrated process through which the Marine Corps analyzes capabilities, gaps, solutions, and risks. The annual MC CBA results in an assessment of Marine Corps capabilities and capability requirements based on the operational context of Support for Strategic Analysis (SSA) scenarios and CONOPS identified during the Campaign of Learning (MC CBA Phase 1). MC CBA (Phases 2-5) is led by the Capabilities Development Directorate (CDD), Figure 2-3 depicts CDD's organization. MCO 3900.20 describes the elements of this process in significant detail.

At the end of each phase, a distinct product is delivered:

- Phase 2 (Capabilities Analysis): Marine Corps Capabilities List (MCCL)
- Phase 3 (Gap Analysis): Marine Corps Gap List (MCGL)
- Phase 4 (Solutions Analysis): Marine Corps Solutions Development Directive (MCSDD)
- Phase 5 (Risk Analysis/Investment & Divestment Strategy): Marine Corps Capabilities Investment Plan (MCCIP)

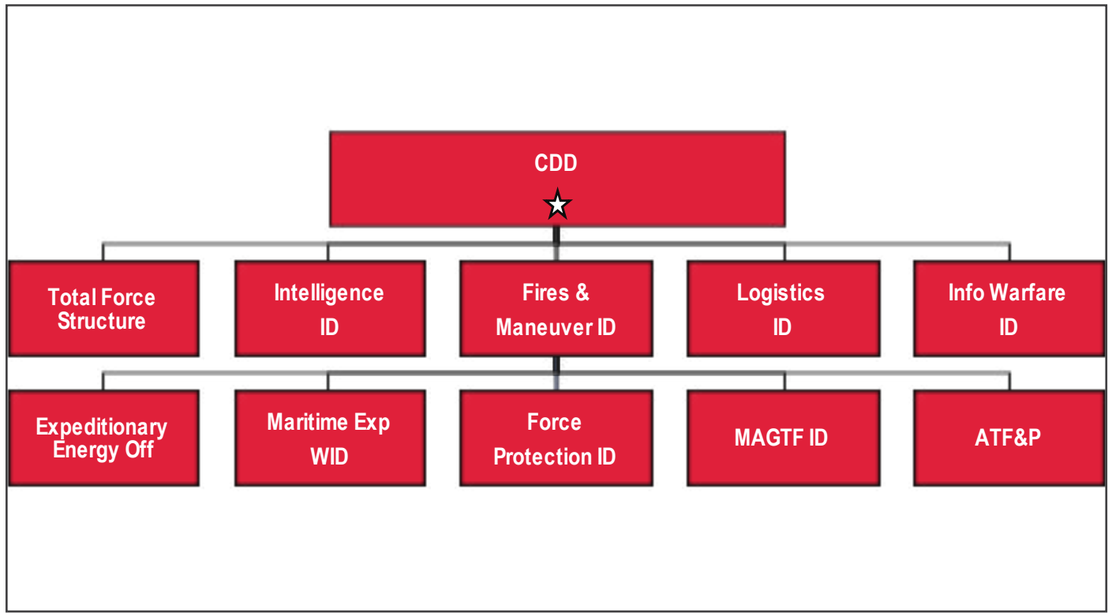


Figure 2-3: CDD's Organization Chart

These products are individually approved though the Capability Portfolio Investment Board (CPIB) and the Capability Portfolio Review Board (CPRB) with voting members that mirror Marine Requirements Oversight Council (MROC) membership. The MCCIP is approved by the MROC. All four products are then compiled into the Marine Corps Enterprise Integration Plan (MCEIP), which is submitted to ACMC for approval.

The MCEIP translates future-focused Service strategic guidance into an enterprise-wide plan through a single, integrated, and consolidated capabilities development and resource allocation recommendation guide for a given Program Objective Memorandum (POM) cycle. The goal of the MCEIP is to align and synchronize enterprise-wide efforts to programmatic decisions that support priorities aligned with the 10-year future objectives.

The submission of the MCEIP to DC P&R represents the completion of the MC CBA, and the commencement of the Programing phase of the PPBE.

Figure 2-4 depicts the MC CBA (Phase 2-5) process.

2.3.2 Process Overview

Phase 2 - Capabilities Analysis is designed to define capability requirements and is normally conducted during April through June and results in the Marine Corps Capabilities List.

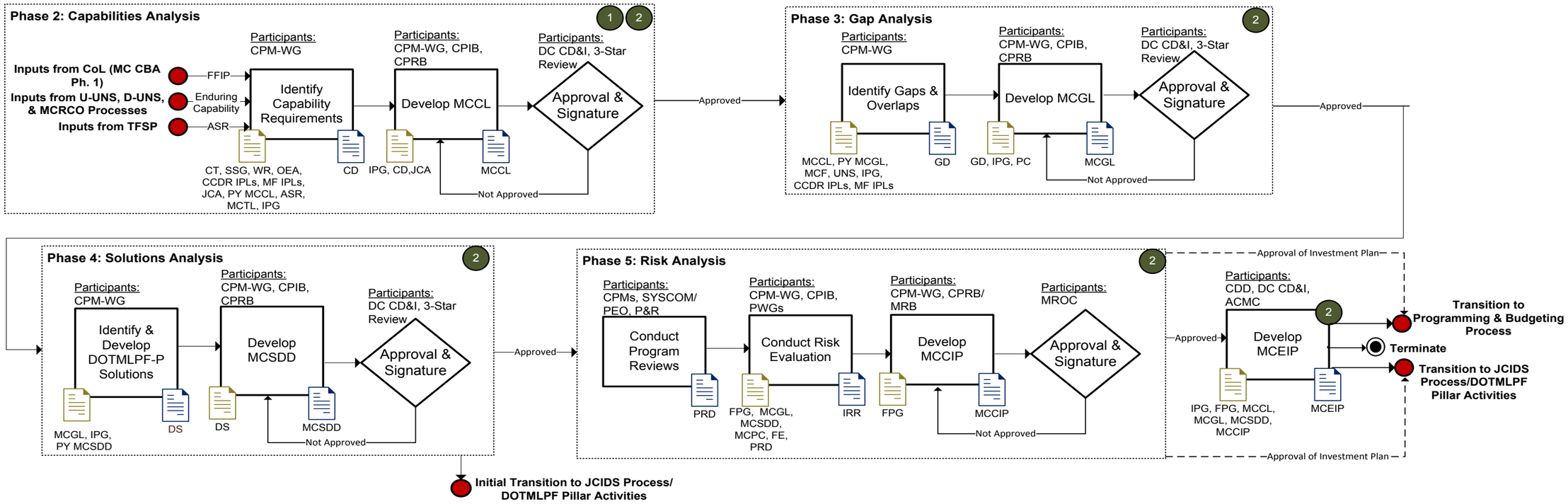
Phase 2 involves identifying, updating, and refining the capability requirements (tasks, conditions, standards, and performers) required to address the Marine Corps Capstone Concept and accomplish the mission in the prescribed CONOPS/Concept of Support, based on the Support for Strategic Analysis scenario.

Inputs include:

- Joint; Naval; and Service Capstone, Operational, and Functional Concepts
- Approved Defense Planning Scenario and CONOPS
- Title 10 Wargame Report
- Universal Need Statements
- Capability Requirements identified in previous years
- Service Strategic Guidance
- Assessment of the Future Operating Environment
- CCDR Integrated Priority Lists (IPLs)
- Authorized Strength Report
- Marine Corps Task List (MCTL)
- CMC Initial Planning Guidance (drafted the previous year for CMC approval)

Capability Portfolio Managers, assisted by their working group, define capability requirements (task, condition, standards). Capabilities identified in new or revised concepts may need to be defined by the working group based on tasks, conditions, and standards resulting from an assessment of the Support for Strategic Analysis scenario and CONOPS and results of the Title 10 Wargames (Expeditionary Warrior/MAGTF Warrior) series. Wargames may identify the need for new capability requirements. Capability requirements may also be refined and validated based on concepts, studies, wargaming, experimentation, and results of DOTMLPF-P integration of dependent capabilities.

MARINE CORPS CAPABILITIES BASED ASSESSMENT PROCESS (PHASES 2-5)



Stakeholder Entry & Engagement Points

1 **Entry Point:** Stakeholders can enter the process by submitting Tasks, Conditions, and Standards and CCDR Integrated Priority Lists.

2 **Engagement Point:** Advocates, Proponents, OPFOR, SE, and HQMC representatives participate throughout the MC CBA (Phases 2-5) through CPM WGs, as well as through representation on the CPIB, CPRB, and MROC. The MROC approves the MCCIP and the ACMC approves the MCEIP.

Guidance List

MCO 3900.20	Marine Corps Capabilities Based Assessment	27 Sep 2016
MCO 3900.20A	Marine Corps Capabilities Based Assessment	DRAFT

Participants Legend

ACMC	Assistant Commandant of the Marine Corps
CPIB	Capability Portfolio Integration Board
CPM-WG	Capability Portfolio Management Working Group
CPRB	Capability Portfolio Review Board
MARFOR	Marine Forces
MROC	Marine Requirements Oversight Council
P&R	Programs and Resources
SYSCOM/PEO	Systems Command/Program Executive Office

Inputs & Outputs Legend

ASR	Authorized Strength Report
CCDR IPLs	CCDR Integrated Prioritized List
CD	Capability Descriptions
CT	Joint, Naval, Service, Operational, and Functional Concepts
DS	DOTMLPF-P Solutions
D-UNS	Deliberate Universal Needs Statement
FE	Fiscal Enviornment
FFIP	Future Force Implementation Plan
FPG	Final Planning Guidance
GD	Gap Data
IPG	Initial Planning Guidance
IRR	Initial Risk Recommendations
JCA	Joint Capability Areas
MCCIP	Marine Corps Capabilities Investment Plan
MCCL	Marine Corps Capabilities List
MCEIP	Marine Corps Enterprise Integration Plan
MCF	Current & Future Programmed Marine Corps Force
MCGL	Marine Corps Gap List
MCPC	Marine Corps Program Codes
MCSDD	Marine Corps Solutions Development Directive
MCTL	Marine Corps Task List
MF IPLs	MARFOR Integrated Prioritized List
MRB	MROC Review Board
OEA	Operating Environment Assessment
PC	Prioritization Criteria
PRD	Program Review Data
PWG	POM Working Group
PY MCCL	Prior Year Marine Corps Capabilities List
PY MCGL	Prior Year Marine Corps Gap List
PY MCSDD	Prior Year Marine Corps Solutions Development Directive
SSG	Service Strategic Guidance
WR	Wargame Report

Icon Legend

- Process Thread Transition
- Process Step
- Terminate
- Decision Point
- Input
- Stakeholder Entry & Engagement Point
- Output
- Phase

Figure 2-4: MC CBA (Phases 2-5) Process Diagram

The updated capability requirements are aligned to Tier 3 Joint Capability Areas (JCAs) and consolidated into the updated Marine Corps Capabilities List, which is reviewed by the CPIB, validated by the CPRB, staffed at the 3-star level, and provided to DC CD&I for approval. The Marine Corps Capabilities List is the baseline for the analysis of capability gaps and potential overlaps/redundancies in capabilities during Phase 3, Gap Analysis of the MC CBA.

During phase 2, CMC level Final Planning Guidance is drafted for approval and use during Phases 4 and 5.

Phase 3 - Gap Analysis efforts are intended to identify gaps by assessing the current and programmed force ability to perform the capability requirement (tasks and standards under the conditions of the given scenario). At times, the analysis identifies cases where the Marine Corps has a surfeit of capability or capacity. In these cases, overlaps and redundancies may be the beginning of identification of divestment activities based upon the requirement in the Support for Strategic Analysis scenarios in order to identify DOTMLPF-P (to include Capability sets, Table of Authorized Materiel (TAM), and/or individual equipment). Gap Analysis normally occurs during June through August. These activities feed back into the MC CBA in Solution Analysis (Phase 4) and Risk Analysis (Phase 5).

Inputs to this phase include:

- Phase 2 Marine Corps Capabilities List
- Marine Corps Gap List from the previous year
- Current and Programmed Force
- Universal Need Statements
- CMC Initial Planning Guidance

Capability Portfolio Manager Working Groups review the prior year's Marine Corps Gap list and determine whether gaps should remain, be modified, be added, or should be removed from the new MCGL. Gaps may be removed from the Marine Corps Gap list in cases where the associated capability requirement has changed, or the solution has been implemented. New capability gaps are characterized based on:

- Proficiency (inability to achieve the relevant effect in particular conditions)
- Sufficiency (inability to bring capable forces to bear due to force shortages or other commitments)
- Lack of existing capability
- Need for replacement due to aging (fatigue life, technological obsolescence, etc.,) of an existing capability
- Policy limitations (inability to use the force as needed due to policy constraints)

Capability Portfolio Manager Working Groups identify capability overlaps/redundancies when task performance exceeds the required standard, or where multiple means exist to achieve the task to standard under the given set of conditions. Working groups also assess whether overlaps are advisable for operational value or should be considered for reduction, so that resources might be redirected. This information is used to update the Marine Corps Gap List.

As the Capability Portfolio Manager Working Groups identify overlaps/redundancies, they will also examine programs within and outside the FYDP that are no longer required, or are required at lower levels. Early divestment of excess capabilities can result in significant savings in maintenance costs. To be effective, this review needs to examine all programs particularly those that are long lived.

The Marine Corps Gap List is a prioritized list of gaps in the Marine Corps ability to achieve a capability required in the Marine Corps Capabilities List. The Colonel-level Capability Portfolio Investment Board (CPIB) prioritizes the gaps based on four criteria (risk to mission, risk to force, likelihood of occurrence and alignment to the CMC IPG). Gaps are grouped into prioritized tiers. Each gap includes an unclassified title, description (normally classified), risk to the Marine Corps, conditions under which it exists, and standards that cannot be met. The DRAFT Marine Corps Gap List is validated at the Capability Portfolio Review Board (CPRB) co-chaired by Director CDD and ADC P&R, reviewed at the 3-star level, and submitted to DC CD&I for approval.

Phase 4 - Solutions Analysis is when strategies are designed to close or mitigate tier 1 gaps and are normally conducted from September through October. All elements of DOTMLPF-P are considered in the development of solution strategies. CD&I organizations assist in the DOTMLPF-P analysis of all solutions (e.g., TECOM will engage in training analysis). Solutions also consider S&T and experimentation initiatives. Solution strategies and their supporting actions must be directly linked to resourcing activities. Overlaps/redundancies identified in Phase 3 are assessed to determine if they provide operational value or should be considered for divestment in order to redirect resources elsewhere.

Inputs to this phase include:

- Marine Corps Gap List
- CCDR Integrated Priority Lists (IPLs)
- CMC Initial Planning Guidance
- Marine Corps Solutions Development Directive from the previous year

The initial task of the Capability Portfolio Manager Working Groups is to identify and develop DOTMLPF-P solutions. The working groups review the Gap List and lead the DOTMLPF-P analysis for the gaps associated with their JCAs. In the case of new gaps, the working groups use the DOTMLPF-P framework to identify solution strategies that capture both materiel and non-materiel solutions. For existing gaps, the working groups will identify progress toward gap mitigation or closure and update the DOTMLPF-P solution(s) as required. The CPIB will recommend gap prioritization for approval by the CPRB. Due to resource constraints, solutions will only be developed for the high priority gaps and other selected gaps as identified by the CPRB.

Specific DOTMLPF-P actions are identified to effect new and updated solutions. Materiel solutions will include JCIDS recommendations. Capability Portfolio Managers are encouraged to develop non-materiel solutions strategies.

Solution strategies for capability gaps and new and updated DOTMLPF-P solutions with supporting actions and cost estimates are captured in the Marine Corps Solution Development Document (MCSDD). When appropriate, the MCSDD includes recommendations to pursue S&T solutions. The MCSDD is reviewed by the CPIB, validated by the CPRB, staffed at the 3-star level, and then submitted to the DC CD&I for

approval and signature.

During Phase 4, CMC level final planning guidance is drafted for approval and use during Phases 2 and 3 for the following years MC CBA.

Phase 5 - Risk Analysis results in a risk-informed, capabilities-based investment plan which summarizes and consolidates the analytical outcomes of the MC CBA for inclusion in the MCEIP. The investment plan provides recommendations to Marine Corps programmers on where to accept, maintain or reduce risk to achieve required future capabilities. It translates future-focused guidance into risk recommendations that are aligned to the Commandant's strategic goals for the Marine Corps' future 10-year objectives.

Inputs to this phase include:

- CMC Final Planning Guidance (FPG)
- MCGL
- MCSDD
- Marine Corps Program Codes (MCPCs)
- Program Review Data
- Fiscal Environment

Phase 5 is initiated during program reviews which are in-depth examinations of assigned programs to determine:

- Programmatic risk
- Capabilities impact at both current and risk-adjusted funding levels
- Abnormalities in funding profiles
- Potential execution issues

Program reviews examine prior, current, and budget year execution; budget year and program background; funding levels across the applicable FYDP; programmatic plans and milestones for the FYDP; funding category breakouts; and funding justifications. Also included are core and Service-mandated programs, initiatives where additional resources are required as identified in Phase 4, and key issues or challenges facing the assigned program.

Program reviews are followed by risk evaluations where initial risk positions (accept, maintain, or reduce) are identified for all MCPCs. Risk evaluation is conducted using CMC FPG, prioritized MCGL and MCSDD data, and known fiscal constraints. The fiscal environment provides the fiscal baseline against which the risk evaluation is conducted and includes the current funding position identified in the program budget development database.

