



DEPARTMENT OF THE NAVY
HEADQUARTERS UNITED STATES MARINE CORPS
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MARINE CORPS ORDER 5230.23

From: Commandant of the Marine Corps
To: Distribution List

Subj: PERFORMANCE MANAGEMENT PLANNING

Ref: (a) MROC Decision Memorandum 25-2013 dtd 18 Apr 2013
(b) SECNAV M-5210.1

Encl: (1) Role of Performance Management and MCSHA in PPBE

1. Situation

a. The Department of Defense (DoD) faces increased budgetary pressures, competition for resources, and fiscal uncertainty. To meet new security challenges in an era of declining resources, the Marine Corps must maximize readiness subject to fiscal constraints. Readiness is gauged here in terms of five distinct but interrelated pillars, established in Congressional testimony, that capture the "strategic health" of the Marine Corps: High Quality People; Current Unit Readiness; Capacity to meet DoD Strategic Requirements; Infrastructure Sustainment; and Equipment Modernization.

b. The Marine Corps Strategic Health Assessment (MCSHA) and Performance Management Framework (PMF) have recently been introduced to help assess the impact of resource allocation decisions on institutional readiness, outlined in enclosure (1). Performance management is the over-arching process by which the Marine Corps will identify and communicate strategic health goals, monitor progress toward meeting its objectives, and improve the underlying information used to support decisions. In February 2013, the Marine Corps Requirements Oversight Council (MROC) directed development of a Performance Management Planning Order to guide further development of MCSHA and PMF, and to align and unify multiple supporting efforts currently underway within the Marine Corps.

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2. Mission. Develop an enterprise-wide performance management process that links resources to institutional readiness via a robust analytic framework. Using that framework, conduct assessment and provide an annual report of Marine Corps strategic health to support future resource allocation decisions.

3. Execution

a. Commander's Intent and Concept of Operations

(1) Commander's Intent. Per reference (a), the Marine Corps will develop and implement an enterprise-wide performance management process. All actions therein shall be governed by this Order, which identifies key organizational roles and responsibilities, clarifies the links between existing performance management efforts, and outlines process milestones and timelines for MCSHA/PMF development.

(2) Concept of Operations. This Order is organized around four major lines of effort.

(a) Identification of Institutional Readiness Goals. Strategic goals are the pinnacle of any performance management process. To build a coherent performance management process, we must start with the ends in mind and then construct an analytic framework that ultimately ties resource inputs to the readiness outcomes we desire. We must clearly define "strategic health" in terms of the five pillars of institutional readiness, identifying specific goals for each pillar.

(b) Development of Strategic Performance Indicators. The purpose of performance management is not to identify goals, but to accomplish them. We must, therefore, develop a range of high-level performance indicators that can measure progress toward meeting our strategic goals, then cascade them down to specific operational activities, where appropriate. Individual pillar leads shall be assigned with primary responsibility for developing performance indicators. To be useful, performance indicators must be understandable, meaningful, and measurable.

(c) Improvement of Foundational Data & Business Processes. Performance management is data intensive and highly dependent on predictable, well-functioning business processes. To link resources to institutional readiness, we must improve resource visibility throughout the entire Planning, Programming, Budgeting & Execution (PPBE) system. We must also identify and expand the activities found in our operational architecture that

help connect resources to readiness in the context of our strategic goals. Finally, we must re-design existing business processes where appropriate to support high-quality information flows consistently through various authoritative data systems.

(d) Governance. Although performance management is the responsibility of every Marine, the Commandant of the Marine Corps (CMC) will dictate the pace and direction of our efforts. The MROC shall provide executive oversight of all performance management activities. The Director, Program Analysis & Evaluation (PA&E), will support the MROC Secretariat in coordinating all MROC activities relating to performance management.

b. Roles and Responsibilities

(1) Strategic Initiatives Group (SIG)

(a) Institutional Readiness Goal Identification. Assist the Deputy Commandant for Plans, Policies and Operations (DC PP&O), the other Deputy Commandants; the Director, Command, Control, Communications and Computers Department (Dir C4); Director, Intelligence Department (DirInt), and the Commanders, Marine Corps Forces (MARFORs), with the identification of institutional readiness goals based on the Marine Corps Strategic Campaign Plan (MCSCP).

(b) Performance Indicator Development. Assist individual pillar leads with the development of strategic performance indicators. Ensure performance indicators track directly to strategic goals and