All MCPCs are mapped to establish fiscal linkages between programs and Tier 3 JCAs. Mapping MCPCs enables quantitative and qualitative evaluation of multiple, functionally associated MCPCs that are aligned to gap mitigation. Each MCPC is evaluated for its contribution towards achieving the objectives outlined in the FPG relative to its current position. Risk assessment categories:

- **Accept Risk.** Capability and/or capacity levels can be delayed, reduced, or eliminated through the decrement of associated resources. Barring other guidance, capabilities in this category should be decremented before capabilities in the Maintain Risk category
- **Maintain Risk.** Capability and/or capacity levels should be maintained at current resourcing levels. Barring other guidance, capabilities in this category should be decremented before capabilities in the Reduce Risk category
- **Reduce Risk.** Capability and/or capacity levels should be increased through the addition of resources. Barring other guidance, capabilities in this category should be enhanced before capabilities in either the Maintain Risk or Accept Risk categories

Fiscal constraints are applied to the initial risk recommendations using POM optimization analysis tools. Several optimization iterations are conducted and reviewed by Capability Portfolio Manager and POM-working groups. The working groups make recommendations to the CPIB to guide refinements. The optimum result is captured in the DRAFT Marine Corps Capabilities Investment Plan (MCCIP), the primary output of the Phase 5.

Capability risk recommendations and narratives are written for impacted MCPC to identify the best approach to achieving the Marine Corps 10-year objective within anticipated fiscal and capability development constraints. The DRAFT MCCIP validated by the CPRB/MROC Review Board and is submitted to the MROC and on approval submitted to DC P&R to be used as the plan for programming. The submission of the MCEIP for approval by the ACMC, represents the completion of the MC CBA/Planning phase, and the commencement of the Programing phase of the Planning, Programming, Budgeting, and Execution System.

2.3.3 Planning-to-Programming Integration

Throughout MC CBA (Phases 2-5), representatives from P&R continuously collaborate with the Capability Portfolio Managers to facilitate the transition from Planning to Programming of the PPBE system. The goal being to ensure decisions made during the MC CBA are programming ready (i.e., Planning is done in accordance with guidance and ready for P&R execution) with little to no modifications being made to the Marine Corps Enterprise Integration Plan other than fact of life changes. The objectives of this integration are to:

- Ensure Capability Portfolio Managers account for the integration and prioritization of today's and tomorrow's capabilities to make resource informed decisions
- Develop total force analysis for informing the Planning to Programming process
- Develop a resource informed Marine Corps Enterprise Integration Plan as the Service's Integrated Investment Plan based on analytic processes that connect resource decisions to combat capabilities
- Provide objective, data-driven analysis of capability and resource issues for decision makers

P&R representatives are part of all MC CBA Phases as participants in the Capability Portfolio Manager Working Group, Capability Portfolio Integration Board and Capability Portfolio Review Board for greater

awareness of programs details, prioritization and risk assessments, and investment/divestment strategies.

2.3.4 Stakeholder Engagement

Advocates, OPFOR, and SE organizations and commands engage throughout the MC CBA process, principally through the Capability Portfolio Manager Working Group. This engagement takes the form of identifying any new capability needs/requirements, assessing gaps, providing prioritization recommendations, and determining solutions for new and/or existing requirements. Voting membership of the CPIB and CPRB mirror the MROC voting membership. MARFORs, Advocates, and Proponents are all offered representation on the CPIB. External organizations, such as TECOM and MCSC, engage in their respective authority during DOTMLPF-P analysis in Phase 4 of the MC CBA as pillar leads as well as executing their functional mission (e.g., TECOM fulfilling training and education elements).

2.4 PROGRAMMING, BUDGETING, AND EXECUTION

2.4.1 Introduction

Planning, Programming, Budgeting, and Execution (PPBE) is the DoD decision making process for the allocation of limited resources among many competing requirements. Its purpose is to most efficiently fund, operate, and support effective military forces to protect national security interests. The objectives of the DoD PPBE system are to:

- Provide DoD with the most effective mix of forces, equipment, manpower, and support attainable within fiscal constraints
- Facilitate the alignment of resources to prioritized capabilities based on an overarching strategy while balancing necessary warfighting capabilities with risk, affordability, and effectiveness
- Provide mechanisms for making and implementing fiscally sound decisions in support of the national security strategy and national defense strategy
- Facilitate execution reviews of past decisions and actions

DC P&R is responsible for Marine Corps integration into the DoD PPBE. DC CD&I leads the Planning phase (as described in detail earlier) and transitions the Marine Corps Enterprise Integration Plan (MCEIP) to DC P&R who leads the Programming, Budgeting, and Execution phases.

2.4.2 Process Overview

The DoD PPBE system requires a series of exchanges between the SECDEF, the military departments, the Joint Chiefs of Staff (JCS), and CCDRs, resulting in a defense program documented and displayed in the Future Year Defense Plan (FYDP). Programming finds the best match between warfighting requirements that have become programming objectives (mission requirements) and the means (financial, human, materiel) to fulfill them. Budgeting enables the actual execution of plans and programs - the application of available resources to recruit, train, retain, equip, and house Marines, and maintain the Marine Corps. Execution includes the transfer of funds to and within the Marine Corps, and annual reviews to determine how well programs and financing have met Joint warfighting needs. It is an iterative system; each decision or action in any phase affects all other phases.

The key exchanges in the PPBE system include development, deliberation, and publication of:

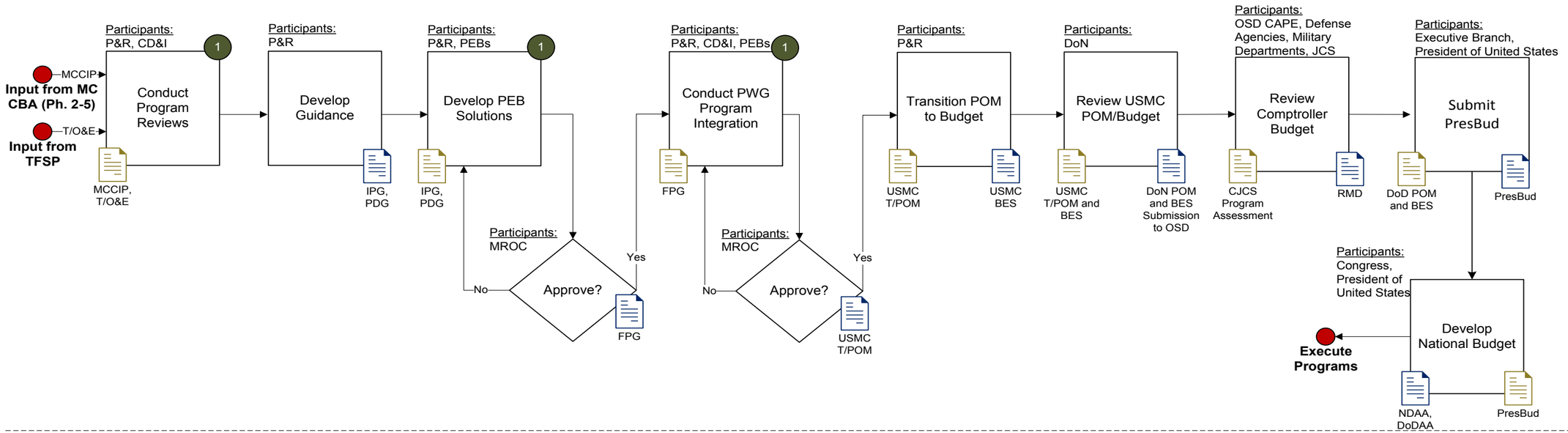
- Strategic Guidance. Ideally occurs at the beginning of Planning but in reality can come at any time during the process and includes National Security Strategy, National Defense Strategy, National Military Strategy, CCDR IPLs, and Defense Planning Guidance (DPG). The DPG provides guidance in the form of goals, priorities, and objectives, including fiscal constraints, for the development of each Military Departments Program Objective Memorandum (POM) and Budget Estimate Submissions (BES). The DPG reflects the President's National Security Strategy, the SECDEF's National Defense Strategy, and the Chairman's National Military Strategy. It also reflects results of the annual Chairman's Program Recommendations.
- Program Objective Memorandum. A POM is a recommendation from the Services and Defense Agencies to the Office of the Secretary of Defense (OSD) concerning how they plan to allocate resources for programs to meet Service guidance and the DPG. The POM covers the 5-year FYDP and presents the Services and Defense Agencies proposal on how they will balance their allocation of available resources. The POM includes an analysis of missions, objectives, alternative methods to accomplish objectives, and allocation of resources.
- CJCS Program Assessment. Occurs after the POM has been submitted, it is reviewed by program review teams comprising members from the military departments, JCS, Defense Agencies, and OSD staff. The results of this review are presented to the Senior Level Review Group for discussion. In addition, the Joint Chiefs conduct a concurrent checks-and-balances review of POM, focusing on the balance and capabilities of the proposed forces levels. Both reviews are presented to the SECDEF prior to his/her decisions in a Resource Management Decision (RMD).
- Budget Estimate Submissions. Occurs during Budgeting. The BES is the two-year DoD component's budget submissions to the OSD showing budget requirements for inclusion in the DoD budget. Changes to the POM are known as Fact of Life Changes, while changes to the BES are known as Change Proposals.
- Resource Management Decisions. Decisions by SECDEF during Budgeting. The RMD is a budget decision document issued during the joint review of Service budget submissions by analysts of the OSD and the Office of Management and Budget (OMB). RMDs reflect the decisions of the SECDEF as to appropriate program and funding to be included in the annual defense budget request which is included in the President's Budget (PresBud). It also contains decisions by SECDEF reflecting broad strategic trades related to the program and resource levels identified in the POM. DoD Components use the RMD to update their POM data sets which are then incorporated into the Department's Budget and FYDP and submitted to OMB as part of the President's budget request.

DC CD&I leads the Planning phase primarily through the MC CBA. At completion, the MCEIP (specifically, the MCCIP) becomes the primary input for Programing efforts led by DC P&R. The transition from Planning to Programming represents the hand off from DC CD&I to DC P&R. DC P&R participation in Planning, through CPIB and CPRB meetings, facilitates this transition. Capability Portfolio Managers are included in the Programming efforts in much the same way as DC P&R and Program Evaluation Board (PEB) owners participated in Planning (CPIB and CPRB meetings). Both DC CD&I and DC P&R maintain constant communication to ensure a seamless transition.

DC P&R translates the MCEIP, particularly the Marine Corps Capabilities Investment Plan (MCCIP) chapter, into a program proposal or a Tentative Program Objective Memorandum (T/POM). DC P&R evaluates the investment of capabilities and assigns programs and funding within the current budget toplines. This translates planned capabilities and fiscal constraints into achievable packages called programs.

The Programming and Budgeting process can be viewed in Figure 2-5.

PROGRAMMING AND BUDGETING PROCESS



Stakeholder Entry & Engagement Points

1 **Engagement Point:** Advocates can engage in the process by participating in a Program Evaluation Board (PEB). The T/POM is developed through collaboration with the MC CBA Capability Portfolio Management, the POM Working Group and the 7 PEBs consisting of various Advocates. The 7 PEBs are:

- Warfighting Investment (CD&I)
- Manning (M&RA)
- Headquarters & Support (P&R)
- Training (MCCDC)
- Installations (I&L)
- Operating Forces (PPO)
- Sustainment (I&L)

Guidance List

DoDI 7045.14	The Planning, Programming, Budgeting and Execution (PPBE) Process	12 Jan 2013
NAVMC 2664	USMC Financial Guidebook for Commanders	03 Apr 2009
MCO P3121.1	Marine Corps Planning and Programming Manual	01 Oct 1991
MCO 7300.21B	Marine Corps Financial Management Standard	18 May 2015
	Operating Procedure Manual	

Participants Legend

CAPE	Cost Assessment and Program Execution
Congress	United States Congress
DoN	Department of the Navy
MROC	Marine Requirements Oversight Council
OSD	Office of the Secretary of Defense
P&R	Programs & Resources
PEBs	Program Evaluation Boards
PWG	POM Working Group

Inputs & Outputs Legend

BES	Budget Estimate Submissions
DoDAA	Department of Defense Appropriations Act
FPG	Final Programming Guidance
IPG	Initial Programming Guidance
MCCIP	Marine Corps Capabilities Investment Plan
NDAA	National Defense Authorization Act
PDG	Program Development Guidance
POM	Program Objective Memorandum
PresBud	Presidents Budget
RMD	Resource Management Decision
T/POM	Tentative/Program Objective Memorandum
T/O&E	Tables of Organization and Equipment

Icon Legend

- Process Thread Transition
- Process Step
- Terminate
- Decision Point
- Input
- Stakeholder Entry & Engagement Point
- Output

Figure 2-5: Programming & Budgeting Process Diagram

Advocates can work with P&R via the PEBs. The PEBs represent different areas within the Marine Corps. Their main role is to defend and promote their respective programs and capabilities for POM funding consideration. The PEBs and their owners are as follows:

- Warfighting Investment (DC CD&I)
- Manning (DC M&RA)
- Headquarters and Support (DC P&R)
- Training (CG MCCDC)
- Installations (DC I&L)
- OPFOR (DC PP&O)
- Sustainment (DC I&L)

Each PEB owner identifies an officer (usually a LtCol) to serve as the PEB chair. In the case of the OPFOR PEB, there is a tri-chair arrangement with officers from PP&O, MARFORCOM, and MARFORPAC.

POM Working Group and Capability Portfolio Managers collaborate on any recommended programming changes and their associated impacts, adjustment of resources and develop required justification for T/POM approval. The T/POM is routed through the DoN to become part of the OSD PresBud submission, as part of Budgeting.

The sequence and notional timeline for Programming and Budgeting is detailed in Table 2-4.

Table 2-4: Programming & Budgeting Notional Timeline

ACTIVITY	TIME
USMC Program Reviews	Oct-Dec (Two years before FY)
DoN and CMC Guidance Development	Jan-Mar
USMC Program Evaluation Board Solutions and POM Working Group Program Integration	Feb-May
USMC POM-to-Budget transition	May-Jun
POM/Budget Submission & DoN Review	Jul-Aug
OSD Reviews	Sep-Dec (One year before FY)
POM/Budget Endgame/OSD Budget Lock	Dec
PresBud submitted to Congress	Feb
Begin Fiscal Year (FY)	Oct (Begin FY)

The POM Programming Guidance, provided by the DoN and the CMC, provides a budget estimation that will direct how the year's POM will be mapped. Resource information such as T/O&E is provided by the TFSP (in TFSMS), will also be included in the creation of the POM. While TFSP provides force details, P&R breaks down the T/O&E by cost. All new initiatives are included in an existing or assigned a new Marine Corps Programming Code for tracking purposes and will become a part of the FYDP if approved.

The RMD is signed by the SECDEF or Deputy Secretary of Defense and reflects final programmatic decisions relative to a component's resource request for the five fiscal years of the Program Objective Memorandum (POM). The Director, Cost Assessment and Program Evaluation is the primary OSD staff office involved in the Program Review and for drafting the RMD.

The FYDP identifies all required funding necessary to complete programs. The previous year's POM will also be evaluated for fact of life changes or mark ups that may influence the T/POM that is being drafted. The transition from Programming to Budget occurs when the programs in the T/POM have an associated budget. Once P&R has performed all necessary programing and financial evaluations, the POM will be submitted to the Expanded-Marine Oversight Council for review and approval. Upon the approval of the Expanded-Marine Oversight Council, the POM is submitted for review and approval by the DoN and becomes part of the DoN POM. It is then sent to the OSD for approval and inclusion in the OSD PresBud submission.

Congress assesses the PresBud and ultimately develops and forwards the National Defense Authorization bill and DoD Appropriations bill to the President to be signed into law. Once the Appropriations and Authorizations bills become laws, funding flows from the OMB to OSD to the DoN and then USMC for execution.

The entire Programing and Budgeting process consumes the two years prior to the year of execution.

2.4.3 Stakeholder Engagement

Advocates, OPFOR, and SE engage throughout Programming, Budgeting and Execution. Major stakeholders include:

- Marine Requirements Oversight Council (MROC)
- POM and budget developer (DC P&R)
- PEB owners (DC CD&I, DC M&RA, DC P&R, CG MCCDC, DC I&L, DC PP&O)
- Capability integrator (DC CD&I)
- Materiel developer (MCSC, PEO, other)
- Non-materiel developer (CG MCCDC, DC M&RA, other)
- OPFOR
- SE

Stakeholders participate in Program Reviews and the various PEBs. The OPFOR execute missions and deploy operational capabilities per their programmed budget.

2.5 JOINT CAPABILITIES INTEGRATION AND DEVELOPMENT SYSTEM

2.5.1 Introduction

The MC CBA process (Phases 1-5) translate Service guidance and the Marine Corps' objectives into prioritized capability development actions. Solutions that call for materiel development are achieved through Joint Capabilities Integration and Development System (JCIDS) and the Defense Acquisition System (DAS). JCIDS is the process used by the JROC to fulfill its advisory responsibilities to the CJCS in identifying, assessing, validating, and prioritizing Joint military capability requirements. The primary objective of the JCIDS process is to ensure the capabilities required by the Marines are identified, along with their associated operational performance criteria (i.e., requirements), to successfully execute the missions assigned.

Capabilities required by the USMC are identified through an open process that provides the JROC the information needed and supports the DAS and Programming, Budgeting, and Execution processes. JCIDS capability documents directly support milestone decisions made by the materiel developer (MCSC, PEO-LS, etc.). The materiel developer makes acquisition milestone decisions based on the maturity, achievement and availability of capability requirements development within JCIDS, acquisition activities within DAS, and resourcing within PPBE. DAS proceeds through the first four of five phases (Materiel Solutions Analysis; Technology Maturation & Risk Reduction; Engineering & Manufacturing Development; Production & Deployment, and Operations & Support) via three associated milestones decisions (Milestones A, B, and C). Figure 2-6 outlines the JCIDS process.

2.5.2 Process Overview

Within the Marine Corps Force Development System, capability development initiatives enter JCIDS from three general sources:

- The Marine Corps Enterprise Integration Plan may recommend development of a new materiel solution to address a gap
- Director CDD may nominate all or part of the materiel solution to a U-UNS solution for sustainment through the deliberate force development and acquisition systems
- The Marine Corps Rapid Capabilities Office General Officer Board of Directors may nominate all or part of a project for a materiel solution through the deliberate force development and acquisition systems

JCIDS documents for Acquisition Category (ACAT) I and II programs (or other programs with Joint interest) are staffed to, and approved by the MROC prior to external staffing within the JROC process. The MROC has approval authority for JCIDS documents for ACAT I through ACAT IV programs. The JROC staffing process, if required, includes four levels of review:

- Functional Capabilities Board Working Group
- Functional Capabilities Board (aligned to JCAs)
- Joint Capabilities Board
- JROC

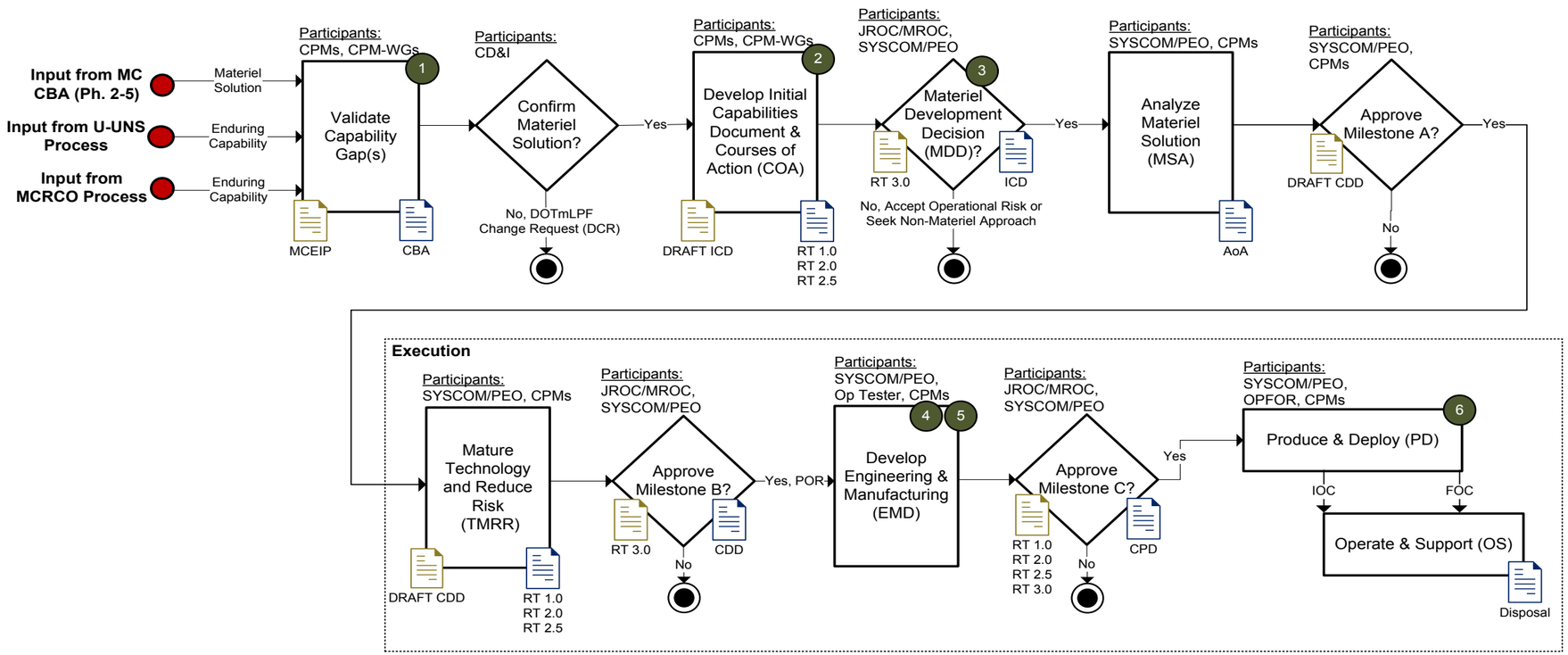
The Capability Portfolio Managers will use the Requirements Transition Process (RTP) established between CD&I and MCSC to ensure authorized, clear, concise, testable, and resource-informed requirements are transitioned to MCSC via the Requirements Transition Teams at CD&I and MCSC. The RTP is a four-step process:

- RTP 1.0 is the formal request by the capability developer for SME support during capability requirement document development
- RTP 2.0 is the informal process of developing and staffing the draft capability requirement document
- RTP 2.5 is the formal staffing of the final draft capability requirement document to MCSC/Program Executive Officer – Land Systems (PEO-LS) prior to validation
- RTP 3.0 is the formal transition of the validated capability document to the acquisition command. The validated requirements package is sent to the acquisition command (MCSC) and formally assigns the requirement to a Program Manager

Capability requirements are developed via four major activities associated with the production of four key JCIDS documents. Transitions between phases of the DAS are achieved through concurrent actions by the capability developer within JCIDS, and the materiel developer within DAS (e.g., approval of the JCIDS document and the acquisition milestone decision). Operational architectures support capability requirements and analysis.

- **Validate capability gap(s) through a JCIDS Capabilities Based Assessment (JCIDS CBA) for the proposed materiel solution.** The MC CBA provides the linkage from Marine Corps capability gap(s) to the proposed materiel solution, thereby providing a starting point for the JCIDS CBA. The JCIDS CBA provides a deliberate, focused assessment designed to re-validate capability gaps, operational risks, viability of a non-materiel solution, and the recommendation (generated via MC CBA, U-UNS, or MCRCO processes) to pursue a materiel solution. If a materiel solution is still proposed in this subsequent JCIDS CBA, an ICD is developed; if not, then a Joint (DOTMLPF-P) Change Recommendation is initiated for solutions that require Joint Staff action or the responsible Capability Portfolio Manager.
- **Validate the Initial Capabilities Document (ICD) and Study Guidance.** The Capability Portfolio Managers draft the ICD in collaboration with the originator of the materiel development recommendation. The ICD documents the JCIDS CBA results; specifies one or more capability requirements, specifies associated capability gaps which represent unacceptable operational risk if left unmitigated; identifies relevant operational attributes; identifies notional resources available over the anticipated life cycle; and may recommend partially mitigating identified capability gap(s) with a non-materiel solution. The ICD is the basis for a Materiel Development Decision by the materiel developer and serves as the starting point for analysis supporting trade-offs and guides the Analysis of Alternatives (AoA). AoA conclusions inform the materiel developer's determination on where to enter the acquisition process which in turn determines the requirement for follow-on documentation.

JOINT CAPABILITIES INTEGRATION AND DEVELOPMENT SYSTEM



Stakeholder Entry & Engagement Points

1. **Engagement Point:** All stakeholders engage in the process as representatives by participating in CPM-WG to develop capability requirements.
2. **Engagement Point:** Advocates and OPFOR can engage in the process by reviewing draft JCIDS documents.
3. **Engagement Point:** Advocates and OPFOR can engage in the process by participating in the MROC staffing and decisions.
4. **Engagement Point:** Advocates and OPFOR can engage in the process by participating in annual Program Objectives Memorandum process to provide/maintain program resources.
5. **Engagement Point:** OPFOR can engage in the process by providing units and participating in the operational testing.
6. **Engagement Point:** OPFOR can engage in the process by accepting fielding, operating, deploying, and sustaining the capability.

Guidance List

SECNAVINST 5000.2E	DoN Implementation and Operation of the Defense Acquisition System and the Joint Capabilities	01 Sep 2011
CJCSI 3170.01I	Joint Capabilities Integration and Development System	23 Jan 2015
CJCSI 5123.01G	Chairman of the Joint Chiefs of Staff Instruction	15 Jan 2015
JCIDS Manual	Manual for the Operation of the Joint Capabilities Integration and Development System	12 Feb 2015
DoDI 5000.02	Operation of the Defense Acquisition System	07 Jan 2015
MCO 3900.2	Marine Corps Capabilities Based Assessment	27 Sep 2016
DoDI 5000.75	Business Systems Requirements and Acquisition	02 Feb 2017

Participants Legend

CD&I	Combat Development and Integration
CPMs	Capability Portfolio Managers
CPM-WG	CPM Working Group
JROC	Joint Requirements Oversight Council
MROC	Marine Requirements Oversight Council
Op Tester	Operational Tester
OPFOR	Operating Forces
SYSCOM/PEO	System Command/Program Executive Office

Inputs & Outputs Legend

AoA	Analysis of Alternatives
CBA	Capability Based Assessment Document
CDD	Capabilities Development Document
CPD	Capabilities Production Document
ICD	Initial Capabilities Document
MCEIP	Marine Corps Enterprise Integration Plan
MCRCO	Marine Corps Rapid Capabilities Office
RT	Requirement Transition
U-UNS	Urgent Universal Needs Statement

RTP Definition of JCIDS Documents

RT 1.0 – Request for SME support
RT 2.0 – Informal draft document review
RT 2.5 – Formal review of final draft document
RT 3.0 - Formal transition of validated document acquisition

Icon Legend

- Process Thread Transition
- Process Step
- Terminate
- Decision Point
- Input
- Stakeholder Entry & Engagement Point
- Output
- Subprocess

Figure 2-6: JCIDS Process Diagram

When the JROC or MROC validates an ICD, it approves: the capabilities required to perform the defined mission; the gap in capabilities along with their priorities and operational risks; and the need to address the capability gaps. The JROC or MROC may direct three general courses of action to address capability gaps:

- Accept operational risk and take no further action
- Seek a non-materiel approach (changes to doctrine, organization, etc.,) to address the capability gap as an alternative or adjunct to a new materiel solution
- Recommend a materiel solution

If the JROC or MROC recommends a materiel decision, the materiel decision authority (i.e., MCSC, PEO, et. al.) reviews the JCIDS documents and Programming, Budgeting, and Execution resourcing to develop the formal Materiel Development Decision. If approved, the materiel developer commences the first phase of DAS, Materiel Solution Analysis and assigns a Program Manager. The Capability Portfolio Managers transition the requirement to the materiel developers via an RT 3.0 (Transition Requirement).

During the Materiel Solution Analysis phase, the Program Manager analyzes alternatives and selects the specific materiel solution leading to the development of the Technology Development Strategy to fill any technology gaps. The main task during the Materiel Solution Analysis phase is the AoA. The purpose of an AoA is to evaluate the mission effectiveness, operational suitability, and estimated life-cycle cost of alternatives to meet a mission capability articulated in the ICD. The Materiel Solution Analysis Phase is critical for establishing the overarching trade space available to the Program Manager in subsequent phases.

- **Validation of the Capability Development Document (JCIDS CDD).** The JCIDS CDD proposes development of a specific materiel solution; identifies developmental performance attributes (Key Performance Parameters [KPPs], Key System Attributes, and additional performance attributes); identifies other system attributes, such as human systems integration, environmental factors, transportability, etc.; and describes DOTmLPF-P considerations associated with the materiel solution.

  In validating the JCIDS CDD, the JROC or MROC:

  - Approves the KPPs and their associated threshold and objective values
  - Assesses the risks in meeting those KPPs in terms of cost, schedule, and technological maturity
  - Assesses the affordability of the system as compared to the operational capability being delivered

  The JROC or MROC may consider alternatives to any acquisition program by evaluating cost, schedule, and performance criteria of the program and identified alternatives.

  The DRAFT JCIDS CDD supports the Milestone A decision to enter the Technology Maturation & Risk Reduction (TMRR) phase of DAS. During the TMRR phase, prototype designs are developed and demonstrated to: reduce technical risk, validate designs, validate cost estimates, evaluate manufacturing processes, and refine requirements. Based on refined requirements and demonstrated prototype designs, integrated systems design of the end-item system can be initiated. Additionally, the TMRR ensures the level of expertise required to operate and maintain the product is consistent with the force structure.

  The final JCIDS CDD is validated prior to the Milestone B decision to enter the Engineering & Manufacturing Development (EMD) phase of DAS. Milestone B is considered the formal start of any program of record. The EMD phase is where a system is developed and designed before going into production. The goal of this phase is to complete the development of a system or increment of capability, complete full system integration, develop affordable and executable manufacturing processes, complete system fabrication, and test and evaluate the system before proceeding into the Production and Deployment Phase. In the EMD phase, the system architecture and system elements down to the configuration item (hardware and software) level are defined based upon the technology selected and integrated during Materiel Solution Analysis and TMRR phases. System design requirements are allocated to the major subsystem level and are refined because of developmental and operational tests. The support concept and strategy are also refined with detailed design-to requirements determined for the product support package elements. EMD typically includes the demonstration of production prototype articles or Engineering Development Models.

- **Validate the Capability Production Document (CPD).** The CPD proposes production of an increment of a specific materiel solution; identifies production performance attributes (KPPs, Key System Attributes, and additional performance attributes), other system attributes; and identifies DOTmLPF-P impacts of the materiel solution. While the JCIDS CDD focused on design and development of all increments, and addressed developmental testing of production representative articles; the CPD focuses on production of a specific increment, and addresses operational testing of Low-Rate Initial Production articles.

  The JROC or MROC objective in validating the CPD is to ensure the system being delivered meets the needs originally defined in the ICD at an affordable cost. If the system does not meet all threshold levels for the KPPs, the JROC will assess whether the system remains operationally acceptable. The validated CPD informs the decision by the Milestone Decision Authority to enter Production and Deployment phase of DAS at Milestone C from a requirements perspective.

  The Production and Deployment phase is where a system that satisfies an operational capability is produced and deployed to an end user. This phase has two major efforts: Low-Rate Initial Production followed by Full-Rate Production and Deployment. In this phase, the test and evaluation processes may reveal issues that require improvements or redesign. Initial Operational Capability (IOC) marks the point in time where a system can meet the minimum operational capabilities for a user's stated need. The operational capability consists of support, training, logistics, and system interoperability within the operational environment. Full Operational Capability (FOC) marks the completion of the deployment of the full capability, and the end of production and deployment. The final phase of DAS, Operations & Support, commences with IOC and continues until final decommissioning and disposal of the capability. The Operations & Support phase thus overlaps the Production and Deployment phase from IOC to FOC (i.e., the end of Production and Deployment).

Table 2-5 lists the interim products of JCIDS that support development of the four major JCIDS documents.

Table 2-5: Interim JCIDS Products

PRODUCTS
AoA Study Guidance
Analysis of Alternatives
Key Performance Parameters
Key System Attributes
Additional Performance Attributes
DOTmLPF-P Impacts

2.5.3 Stakeholder Engagement

Major stakeholders in the JCIDS process for Marine Corps capabilities include:

- Capability requirements executive oversight (JROC, MROC)
- Capability developer (DC CD&I)
- Materiel developer (MCSC, PEO, others)
- POM and budget developer (DC P&R)
- Operational tester (Marine Corps Operational Test & Evaluation Activity [MCOTEA], Operational Test & Evaluation Force, Director Operational Test & Evaluation)
- OPFOR

Stakeholders participate in the MC CBA, U-UNS, and Marine Corps Rapid Capabilities Office processes that feed the JCIDS process. Stakeholders review and advise the Capability Portfolio Managers during the drafting of JCIDS documents. The OPFOR provide units to participate in operational evaluations and operational tests, and accept fielding and deploy operational capabilities.

2.6 TOTAL FORCE STRUCTURE PROCESS

2.6.1 Introduction

The Total Force Structure Process (TFSP) integrates decisions pertaining to mission, billet, and equipment requirements to develop and document Marine Corps force structure. It is a method in which force structure changes for the current Marine Corps are analyzed, coordinated, and adjudicated with the purpose of achieving goals and developing the future force. Organizational capabilities are adapted into force structure solutions and then calculated against financial resources. TFSP is a non-linear process that continually works to improve the current and future Marine Corps. Moreover, it is driven by continuous communication, coordination, and feedback from multiple directions (e.g., "top-down" guidance from CMC and "bottom-up" guidance via MARFOR and SE and multiple processes). The TFSP is led by the Capabilities Development Directorate (CDD) and administered by the Total Force Structure Division (TFSD).

CMC guides and approves force structure reviews through the TFSP. The primary output of the TFSP is the CMC approved, force structure plan that is maintained in Total Force Structure Management System (TFSMS).

Figure 2-7 depicts TFSP.

2.6.2 Process Overview

The TFSP is initiated by stakeholder demand signals that merge "top-down" strategic guidance and "bottom-up" operational requirements from commanders in the form of Strategic Total Force Management Planning and Mission Function Tasks Analysis. Force structure initiatives submitted by CMC, OPFOR, SE Advocates, or external organizations trigger the TFSP. These force structure initiatives include: (1) Force Structure Reviews based upon CMC guidance, (2) DOTMLPF-C initiatives for initial assessment, and (3) endorsed Tables of Organization and Equipment Change Requests (TOECRs).

TFSD analyzes force structure initiatives against the current force and additional factors: new and emerging requirements (e.g., approved TOECRs, Urgent Needs Statement, Marine Corps Enterprise Integration Plan, etc.,) and strategic guidance and force structure reviews (e.g., Force Structure Review, Force Optimization Review, Individual Mobilization Augmentee review, and Active Reserve review). The analysis relies heavily on current force information; therefore, units must ensure mission statements are current and complete for the TOECR to be processed.

TFSD chairs the DOTMLPF-C Working Group for suitability determination and coordination of any initiative or program affecting CMC approved force structure. While the MC CBA develops solutions across DOTMLPF-Policy, the TFSP considers costs rather than policy when developing detailed analysis. The DOTMLPF-C Working Group is a 3-star level forum chaired by DC CD&I and comprised of representatives (preferably Colonel/GS-15) from each pillar. The working group provides a supportability determination for any initiative or program affecting CMC approved force structure. The pillars and their chair representatives are as follows:

- Doctrine: DC CD&I/CDD
- Organization: DC CD&I/TFSD (primary); Advocates (supporting)
- Training/Education: TECOM
- Materiel: MARCORLOGCOM (primary); MCSC/PEO LS, DC I&L Logistics Lifecycle Management Branch/Logistics Plans & Policy Branch, and DC CD&I CDD/MID (supporting)
- Leadership/Communication Synchronization: Office of Legislative Affairs (primary); Office of Marine Corps Communication (supporting)
- Personnel: DC M&RA
- Facilities: DC I&L (Facilities)
- Cost: DC P&R

Advocates and stakeholders, who are not directly involved in the DOTMLPF-C pillars, provide a primary working group member (preferably Colonel/GS-15) with authority to speak on behalf of the organization. DOTMLPF-C Working Group members provide input into the quarterly situation report that is submitted to the CMC and ACMC for their situational awareness of current and developmental initiatives.

For TOECRs not requiring DOTMLPF-C Working Group assessment, TFSD reviews the TOECR, staffs to the appropriate stakeholders for estimates of supportability, and submits the TOECR to the appropriate level for final approval. Any TOECR submitted apart from a force structure review requires DC CD&I approval. TOECRs generated by a force structure review require CMC approval.

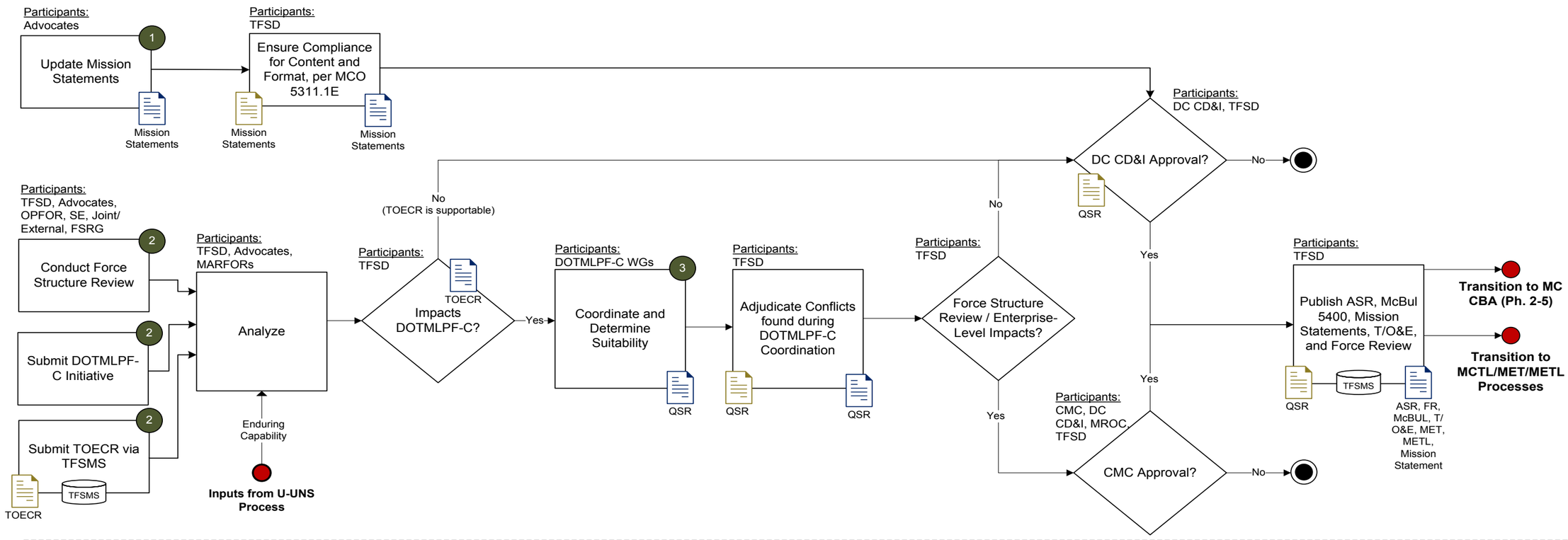
Upon the approval of an initiative, the TFSMS is updated. As a result, the following reflect and serve to promulgate approved TOECRs: the Authorized Strength Report, MCBul 5400, and updated T/O&E. Since changes in force structure impact current and future capability development, the MC CBA process will pull refined solutions from the TFSP to further develop future warfighting requirements for the Marine Corps.

Any changes to force structure will require Mission Essential Task and Mission Essential Task List refinement. Tasks warrant an assessment of impact on the MAGTF Advocate's existing mission statements. Mission statements define capabilities (core competencies/operational requirements) for the unit or organization. They are the current representation of the unit's capability in accordance to the unit's METL and the bridge between the MCTL (Title 10 United States Code requirements), the T&R Manual, and actual warfighting capabilities and critical support functions for the USMC Enterprise. TFSD coordinates advocate submission on mission statements on a 3 year or as needed basis, reviews for compliance with directives and routes to DC CD&I for approval.

2.6.3 Stakeholder Engagement

Advocates, OPFOR, and SE organizations engage primarily by initiating force structure initiatives such as: (1) Force Structure Reviews based upon CMC Guidance, (2) DOTMLPF-C initiatives for initial assessment, and (3) endorsed TOECRs or participating in the DOTMLFP-C Working Group.

TOTAL FORCE STRUCTURE PROCESS



Stakeholder Entry & Engagement Points

1 **Entry Point:** Advocates and OPFOR can enter the TFSP by updating and submitting Mission Statements in order to maintain mission readiness.

2 **Entry Point:** CMC, Advocates, OPFOR, SE, or External organizations enter the TFSP by submitting force structure initiatives such as: (1) FSRs based upon CMC Charter and/ or Planning Guidance, (2) DOTMLPF-C initiatives for initial assessment, and (3) endorsed TOECRs.

3 **Engagement Point:** Advocates, Proponents, and OPFOR may engage in the TFSP by participating in the DOTMLPF-C WG. The DOTMLPF-C is a 3-Star Working Group chaired by TFSD with Colonel/GS-15 representatives from Advocates and OPFORs to cover each pillar. Listed below is the composition of the DOTMLPF-C Working Groups by pillar. Meets bimonthly.

Doctrine: DC CD&I/CDD
Organization: DC CD&I/TFSD and Advocates
Training: TECOM
Materiel: LOGCOM, SYSCOM/PEO LS, DC I&L, and DC CD&I/CDD (MID)
Leadership & Communication Synchronization: OLA and Office of USMC Communication
Personnel: DC M&RA
Facilities: DC I&L
Cost: DC P&R

Guidance List

MCO 5311.1E	Total Force Structure Process	18 Nov 2015
MCO 5320.12H	Precedence Levels for Manning and Staffing	22 Apr 2017
MCO 5311.6	Advocate and Proponent Assignments and Responsibilities	02 Dec 2013

Participants Legend

CMC	Commandant of the Marine Corps
DOTMLPF-C WG	DOTMLPF-Cost Working Group
FSRG	Force Structure Review Group
MARFOR	Marine Forces
MROC	Marine Requirements Oversight Council
OPFOR	Operating Forces
SE	Supporting Establishment
TFSD	Total Force Structure Division

Inputs & Outputs Legend

ASR	Authorized Strength Report
FR	Force Review
MCTL	Marine Corps Task List
MET	Mission Essential Tasks
METL	Mission Essential Task List
McBUL	Marine Corps Bulletin
QSR	Quarterly Situation Report
TFSMS	Total Force Structure Management System
T/O&E	Table of Organization and Equipment
TOECR	Tables of Organization and Equipment Change Request

Icon Legend

Process Thread Transition
Process Step
Terminate
Decision Point
Input
Stakeholder Entry & Engagement Point
Output
Database Update

Figure 2-7: TFSP Diagram

2.7 MARINE CORPS TASK LIST, MISSION ESSENTIAL TASKS, AND MISSION ESSENTIAL TASK LIST PROCESS

2.7.1 Introduction

The current state of the Marine Corps is central to mission planning, requirements gathering, identifying capabilities, allocating resources, capabilities sourcing, and overall readiness performance. Establishing and maintaining a central list of current force capabilities allows the Marine Corps to equip, educate, build, and prepare units.

The approved dictionary of Marine Corps capabilities is maintained in the Marine Corps Task List (MCTL) by DC CD&I through Director CDD. Marine Corps Tasks (MCTs) describe the requirements which the Marine Corps can perform. The MCTL is the foundational baseline used for determining and developing future capability objectives and discerning the deltas between current and future capabilities. These requirements are then verified by units as the unique capabilities performed or associated with their respective Mission Essential Tasks (MET). MCTs and METs are periodically reviewed and updated with current standards and practices to maintain accuracy. Units must validate their METs and Mission Essential Task Lists (METL) every 30 days in the DRRS-MC.

DRRS-Strategic is a Force Readiness component of Global Command and Control System – Joint that replaced the Global Status of Resources and Training System. Global Command and Control System – Joint is the central command and control system of the Joint force that provides seamless battlespace awareness and a fused battlespace picture by exchanging data, imagery, intelligence, status of forces, and planning information. Global Command and Control System – Joint supports interoperability by linking the National Command Authority down to the Joint Task Force, Component Commanders, and Service-unique systems. DRRS-MC functions as a part of DRRS-Strategic, merging resource-based (personnel, equipment supply, equipment condition, and training) and MET-based reporting to simplify the readiness reporting process.

Figure 2-8 depicts the MCTL/MET/METL process.

2.7.2 Process Overview

One of the critical Joint Staff/DoD mandated roles and responsibilities for DC CD&I is acting as the primary review authority and agent for current Marine Corps capabilities, actions/activities, expressed as MCTs within the MCTL. DC CD&I has developmental oversight and authority to ensure that MCTs resident within MCTL, and METs and METL developed products, are representative of all elements of the MAGTF and reflect current, accurate and near real-time Marine Corps capabilities.

MCTs/METs are doctrine-based and predicated upon the institutional foundation for the best practices, TTPs, education and training to achieve operational and mission success of our Marines. MCTs are used as METs for Core, Core+, assigned Concept Plan/Operation Plan and named operation missions, contingency operations, support to the warfighter, and can be applied at multiple levels of war (i.e., strategic, operational, and tactical). METs-to-Mission readiness reporting in DRRS-MC provides assessments of the Marine Corps' ability to organize, train, maintain, and equip OPFORs via resources for use by a CCDR. Readiness reporting captures an organization's current capabilities and ability to provide support for current and future operations, as well as selected and specific operational plans and designated scenarios.

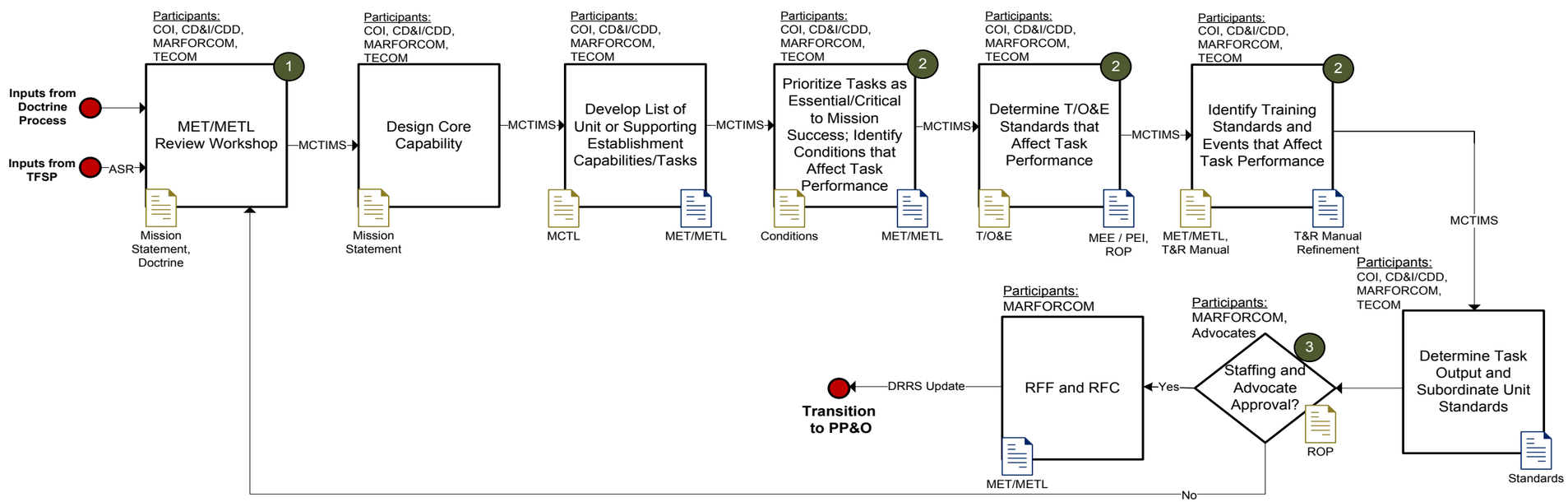
Each MET is reviewed every three years. These reviews occur at the same time as Mission Statements and Training and Readiness (T&R) Manual reviews. It must be noted that METs may be added or reviewed any time outside of this three-year cycle.

Table 2-6 describes the eight phases of the MCTL/MET/METL development process.

Table 2-6: Eight Phases of the MCTL/MET/METL Development Process

PHASES/ACTIVITY	DESCRIPTION
Design Core Capability	Mission Statements defining the core capabilities for a unit or installation will be reviewed and updated as necessary. CDD will work with the designated representatives (including TFSD that leads the Mission Statement reviews) to build and develop the most current and accurate description that defines the mission for a Unit or Installation. The final product is published in Marine Corps Training Information Management System (MCTIMS).
Develop List of Unit or Installation Capabilities/Tasks	The Core Capability will then be compared to the MCTL to identify or update all METs. Any changes to a previously identified MET must be coordinated by the stakeholder and submitted to an Advocate for visibility and approval. The METs identified in the METL are published in MCTIMS.
Prioritize Tasks as Essential/Critical to Mission Success	The MCTL Branch within CDD will work with MARFORCOM to prioritize their respective METs. The final prioritized list is approved by appropriate stakeholders and published in MCTIMS.
Determine Table of Operations and Equipment (T/O&E) that Affect Task Performance	The current T/O&E of a unit or installation will be reviewed and compared against the core capability and METs. If any discrepancy is found, then a TOECR must be submitted to the TFSP to resolve the inconsistencies. A TOECR must also have an advocate to provide oversight. An output of this step is identification of Mission Essential Equipment and Principal End Items. Additionally, MARFORCOM is required to provide a Colonel level review record of proceeding to review and validate all METs and METLs prior to T&R Manual updates.

MARINE CORPS TASK LIST, MISSION ESSENTIAL TASK, AND MISSION ESSENTIAL TASK LIST PROCESS



Stakeholder Entry and Engagement Points

1 **Entry Point:** Advocates and OPFOR COI or SE can enter the process through the deliberate 3 year MET/METL review cycle, aligned to TFSP Mission Statement review and TECOM T&R Manual reviews or out-of-cycle as needed.

2 **Engagement Point**: Advocates and OPFOR COI or SE can engage via deliberate 3 year review cycle process or out-of-cycle as needed, and validate METs/METLs developed deliverables per Record of Proceeding (ROP) 0-6 and GO-level staffing conducted by MARFORCOM.

3 **Engagement Point**: Advocates can engage through approving METs/METLs at O-6 approval level and above.

Guidance List

MCO 3500.26	Marine Corps Task List	23 Aug 2007
MCO 3000.13	Marine Corps Readiness Reporting Standard Operating Procedures	15 Jul 2017
MCO 5311.1E	Total Force Structure Process	18 Nov 2015
MCO 3500.110	Policy and Guidance for Mission Essential Task List Development, Review, Approval, Publication and Maintenance	15 Jul 2011
MCO 1553.10	Marine Corps Training Information Management System Standing Operating Procedures	23 Oct 2014

Participants Legend

CD&I/CDD	Combat Development & Integration/ Capabilities Development Directorate
COI	Community of Interest
MARFORCOM	Marine Forces Command
OPFOR	Operating Forces
PP&O	Plans, Policies and Operations
SE	Supporting Establishments
TECOM	Training and Education Command
TFSP	Total Force Structure Process

Inputs & Outputs Legend

MCTL	Marine Corps Task List
MCTIMS	Marine Corps Training Information Management Sys.
MEE	Mission Essential Equipment
MET	Mission Essential Task
METL	Mission Essential Task List
PEI	Principal End Items
RFC	Request for Capabilities
RFF	Request for Forces
ROP	MET/METL Review Record of Proceeding
T&R	Training and Readiness Manual

Icon Legend

Process Thread Transition
Process Step
Terminate
Decision Point
Input
Stakeholder Entry & Engagement Point
Output

Figure 2-8: MCTL/MET/METL Process Diagram

PHASES/ACTIVITY	DESCRIPTION
Identify Training Events that Affect Task Performance	CDD will work with TECOM to review the T&R Manuals currently available and compare them against the latest approved METL. TECOM and CDD are responsible for developing the methods of training that will ensure the OPFOR and SE are ready to accomplish their missions. METs are aligned to any training event that satisfies a mission; these events could be for individuals or chained to a larger community. MARFORCOM is responsible to provide the resources that need to be trained. New T&R Manuals will be published in MCTIMS. In addition, MCTIMS can be used to further the required training as it also holds training modules within the System.
Identify Conditions that Affect Task Performance	An analysis of conditions that may potentially impact the way a unit performs their duties or an installation reacts to certain events will be the output of this step. A condition can be anything like time of day/night, weather, geographic location, etc. Additionally, natural or political events could play a large factor on disrupting the way tasks are performed.
Determine Standards for each Task	Setting the threshold for a tasks performance standard can be extremely difficult. This is the scale at which a Task is rated. Creating too high a bar can lead to unnecessary outcomes. Similarly, a low bar could potentially lead to failed missions and loss of lives.
Determine Task Output Criteria	The criteria can be anything as simple as time to accomplish the task, pass/fail, how many individuals needed, etc. This list is organized by personnel, equipment, training/ certifications, and output. Upon completion of the criteria, an update will be pushed to DRRS-MC. PP&O will pull the consolidated information and then begin their role of ensuring the readiness capabilities of the Marine Corps.

2.7.3 Stakeholder Engagement

Regular input and communication from Advocates, OPFOR, and SE is essential to maintaining a fully capable, prepared, and ready Marine Corps. Units and the SE must work with CDD to ensure their METs match their specific and unique capabilities. PP&O will ensure the readiness of the Marine Corps aligns to the national and Joint mandates.

2.8 DOCTRINE

2.8.1 Introduction

The Chairman of the Joint Chiefs of Staff (CJCS) is responsible for developing and establishing Joint doctrine for all aspects of the Joint employment of the Armed Forces of the United States. The Marine Corps assists the CJCS in the development of Joint doctrine, and develops Service doctrine, and Tactics, Techniques, and Procedures (TTPs). DC PP&O is the coordinating authority for Marine Corps participation in the development and maintenance of Joint and North Atlantic Treaty Organization doctrine.

DC CD&I is the coordinating authority for the development and maintenance of Marine Corps doctrine and coordinates with DC PP&O (Plans) for Marine Corps participation in the development of multinational, Joint, and multi-Service doctrine. All doctrine publications are grouped in five major categories:

- Organization and Standards
- MAGTF Warfighting
- Enabling and Supporting
- Environments
- Naval Operations

2.8.2 Process Overview

DC CD&I is responsible for:

- Promulgating Marine Corps doctrinal publications
- Assigning proponents for Marine Corps doctrinal publications
- Monitoring the staffing and review of doctrinal publications and resolving issues that arise in the staffing and review process
- Developing, in coordination with the other military Services, the doctrine employed by landing forces in amphibious operations
- Coordinating with DC PP&O (Plans) for Marine Corps participation in the development of allied and Joint doctrine

This responsibility is delegated through the Director of CDD to Integration Division Directors who are assigned their respective publications in the Marine Corps doctrinal hierarchy.

Doctrinal proponents support DC CD&I in the development and revision of doctrinal publications and are responsible for developing draft doctrinal publications and revisions to existing publications utilizing the plan of action and milestones approved by DC CD&I; and coordinating with contributing commands and other sources of information during the research stage of publication development to ensure the most current resources are used.

Contributing commands provide a cross-section of expertise in the development and review of doctrinal publications. Contributing commands include:

- Headquarters, U.S. Marine Corps
- Marine Corps Installations, East & West
- MCSC
- TECOM (e.g., Marine Air-Ground Task Force Training Command, Marine Aviation Weapons and Tactics Squadron 1, Marine Corps Tactics and Operations Group, Marine Corps Logistics Operations Group)
- Expeditionary Warfare Training Groups, Atlantic & Pacific

Marine Corps representatives at other Service schools will attend Service, multi-Service, Joint, or multinational working groups to monitor doctrinal matters and publications, as directed by DC CD&I. Representatives provide pertinent information concerning changes and progress on doctrinal matters to DC CD&I.

Any individual or command that recognizes the need for a change to an existing Marine Corps doctrinal publication or a doctrinal gap can work with the CDD Integration Divisions to submit their changes or gaps.

2.8.3 Stakeholder Engagement

The COMMARFORs are included in all reviews of doctrinal publications. Doctrinal Proponents support DC CD&I in the development and revision of doctrinal publications Total Force Structure Process (TFSP).

2.9 URGENT NEEDS PROCESS AND DELIBERATE UNIVERSAL NEEDS STATEMENT PROCESS

2.9.1 Introduction

The DC CD&I is the process owner for both the Urgent Needs Process (UNP) and the Deliberate Universal Needs Statement (D-UNS) process. CDD maintains and manages the activities of both processes. The UNP synchronizes abbreviated requirements, resourcing, and acquisition processes to distribute mission-critical warfighting capabilities more rapidly than the deliberate processes permit. It is optimized for speed and accepts reasonable risk with regard to DOTMLPF-P integration, sustainment, and other considerations. Neglecting to fulfill a capability gap described in the UNP may lead to failed missions or higher risks of casualties for the force. While the Urgent Universal Needs Statement (U-UNS) for UNP format is similar, a D-UNS is primarily intended to inform the MC CBA. Identified capability gaps and interim solutions may transition to other force development processes to be considered as an enduring Marine Corps capability.

Figure 2-9 and Figure 2-10 depict the UNP and D-UNS process.

2.9.2 Process Overview

UNP: DoD's highest priority is to provide forces involved in conflict or preparing for imminent contingency operations with the capabilities urgently needed to overcome unforeseen threats, achieve mission success, and reduce risk of casualties. DC CD&I leads the UNP to resolve three kinds of Urgent Operational Needs (UONs):

- USMC Urgent Universal Needs Statement (U-UNS)
- Joint Urgent Operational Needs (JUON)
- Joint Emergent Operational Needs (JEON)

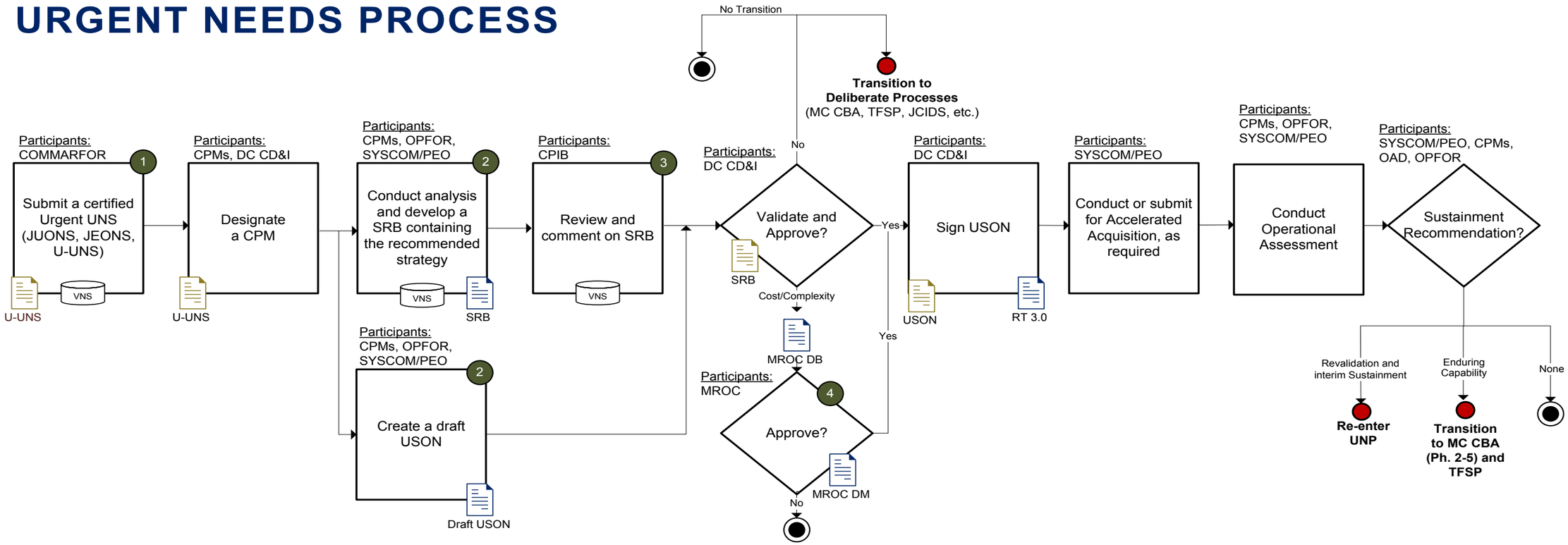
The U-UNS is used by COMMARFORs to identify mission-critical capability gaps that, if left unresolved, are expected to result in mission failure and/or unnecessary loss of life. While any Marine may initiate a U-UNS, only a COMMARFOR conducting or awaiting imminent combat or specific contingency operations may certify a need as urgent. Additionally, JUON and JEON are warfighting capability gaps that are certified by Combatant Commanders, validated by the Joint Staff, and may be assigned to the Marine Corps by OSD's Joint Rapid Acquisition Cell via the DoN.

Upon receipt of a certified U-UNS, CDD's MAGTF Integration Division assigns a Capability Portfolio Manager to lead the development of an interim solution with two years Operations and Maintenance funding to the urgent need, supported by experts from the acquisition community. After refining the need, usually in conjunction with the supported COMMARFOR, and coordinating across the DoN enterprise with support from the MAGTF Integration Division, the Capability Portfolio Manager prepares a Solution Recommendation Brief. The Solution Recommendation Brief is a comprehensive plan which selects specific materiel or non-materiel solutions, determines necessary resources and required tradeoffs, and identifies an acquisition strategy to deliver a complete capability with a 24-month sustainment package. Each interim solution is different based on the different need, originator, funding availability, timing, and other factors. As there are no distinct funds available to support the UNP, virtually every solution will come at the cost of another capability that had been deliberately planned, programmed, and budgeted.

After review by the MAGTF Integration Division, the Solution Recommendation Brief is staffed to the CPIB for comment. In parallel, the Capability Portfolio Manager develops any needed requirements documents in cooperation with the acquisition community, typically in the form of an Urgent Statement of Need (USON). After CPIB review, the MAGTF Integration Division submits the Solution Recommendation Brief to Director CDD and then DC CD&I. Only DC CD&I can validate that the U-UNS meets the criteria for urgency, which he does by approving the solution strategy described in the Solution Recommendation Brief and signing any needed requirements documents. These documents are then transitioned to the acquisition community directing them to rapidly produce and deliver the required capabilities. In exceptional cases, involving high costs or unusual complexity, DC CD&I may elect to make a recommendation to the MROC for their consideration and approval by the ACMC. Alternatively, DC CD&I may decide to transition the U-UNS into the deliberate process. CDD is currently in the progress of rewriting MCO 3900.17 to confirm changes in the UNP. The goal of the UNP is to provide DC CD&I with a recommendation to resolve a U-UNS within 60 days of certification.

Following delivery of the interim solution, CDD leads an operational assessment of the capability, supported by Operations Analysis Directorate, and in cooperation with the supported COMMARFOR. Based on the assessment, the Capability Portfolio Manager makes a recommendation whether the interim solution should be considered as an enduring capability for fielding across the Marine Corps, terminated as unsuccessful or unneeded, or sustained for a specific period to allow additional consideration.

URGENT NEEDS PROCESS



Stakeholder Entry & Engagement Points

1 **Entry Point:** To enter the UNP, any Marine may create a U-UNS. For consideration by DC CD&I, the U-UNS must be certified as Urgent by a COMMARFOR conducting combat or specific contingency operations.

2 **Engagement Point:** OPFOR submitting a U-UNS, Advocates, Proponents, other stakeholders, or any designated representative(s) can engage by regularly communicating with Capability Portfolio Managers via MAGTF Integration Division (MID) and participating in the analysis and development of any strategy.

3 **Engagement Point:** Advocates can engage in the UNP by participating in the CPIB. The CPIB is composed of Colonel level representatives from supported COMMARFORs, DC CD&I, DC P&R, DC I DC M&RA, DC PP&O, DC I&L, DC AVN, and SYSCOMs/PEOs.

4 **Engagement Point:** Advocates can engage via the MROC. The MROC is composed of 3-star General Advocates and Proponents.

Guidance List

DoDD 5000.71	Rapid Fulfillment of Combatant Commander Urgent Operational Needs	24 Aug 2012
DoDI 5000.02	Operation of the Defense Acquisition System	07 Jan 2015
SECNAVINST 5000.42	Accelerated Acquisition for the Rapid Development, Demonstration and Fielding of Capability	22 Dec 2016
SECNAVINST 5000.2E	Implementation and Operation of the Defense Acquisition System and the Joint Capabilities Integration and Development System	01 Sep 2011
OPNAVINST 5000.53	Navy Accelerated Acquisition for the Rapid Development, Demonstration, and Fielding of Capabilities	15 Mar 2017
MCO 3900.17	Urgent needs Process (UNP) and the Urgent Universal Need Statement (URGENT UNS)	17 Oct 2008
CDCBul 5400	Requirements Transition Process	31 May 2017

Participants Legend

COMMARFOR	Combatant-level Commander, Marine Corps Force
CPIB	Capabilities Portfolio Integration Board
CPMs	Capability Portfolio Managers
DC CD&I Integration	Deputy Commandant for Combat Development &
MROC	Marine Requirements Oversight Council
OAD	Operations Analysis Directorate
OPFOR	Operating Forces
SYSCOM/PEO	System Command/Program Executive Office

Inputs & Outputs Legend

CBA	Capabilities Based Assessment
JCIDS	Joint Capabilities Integration & Development System
JEON	Joint Emergent Operational Need
JUON	Joint Urgent Operational Need
MROC DB	MROC Decision Brief
MROC DM	MROC Decision Memorandum
SRB	Solution Recommendation Brief
TFSP	Total Force Structure Process
UNS	Universal Needs Statement
UNP	Urgent Needs Process
USON	Urgent Universal Statement of Need
VNS	Virtual Needs System

Icon Legend

Process Thread Transition
Process Step
Terminate
Decision Point
Input
Stakeholder Entry & Engagement Point
Output
Database Update

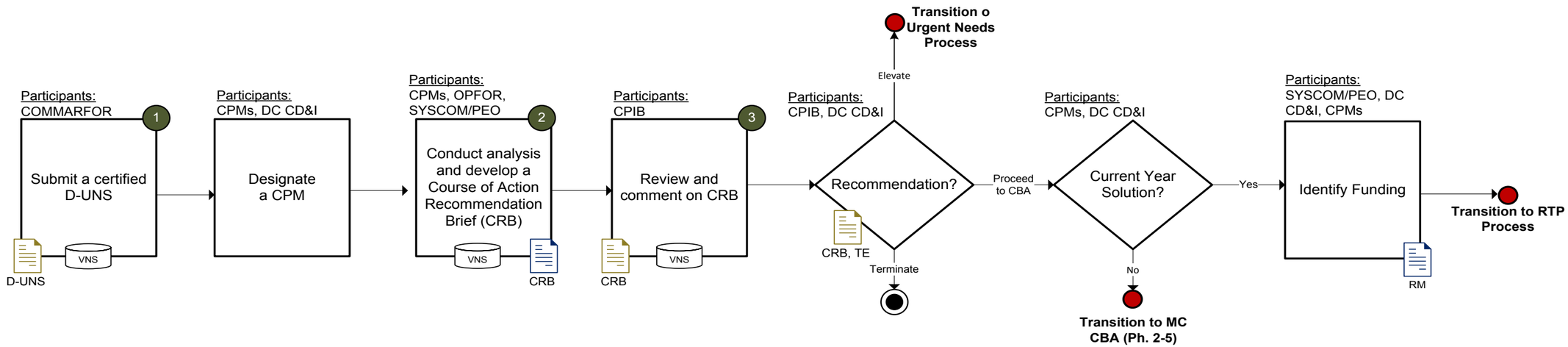
Figure 2-9: UNP Diagram

Deliberate Universal Needs Statement Process: While similar in format to a U-UNS, the D-UNS is distinct in both its management and its intent. While a U-UNS, if validated by DC CD&I, will result in the delivery of a new capability, a D-UNS is intended to inform the Force Development System by registering a need that has not already been identified via the MC CBA. Certified by any Marine Corps 3-Star, a D-UNS may result in a new capability only if it competes successfully with all other gaps, typically two to three years after submission. CDD's MAGTF Integration Division assigns each D-UNS to a Capability Portfolio Manager, who evaluates it against existing Marine Corps capability requirements and gaps, estimates the likelihood and cost of a solution, and recommends whether it should be entered for consideration into a subsequent MC CBA. The identified need as well as any proposed solutions may be assessed in the wargaming process, or may be transitioned to the Marine Corps Rapid Capabilities Office for the development of operational prototypes. This analysis is captured in a Course of Action Recommendation Brief, which proposes a solution pathway for further development and decision. The Course of Action Recommendation Brief is staffed to the CPIB for consideration and comment and then documented in a CPIB Memorandum by Director CDD.

2.9.3 Stakeholder Engagement

Advocates, OPFOR, and SE engage in these two processes in a variety of ways. First, each type of UNS usually requires further refinement by CDD to fully understand the scope of the problem identified and the merits of any proposed solution. Next, especially in the case of the U-UNS, CDD coordinates with the supported COMMARFOR, supported units, and across the enterprise to ensure that recommended solutions are appropriate, integrated, and supportable. Each U-UNS is discussed weekly during a standing and enterprise-wide telecon to provide updates and resolve issues. Once complete, both the Solution Recommendation and Course of Action Recommendation Briefs are staffed to the CPIB. Finally, in the case of a U-UNS, the supported COMMARFOR must participate in an operational assessment in making final disposition decisions. DC CD&I intent is to provide complete transparency throughout both processes, and CDD MAGTF Integration Division is fully prepared to assist stakeholders in rapidly obtaining reliable and relevant information as needed.

DELIBERATE UNIVERSAL NEEDS STATEMENT PROCESS



Stakeholder Entry & Engagement Points

1 **Entry Point:** Any Marine can enter the D-UNS process by creating a D-UNS. However, it must be supported and endorsed by a Deputy Commandant or COMMARFOR in order to be submitted to DC CD&I.

2 **Engagement Point:** Advocates, Proponents, or OPFOR who have submitted a D-UNS or any designated representative(s) can engage by regularly communicating with CPMs and participating in the development of any CRB.

3 **Engagement Point:** Advocates can engage in the D-UNS process by participating in the CPIB. The CPIB is composed of Colonel level representatives from supported COMMARFORs, DC CD&I, DC P&R, DC M&RA, DC I, DC PP&O, DC I&L, DC AVN, MARFORs, and SYSCOMS.

Guidance List

DoDD 5000.71	Rapid Fulfillment of Combatant Commander Urgent Operational Needs	24 Aug 2012
DoDI 5000.02	Operation of the Defence Acquisition System	07 Jan 2015
SECNAVINST 5000.42	Accelerated Acquisition for the Rapid Development, Demonstration and Fielding of Capability	22 Dec 2016
SECNAVINST 5000.2E	Implementation and Operation of the Defense Acquisition System and the Joint Capabilities Integration and Development System	1 Sep 2011
MCO 3900.17	Urgent Uneeds Process (UNP) and the Urgent Universal Need Statement (URGENT UNS)	17 Oct 2008
CDCBul 5400	Requirements Transition Process	31 May 2017

Participants Legend

COMMARFOR	Combatant-level Commander, Marine Corps Force
CPIB	Capabilities Portfolio Integration Board
CPMs	Capabilities Portfolio Managers
DC CD&I	Deputy Commandant for Combat Development & Integration
OPFOR	Operating Forces
SYSCOM/PEO	System Command/Program Executive Office

Inputs & Outputs Legend

CBA	Capabilities Based Assessment
COA	Course of Action
CRB	COA Recommendation Brief
D-UNS	Deliberate Universal Need Statement
RM	Requirement Memo
RTP	Requirements Transition Process
TE	Terminate Enclosure to MCEIP
UNS	Universal Needs Statement
VNS	Virtual Needs System

Icon Legend

Process Thread Transition
Process Step
Terminate
Decision Point
Input
Stakeholder Entry & Engagement Point
Output
Database Update

Figure 2-10: D-UNS Process Diagram

2.10 MARINE CORPS RAPID CAPABILITIES OFFICE

2.10.1 Introduction

The Marine Corps Rapid Capabilities Office (MCRCO) is designed to identify emergent and disruptive technologies to rapidly develop and evaluate prototypes with the OPFOR's to increase survivability and lethality. MCRCO will also provide operational assessments that will act as a feedback loop (between OPFOR and MCRCO) to inform requirement development and investment planning. Through various inputs, the MCRCO aims to lead discovery of mature technology through an expedited process to take prototypes through assessment and become fielded operational capabilities.

Figure 2-11 depicts the MCRCO process.

2.10.2 Process Overview

The MCRCO captures inputs and submissions of emerging and disruptive technologies, and other materiel solutions to develop the FY portfolio. Submissions come in the form of products/services from vendor capability briefs/demonstrations, industry symposiums, or other DoD/DoN/industry/Service partners. Individual Marines submit project ideas through the CMC Innovation Portal to have S&T challenges evaluated and funded through the MCRCO or S&T. Lastly, MCRCO utilizes the Marine Corps Gap List, warfighting challenges, S&T evaluations, and Urgent Needs Statement list to influence portfolio projects.

Idea and project submissions of the proposed technologies are down selected to make portfolio determinations based on the fiscal year's capacity and funding levels (around three to four new projects annually). Resource informed project selection is based on the following criteria:

- Emerging & Disruptive Technologies
- Technology Readiness Level of 7 (previously stated in Section 2.2.2)
- Prototype & Assessment Period Less Than 12 Months
- MCRCO Capacity
- Non-Maritime Accelerated Capability Office
- Non-Rapid Deployment Capability

The General Officer Board of Directors (GOBoD) approves Portfolio determination recommendations. Once the MCRCO identifies and approves technology and idea submissions, proposal development for specific lines of effort are developed. Project plans are created that include the concepts of operations, funding, measure of effectiveness, OPFOR assessment plan, and rapid requirements transition plan. Proposal development also initiates the engagement with various organizations (e.g. MCWL/FD, CDD, MCOTEA, MCSC, Navy R&DE) that will be required to assist in rapidly assessing the capability with the OPFOR. The project plan is presented to the GOBoD for approval.

The GOBoD is chaired by DC CD&I with assistance from Director CDD, Commander MCSC, and CG MCWL/FD or their representatives. The GOBoD meets quarterly, or as needed, to review project submissions. Once the GoBoD validates the project plans, the contract can be awarded to purchase potential materiel prototype solutions or prototype development. Development and OPFOR assessment of a prototype will take no longer than one year. OPFOR units assess operational prototype(s) to evaluate utility to the warfighter. OPFOR feedback can be discussed with the assessment team that can include representatives from MARFORs and MEFs, MCOTEA, MCSC, PEO LS, CD&I, PEO EIS, NR&DE, ONR, etc.

The Capabilities Assessment Report (CAR) documents the OPFOR assessment of prototype(s). The GOBoD uses the CAR to determine how/whether a prototype will be transitioned:

- Rapid acquisition
- Deliberate acquisition
- Evaluation in the Campaign of Learning
- Evaluation in the Marine Corps Capabilities Based Assessment
- Termination

To enable accelerated acquisition, MCRCO works with CDD and MCSC to draft requirements documents and possible acquisition strategies.

2.10.3 Marine Corps Rapid Capabilities Office Aspirational Objective

The MCRCO is a new organization in CD&I/MCWL that is looking to grow and innovate over the next several years to reach the office's objective and maturation capacity. The office's objective is to enhance the communication, integration, and opportunity for the OPFOR to enter into Users Agreements with the MCRCO. Advocates, OPFOR, and SE units will request potential solutions to their given problem matching the MCRCO requirements. The MCRCO will develop an agreement with OPFOR organizations to provide and experiment with a given solution at least two times within a calendar year and provide feedback to MCRCO for refinement.

GOBoD discussion and decisions will also be presented at the Quarterly Futures Reviews in the Campaign of Learning (MC CBA Phase 1) where status, risks, and metrics are presented to seek support or clarifications.

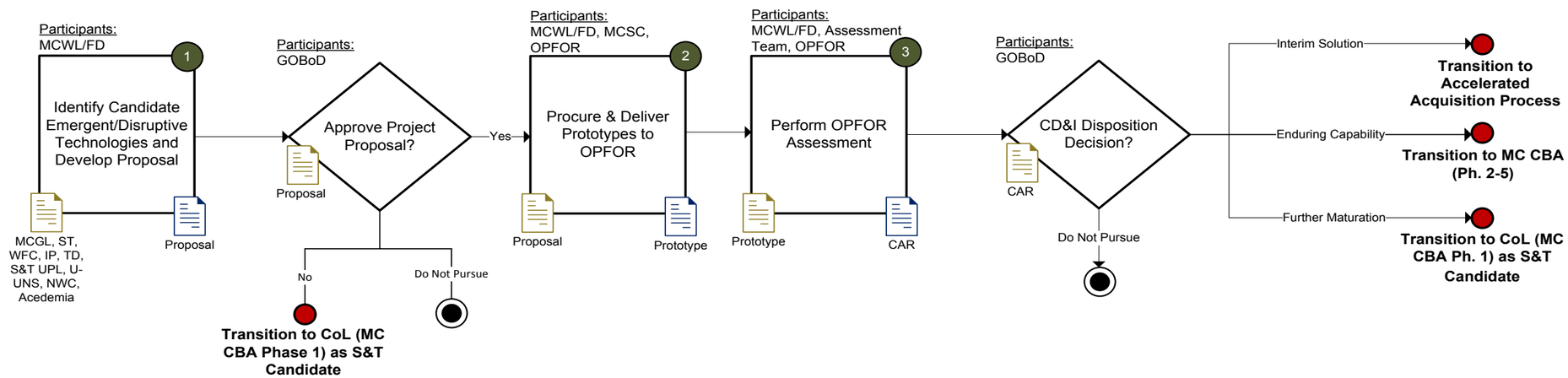
2.10.4 Stakeholder Engagement

Advocates, OPFOR, SE, and individual Marines are the major stakeholders in the MCRCO process and provide feedback for the CAR as well as submit potential projects via the CMC Innovation Portal or elsewhere.

MCOTEA and Naval Research and Development Establishment have responsibilities in proposal development and OPFOR assessment as part of the assessment team.

Various acquisition commands and ONR may have responsibilities in proposal development and as part of the assessment team.

MARINE CORPS RAPID CAPABILITIES OFFICE PROCESS



Stakeholder Entry & Engagement Points

1 **Entry Point:** Advocates, Proponents, and OPFOR can enter the process through the Warfighting Challenges, Marine Corps Gap List, MCWL S&T Evaluations, Naval Warfare Centers, and the CMC Innovation Portal. Outside entry points can be from Acedemia, Technology Demonstrations, Industry Symposiums, and Service Partners.

2 **Engagement Point:** OPFOR can engage in this process by participating in planning for delivery and assessment.

3 **Engagement Point:** OPFOR can engage in the process by testing and assessing the prototype and by providing feedback. The Assessment Team (Ex. MARFOR, MEFs, MARSOC, MCOTEA, SYSCOM/PEO LS, MCWL, CDD, PEO EIS, NR&DE, ONR, etc.) can engage by participating in the assessment done at the OPFOR level.

Guidance List

SECNAVINST 5000.42	Accelerated Acquisition for the Rapid Development, Demonstration and Fielding of Capability	22 Dec 2016
OPNAVINST 5000.53	Navy Accelerated Acquisition for the Rapid Development, Demonstration, and Fielding of Capabilities	15 Mar 2017
Public Law 114-92 SEC 804	National Defense Authorization Act for FY2016	25 Nov 2015
Public Law 114-328 SEC 806	National Defense Authorization Act for FY2017	23 Dec 2016
--	Rapid Capabilities Office Charter	20 Aug 2017

Participants Legend

MCWL/FD	Marine Corps Warfighting Laboratory/Futures Directorate
GOBoD	General Officer Board of Directors
OPFOR	Operating Forces
MARFOR	Marine Forces

Inputs & Outputs Legend

CoL	Campaign of Learning
CAR	Capabilities Assessment Report
IP	CMC Innovation Portal Submissions
MCGL	Marine Corps Gap List
NWC	Naval Warfare Centers
Proposal	Project Proposal
Prototype	Project Prototype
ST	Science & Technology Evaluations
S&T UPL	Science & Technology Unified Prioritize List
WFC	Warfighting Challenges
TD	Technology Demonstrations
U-UNS	Urgent Universal Needs Statement List

Icon Legend

- Process Thread Transition
- Process Step
- Terminate
- Decision Point
- Input
- Stakeholder Entry & Engagement Point
- Output

Figure 2-11: Marine Corps Rapid Capabilities Office Process Diagram

APPENDIX

This Appendix contains supporting information for the analysis of the Force Development System.

Appendix A. Reference List

Appendix B. Glossary/Acronym List

Appendix C: Ready Reference

APPENDIX A. REFERENCE LIST

The following reference table includes the policy and guidance referenced for this document.

DOCUMENT ID	TITLE	PUBLICATION DATE
DoDD 8260.05	Support for Strategic Analysis	07 Jul 2011
DoDD 5000.71	Rapid Fulfillment of Combatant Commander Urgent Operational Needs	24 Aug 2012
DoDI 5000.02	Operation of the Defense Acquisition System	7 Jan 2015
DoDI 5000.75	Business Systems Requirements and Acquisition	2 Feb 2017
DoDI 7045.14	Planning, Programming, Budgeting, and Execution (PPBE) Process	12 Jan 2013
DoDI 8260.2	Implementation of Data Collection, Development, and Management for Strategic Analyses	21 Jan 2003
CJCSI 3010.02D	Guidance for Development and Implementation of Joint Concepts	22 Nov 2013
CJCSI 3010.02E	Guidance for Development and Implementation of Joint Concepts	17 Aug 2006
CJCSI 3170.01I	Joint Capabilities Integration and Development System (JCIDS)	23 Jan 2015
CJCSI 5123.01G	Charter of the Joint Requirements Oversight Council (JROC)	15 Jan 2015
JCIDS Manual	Manual for the Operation of the Joint Capabilities Integration and Development System	15 Dec 2015
SECNAVINST 5000.2E	Department of the Navy Implementation and Operation of the Defense Acquisition System and the Joint Capabilities Integration and Development System	1 Sep 2011
SECNAVINST 5000.42	Department of the Navy Accelerated Acquisition for the Rapid Development, Demonstration and Fielding of Capability	22 Dec 2016

DOCUMENT ID	TITLE	PUBLICATION DATE
OPNAVINST 3500.38B/ MCO 3500.26A/USCG COMDTINST 3500.1B	Universal Naval Task List/Marine Corps Task List (MCTL)/Coast Guard Universal Task List	30 Jan 2007 23 Aug 2017
OPNAVINST 5000.53	Navy Accelerated Acquisition for the Rapid Development, Demonstration, and Fielding of Capabilities	15 Mar 2017
OPNAVINST 5401.9A	Navy Concept Generation and Concept Development Program	24 Jun 2014
CMC Policy Memorandum 2-11	MROC Charter	6 May 2011
MCO P3121.1	Marine Corps Planning and Programming Manual	1 Oct 1991
MCO 1553.10	Marine Corps Training Information Management System (MCTIMS) Standing Operating Procedures	23 Oct 2014
MCO 3000.13	Maine Corps Readiness Reporting Standard Operating Procedures	18 Jul 2017
MCO 3504.1	Marine Corps Lessons Learned Program and the Marine Corps Center for Lessons Learned (MCCLL)	31 Jul 2006
MCO 3500.110	Policy and Guidance for Mission Essential Task List (METL) Development, Review, Approval, Publication and Maintenance	15 Jul 2011
MCO 3500.26	Marine Corps Task List	23 Aug 2017
MCO 3900.17	Marine Corps Urgent Needs Process (UNP) and the Urgent Universal Need Statement (URGENT UNS)	17 Oct 2008
MCO 3900.20	Marine Corps Capabilities Based Assessment	27 Sep 2016

APPENDIX A. REFERENCE LIST (CONT.)

DOCUMENT ID	TITLE	PUBLICATION DATE
MCO 3900.20A	Marine Corps Capabilities Based Assessment	DRAFT
MCO 3902	Marine Corps Studies System	2008
MCO 3960.6	USMC Science and Technology	30 Aug 2002
MCO 5311.6	Advocate and Proponent Assignments and Responsibilities	2 Dec 2013
MCO 5311.1E	Total Force Structure Process	18 Nov 2015
MCO 5320.1H w/ADMIN CH	Precedence Levels for Manning and Staffing	22 Apr 2017
MCO 5600.20P	Marine Corps Doctrine Development	8 Nov 2006
MCO 7300.21B	Marine Corps Financial Management Standard Operating Procedure Manual	18 May 2015
NAVMC 2664	USMC Financial Guidebook for Commanders	3 Apr 2009
NAVMC MOA	Navy and Marine Corps Research, Development, Test, and Evaluation (RDT&E), Navy Programming MOA	29 Nov 1995
CDCBul 5400	Requirements Transition Process	31 May 2017
HQMC MOU 3010	DCs CD&I, PP&O, AVN, P&R, I&L and Director of Intelligence	19 May 2015
MROC Secretary	MROC Handbook	10 Jul 2013
MCCDC/DC CD&I Instruction 5401.1	Concept Development Instructions	8 Feb 2016
DC CD&I Plan	MCCDC/CD&I Force Development Strategic Plan – 2nd Edition	27 Jan 2017
DC CD&I Guidance	Marine Corps Rapid Capabilities Office (MCRCO) Charter	20 Aug 2017
USMC S&T Strategic Plan	Marine Corps Science & Technology Strategic Plan	17 Jan 2012

The Force Development User Guide and references can be downloaded at:

http://www.mccdc.marines.mil/Force-Development-System/

APPENDIX B. GLOSSARY/ACRONYM LIST

The following reference table includes the key terms used throughout this analysis as well as their definitions. All terms in the document are not included in the glossary, only those unique to this analysis.

TERM	DEFINITION
Capability Developer	Broadly refers to personnel responsible for identifying force concepts, then assessing and documenting changes in doctrine, organization, training, materiel, leadership and education, personnel, and facilities that produce force capabilities and attributes prescribed in those concepts. Capability developers perform a key role in the development of the future operationally adaptable force.
Capability Development	Collaborative use of concepts and integrated architectures to identify prioritized capability gaps and integrated doctrine, organization, training, materiel, leadership and education, personnel, facilities and policy (DOTMLPF-P) solutions (materiel and non-materiel) to resolve those gaps.
Core Mandated Guidance	Guidance related to the USC's Title 10 responsibilities (i.e., the highest priority current-capability procurement programs)
Input	Information processed in an activity step; includes documents, concepts and guidance.
Outcome	Something that follows as a result or consequence.
Output	Information produced from an activity step; includes documents, concepts and guidance.
Process	A series of actions or steps taken to achieve an end.
Service Mandated Guidance	Guidance directed by the Commandant of the Marine Corps
Stakeholder	Participant who is included in a decision-making process and includes Advocates, Proponents, Operating Forces, and Supporting Establishments.
System	A group of processes that feed into a larger system.

The following reference table includes the acronyms used throughout this document as well as their definitions.

ACRONYM	DEFINITION
ACAT	Acquisition Category
ACMC	Assistant Commandant of the Marine Corps
ADC	Assistant Deputy Commandant
AoA	Analysis of Alternatives
ATF&P	Advocacy, Transition, Fiscal & Personnel Division
BA	Budget Activity
BP	Building Partnerships
CAPE	Cost Assessment and Program Evaluation
CAR	Capabilities Assessment Report
CBA	Capability Based Assessment
CCDR	Combatant Commander
CD	Capability Description
CDC	Combat Development Command
CDD	Capabilities Development Directorate
CD&I	Combat Development and Integration
CEAB	Command Element Advocate Board
CG	Commanding General
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff Instructions
CMC	Commandant of the Marine Corps
CMS	Corporate Management and Support
COA	Course of Action
CoL	Campaign of Learning
COMMARFOR	Commander, Marine Corps Forces
CONOPS	Concept of Operations
CONPLAN/OPLAN	Concept Plan/Operation Plan
COTS	Commercial Off-the-Shelf
CPD	Capability Production Document
CPG	Commandants' Planning Guidance

APPENDIX B. GLOSSARY/ACRONYM LIST (CONT.)

ACRONYM	DEFINITION
CPIB	Capability Portfolio Integration Board
CPM	Capabilities Portfolio Manager
CPRB	Capability Portfolio Review Board
CRB	Course of Action Recommendation Brief
DARPA	Defense Advanced Research Projects Agency
DAS	Defense Acquisition System
DC	Deputy Commandant
DoD	Department of Defense
DoDD	Department of Defense Directive
DoN	Department of the Navy
DOTMLPF-C	Doctrine, Organization, Training/Education, Materiel, Leadership/Communication Synchronization, Personnel, Facilities, and Cost
DOTMLPF-P	Doctrine, Organization, Training, Materiel, Leadership/Education, Personnel, Facilities and Policy
DRRS-MC	Defense Readiness Reporting System-Marine Corps
D-UNS	Deliberate Universal Needs Statement
EMD	Engineering & Manufacturing Development
ESC	Executive Steering Committee
FA	Force Application
FC	Functional Concept
FDS	Force Development System
FFA	Future Force Assessment
FFIP	Future Force Implementation Plan
FFR	Future Force Review
FMID	Fires & Maneuver Integration Division
FOC	Full Operational Capability
FOE	Future Operating Environment
FPG	Final Planning Guidance
FPID	Force Protection Integration Division
FS	Force Support
FY	Fiscal Year
FYDP	Future Years Defense Plan
GOTS	Government Off-the-Shelf
HQ	Headquarters

ACRONYM	DEFINITION
HQMC	Headquarters Marine Corps
I3	Integration, Interoperability, and Interdependence
I&L	Installations & Logistics
ICD	Initial Capabilities Document
ID	Integration Division
IID	Intelligence Integration Division
IOC	Initial Operational Capability
IPG	Initial Planning Guidance
IPL	Integrated Priority List
IRR	Initial Risk Recommendation
IWID	Information Warfare Integration Division
JCA	Joint Capability Areas
JCIDS	Joint Capabilities Integration and Development System
JCIDS CDD	JCIDS Capabilities Development Document
JCS	Joint Chiefs of Staff
JEON	Joint Emergent Operational Need
JIM	Joint Inter-organizational Multi-national
JUON	Joint Urgent Operational Need
JROC	Joint Requirements Oversight Council
KPP	Key Performance Parameter
LID	Logistics Integration Division
LOG	Logistics
M&RA	Manpower and Reserve Affairs
MAGTF	Marine-Air Ground Task Force
MARCORLOGCOM	Marine Corps Logistics Command
MARFOR	Marine Corps Forces
MARFORCOM	Marine Corps Forces Command
MARFORPAC	Marine Corps Forces Command Pacific
MARSOC	Marine Corps Forces Special Operations Command
MC	Marine Corps
MCCDC	Marine Corps Combat Development Command
MCCIP	Marine Corps Capabilities Investment Plan
MCCL	Marine Corps Capabilities List
MCCLL	Marine Corps Center for Lessons Learned

APPENDIX B. GLOSSARY/ACRONYM LIST (CONT.)

ACRONYM	DEFINITION
MCEIP	Marine Corps Enterprise Integration Plan
MCFC	Marine Corps Functional Concepts
MCGL	Marine Corps Gap List
MCLLS	Marine Corps Lessons Learned System
MCO	Marine Corps Order
MCOTEA	Marine Corps Operational Test & Evaluation Activity
MCPC	Marine Corps Program Code
MCRCO	Marine Corps Rapid Capabilities Office
MCSC	Marine Corps Systems Command
MCSDD	Marine Corps Solutions Development Directive
MCSS	Marine Corps Study System
MCTIMS	Marine Corps Training Information Management System
MCTL	Marine Corps Task List
MCWFC	Marine Corps Warfighting Challenges
MCWL/FD	Marine Corps Warfighting Laboratory/Futures Directorate
MET	Mission Essential Task
METL	Mission Essential Task List
MExWID	Maritime Expeditionary Warfare Integration Division
MID	MAGTF Integration Division
MROC	Marine Corps Requirements Oversight Council
NR&DE	Naval Research and Development Establishment
OAD	Operations Analysis Directorate
OAG	Operational Advisory Group
OMB	Office of Management and Budget
ONR	Office of Naval Research
OPFOR	Operating Forces
OSD	Office of the Secretary of Defense
P&R	Programs & Resources
PEB	Program Evaluation Board
PEO-LS	Program Executive Officer – Land Systems
POM	Program Objective Memorandum
POR	Program of Record
POTUS	President of the United States
PP&O	Plans, Policies and Operations

ACRONYM	DEFINITION
PPBE	Planning, Programming, Budgeting and Execution
PresBud	President's Budget
QFR	Quarterly Futures Review
QFRB	Quarterly Futures Review Brief
QIF	Quarterly Integration Forum
RDT&E	Research, Development, Test, and Evaluation
RMD	Resource Management Decision
RT	Requirement Transition
RTP	Requirements Transition Process
S&T	Science and Technology
SE	Supporting Establishment
SECDEF	Secretary of Defense
SSA	Support for Strategic Analysis
SMEs	Subject Matter Experts
ST&E	Science, Technology, and Experimental
STESC	S&T Executive Steering Committee
T&R	Training and Readiness
T/O&E	Table of Organization and Equipment
T/POM	Tentative Program Objective Memorandum
TECOM	Training and Education Command
TFSD	Total Force Structure Division
TFSMS	Total Force Structure Management System
TFSP	Total Force Structure Process
TMRR	Technology Maturation & Risk Reduction
TOECR	Table of Organization and Equipment Change Request
TTP	Tactics, Techniques, and Procedures
UNP	Urgent Needs Process
UNS	Universal Need Statement
USMC	United States Marine Corps
USON	Urgent Statement of Need
U-UNS	Urgent Universal Need Statement

APPENDIX C. READY REFERENCE

ORGANIZATION	MISSION
MCCDC	Oversee and support the development, implementation, and maintenance of training and education programs, and participate in and support the Marine Corps Force Development System.
CD&I	Develop future operational concepts and determine how to best organize, train, educate, and equip the Marine Corps of the future.

FORCE DEVELOPMENT SYSTEM PROCESSES	GUIDANCE
Campaign of Learning (MC CBA Phase 1) Process	MCCDC/CD&I FDSP
Marine Corps Capabilities Based Assessment (Phases 2-5) Process	MCO 3900.20
Programming, Budgeting, and Execution Process	MCO P3121.1
Joint Capabilities Integration and Development System Process	CJCSI 3170.01I
Total Force Structure Process	MCO 5311.1E
Marine Corps Task list, Mission Essential Tasks, and Mission Essential Task List Process	MCO 3500.110
Doctrine Process	MCO 5600.20P
Urgent Needs Process and Deliberate Universal Needs Statement Process	MCO 3900.17
Marine Corps Rapid Capabilities Office Process	CDCBul 5400

#	DOD RESEARCH BUDGET ACTIVITIES
BA 6.1	Basic Research
BA 6.2	Applied Research
BA 6.3	Advanced Technology Development

CATEGORIES OF DOCTRINE PUBLICATIONS
Organization and Standards
MAGTF Warfighting
Enabling and Supporting
Environments
Naval Operations

#	DOD TECHNOLOGY READINESS LEVELS
1	Basic principles observed and reported
2	Technology concept and/or application formulated
3	Analytical and experimental critical function and/or characteristic proof of concept
4	Component and/or breadboard validation in laboratory environment
5	Component and/or breadboard validation in relevant environment
6	System/subsystem model or prototype demonstration in a relevant environment
7	System prototype demonstration in an operational environment
8	Actual system completed and qualified through test and demonstration
9	Actual system proven through successful mission operations

JOINT CAPABILITY AREA	CDD INTEGRATION DIVISION
JCA 1-Force Support	Total Force Structure Division
JCA 2-Battlespace Awareness	Intelligence Integration Division
JCA 3-Force Application	Fires & Maneuver Integration Division
JCA 4-Logistics	Logistics Integration Division
JCA 5-Command and Control	Information Warfare Integration Division
JCA 6-Communications and Computers	Information Warfare Integration Division
JCA 7-Protection	Force Protection Integration Division
JCA 8-Building Partnerships	Advocacy, Transition, Fiscal & Personnel Division
JCA 9-Corporate Management and Support	MAGTF Integration Division

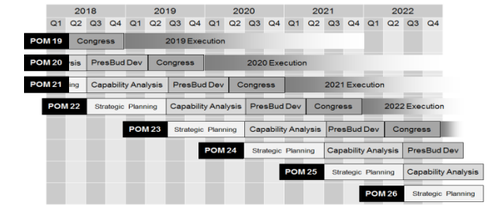
DOCUMENTS WITHIN THE MARINE CORPS ENTERPRISE INTEGRATION PLAN
Marine Corps Capabilities List (MCCL)
Marine Corps Gap List (MCGL)
Marine Corps Solutions Development Directive (MCSDD)
Marine Corps Capabilities Investment Plan (MCCIP)

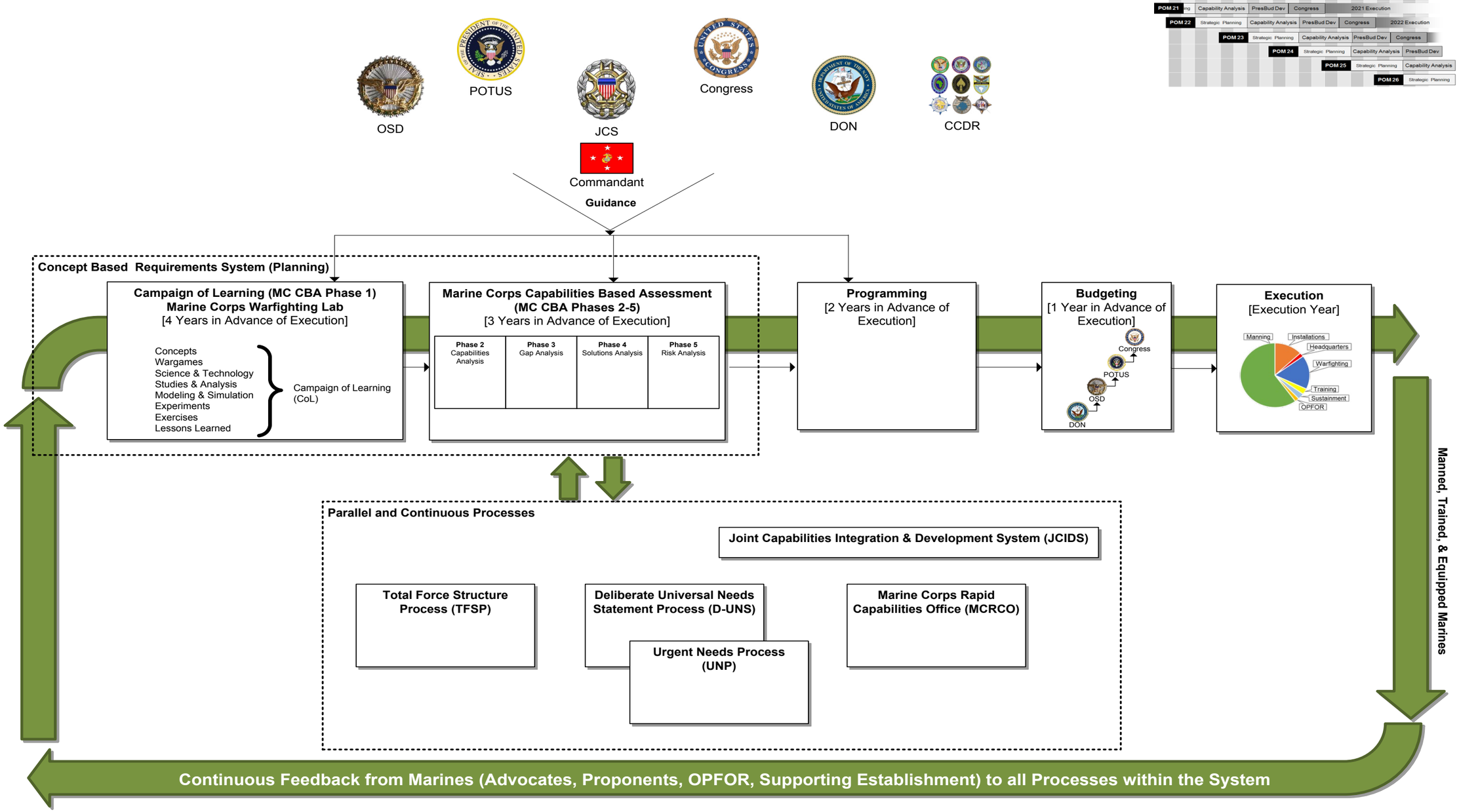
PROGRAM EVALUATION BOARD	OWNER
Warfighting Investment	DC CD&I
Manning	DC M&RA
Headquarters and Support	DC P&R
Training	DC MCCDC
Installations	DC I&L
OPFOR	DC PP&O
Sustainment	DC I&L

DOTMLPF-C PILLARS	PILLAR LEADS
Doctrine	DC CD&I/CDD
Organization	DC CD&I/TFSD (primary) Advocates (supporting)
Training/Education	TECOM
Materiel	MARCORLOGCOM (primary) MCSC/PEO LS, DC I&L Logistics Lifecycle Management Branch/Logistics Plans & Policy Branch, and DC CD&I CDD/MID (supporting)
Leadership/Communication Synchronization	Office of Legislative Affairs (primary) Office of Marine Corps Communication (supporting)
Personnel	DC M&RA
Facilities	DC I&L
Cost	DC P&R

#	REQUIREMENTS TRANSITION PROCESS STEPS
RTP 1.0	Formal request by the capability developer for SME support during capability requirement document development
RTP 2.0	Informal process of developing and staffing the draft capability requirement document
RTP 2.5	Formal staffing of the final draft capability requirement document to MCSC/Program Executive Officer – Land Systems (PEO-LS) prior to validation
RTP 3.0	Formal transition of the validated capability document to the acquisition command.

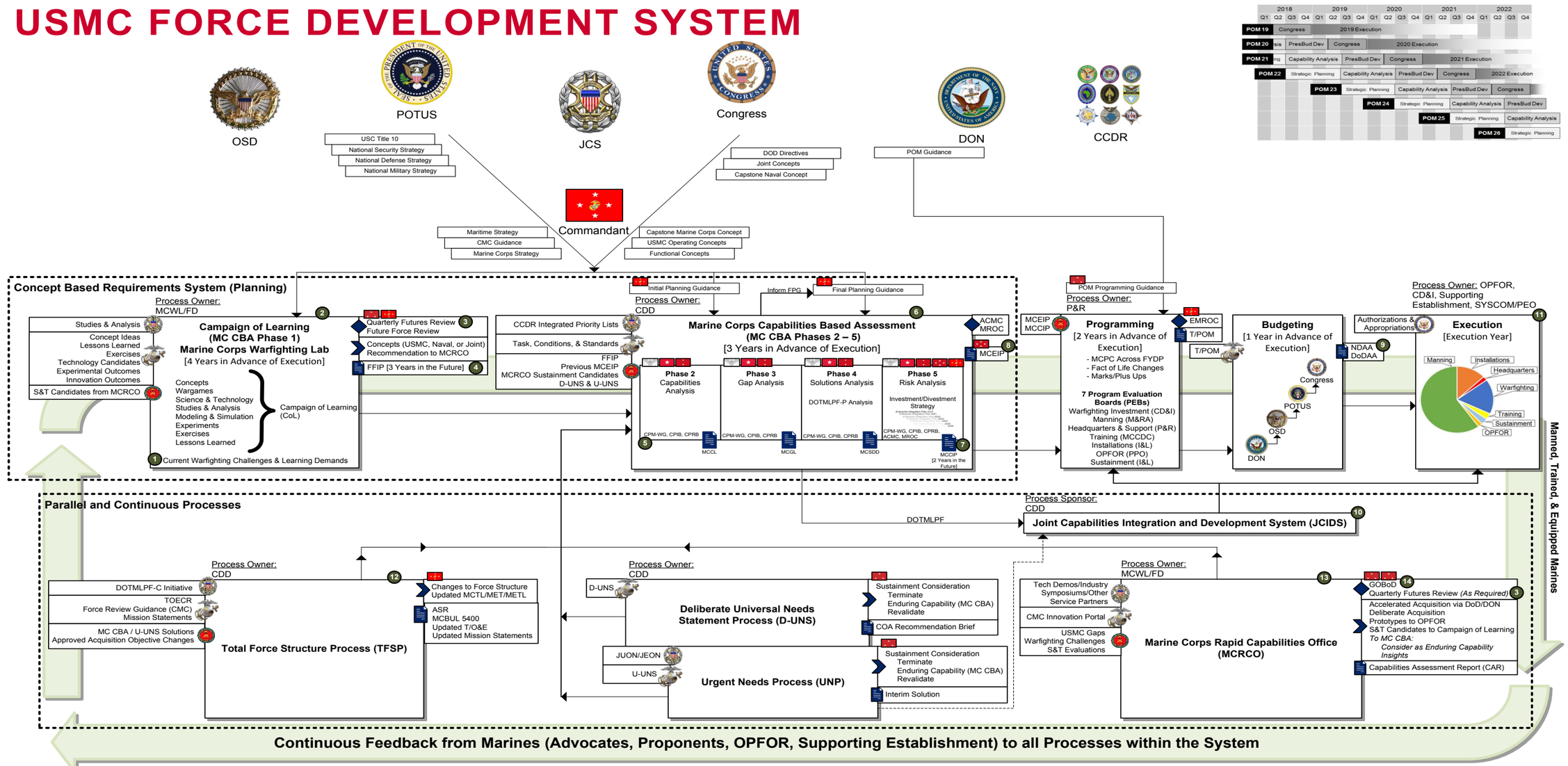
USMC FORCE DEVELOPMENT SYSTEM OVERVIEW





USMC Force Development System Overview (Level 0)

USMC FORCE DEVELOPMENT SYSTEM



Additional Information

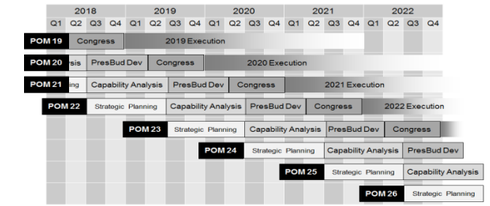
1. The Current Warfighting Challenges are:
   1. Integrate the Naval Force to Fight at and from the Sea
   2. Conduct Entry Operations
   3. Ensure Interoperability through JIIM Force & Shape the Security Environment
   4. Special Operating Forces Integration, Interoperability & Interdependence
   5. Conduct Information Warfare
   6. Develop Situational Understanding
   7. Empoy 21st Century MAGTF (and Naval) Fires
   8. Conduct Maneuver Warfare
   9. Sustain the Expeditionary Force
   10. Protect the Force
   11. Enhance Training to Mission
   12. Improve Individual Training and Education
2. The CoL looks as far as 30 years in the future with a near horizon of 4 years in the future.
3. The Quarterly Futures Review serves to review and revise Warfighting Challenges and MCRCO initiatives.
4. The FFIP contains Future Operating Environment, Adversary Capabilities, Aspirational Capabilities, Identifies Potential Opportunities, and *Identifies Divestments* for 3 years into the future. It is published every March or April for guidance to the MC CBA cycle.
5. OPFOR and Advocates prioritize and validate in Capability Portfolio Management-Working Groups (CPM-WGs). OPFOR and Advocates participate and vote in the Capability Portfolio Integration Board (CPIB) at the Colonel level. Participation and voting in the Capability Portfolio Review Board (CPRB) is at the BGen level. The CPIB is chaired by the 1-star Director CDD and the CPRB is co-chaired by the ADC CD&I and ADC P&R.
6. The aim point for the MC CBA is 10 years in the future with a near horizon of 3 years in the future.
7. The MCCIP contains Resource Informed, DOTMLPF Solutions, Analytic Scorecards, and *Identifies Divestments*.
8. The MCEIP is Resource Informed, identifies JCIDS Documents, identifies S&T Candidates, identifies Studies Candidates, and *Identifies Divestments*. It is due every March to P&R for Programming input two years in the future.
9. Congress develops the National Defense Authorization Act and DoD Appropriations Act for Presidential approval.
10. JCIDS produces an Initial Capabilities Document, Capability Development Document and Capability Production Document and transitions to the Requirements Transition Process.
11. Execution funding for all Title 10 responsibilities includes Training, Manpower, Materiel, Sustainment, and Facilities.
12. The start point of the TFSP is the Programmed Structure.
13. Project selection criteria for MCRCO are:
    - Emerging & Disruptive Technologies
    - Technology Readiness Level >= 7
    - Prototype & Assessment Period <12 Months
    - MCRCO Capacity
    - *MCPC <= $50 million*
    - Available GOTS/COTS Products
    - Not suitable for Maritime Accelerated Capability Office
    - Not suitable for Rapid Deployment Capability
14. The GOBoD comprises of DC CD&I, CG MCWL, Commander SYSCOM, and Director CDD.

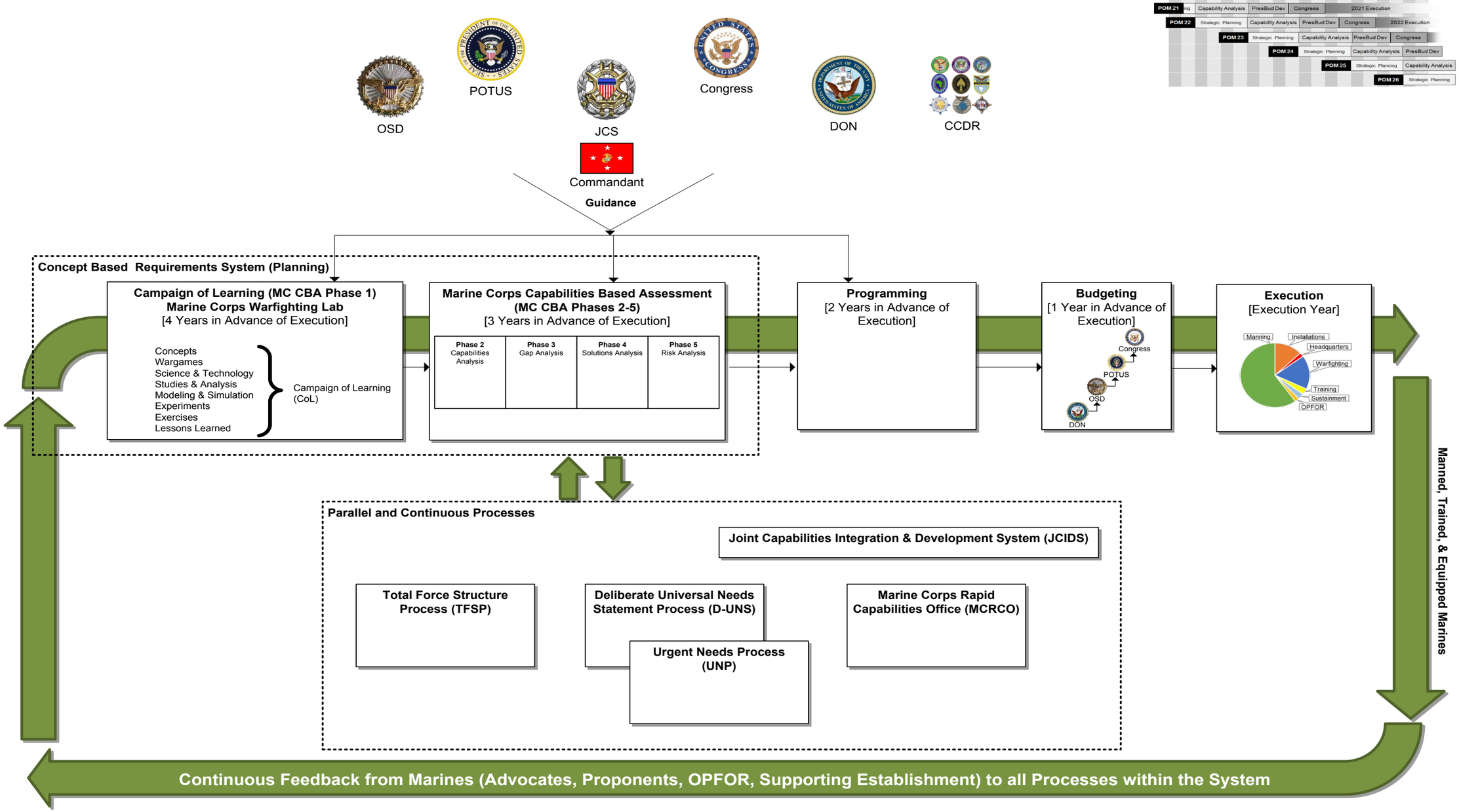
Legend

- USMC Inputs
- JCS Inputs
- CD&I Inputs
- Congress Inputs
- Outputs
- Outcomes
- General Officer Board Decision
- # Additional Information
- *Italics* Aspirational Actions

USMC Force Development System (Level 1)

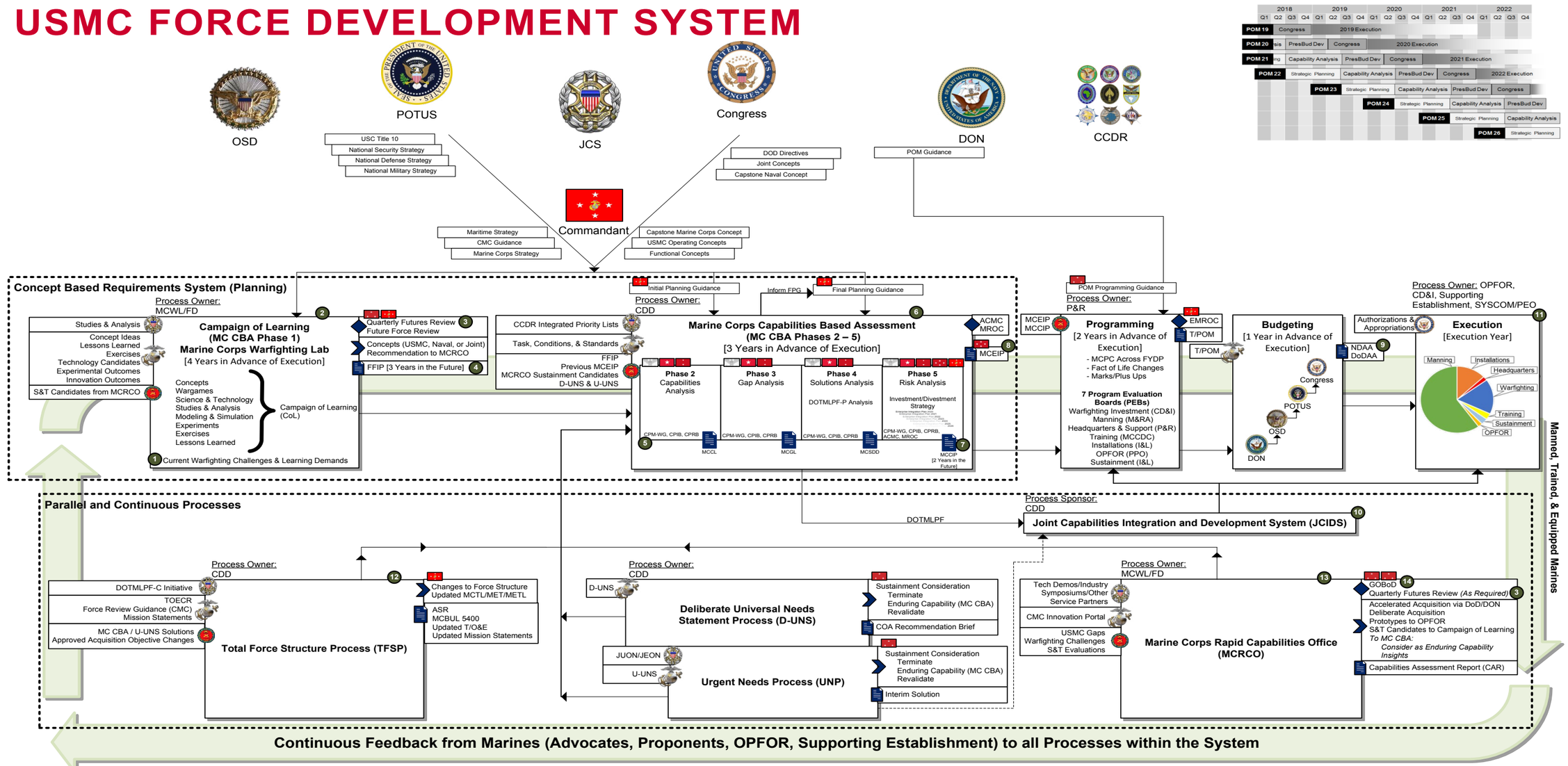
USMC FORCE DEVELOPMENT SYSTEM OVERVIEW





USMC Force Development System Overview (Level 0)

USMC FORCE DEVELOPMENT SYSTEM



Additional Information

1. The Current Warfighting Challenges are:
   1. Integrate the Naval Force to Fight at and from the Sea
   2. Conduct Entry Operations
   3. Ensure Interoperability through JIIM Force & Shape the Security Environment
   4. Special Operating Forces Integration, Interoperability & Interdependence
   5. Conduct Information Warfare
   6. Develop Situational Understanding
   7. Empoy 21st Century MAGTF (and Naval) Fires
   8. Conduct Maneuver Warfare
   9. Sustain the Expeditionary Force
   10. Protect the Force
   11. Enhance Training to Mission
   12. Improve Individual Training and Education
2. The CoL looks as far as 30 years in the future with a near horizon of 4 years in the future.
3. The Quarterly Futures Review serves to review and revise Warfighting Challenges and MCRCO initiatives.
4. The FFIP contains Future Operating Environment, Adversary Capabilities, Aspirational Capabilities, Identifies Potential Opportunities, and *Identifies Divestments* for 3 years into the future. It is published every March or April for guidance to the MC CBA cycle.
5. OPFOR and Advocates prioritize and validate in Capability Portfolio Management-Working Groups (CPM-WGs). OPFOR and Advocates participate and vote in the Capability Portfolio Integration Board (CPIB) at the Colonel level. Participation and voting in the Capability Portfolio Review Board (CPRB) is at the BGen level. The CPIB is chaired by the 1-star Director CDD and the CPRB is co-chaired by the ADC CD&I and ADC P&R.
6. The aim point for the MC CBA is 10 years in the future with a near horizon of 3 years in the future.
7. The MCCIP contains Resource Informed, DOTMLPF Solutions, Analytic Scorecards, and *Identifies Divestments*.
8. The MCEIP is Resource Informed, identifies JCIDS Documents, identifies S&T Candidates, identifies Studies Candidates, and *Identifies Divestments*. It is due every March to P&R for Programming input two years in the future.
9. Congress develops the National Defense Authorization Act and DoD Appropriations Act for Presidential approval.
10. JCIDS produces an Initial Capabilities Document, Capability Development Document and Capability Production Document and transitions to the Requirements Transition Process.
11. Execution funding for all Title 10 responsibilities includes Training, Manpower, Materiel, Sustainment, and Facilities.
12. The start point of the TFSP is the Programmed Structure.
13. Project selection criteria for MCRCO are:
    - Emerging & Disruptive Technologies
    - Technology Readiness Level >= 7
    - Prototype & Assessment Period <12 Months
    - MCRCO Capacity
    - *MCPC <= $50 million*
    - Available GOTS/COTS Products
    - Not suitable for Maritime Accelerated Capability Office
    - Not suitable for Rapid Deployment Capability
14. The GOBoD comprises of DC CD&I, CG MCWL, Commander SYSCOM, and Director CDD.

Legend

- USMC Inputs
- JCS Inputs
- CD&I Inputs
- Congress Inputs
- Outputs
- Outcomes
- General Officer Board Decision
- # Additional Information
- *Italics* Aspirational Actions

USMC Force Development System (Level 1)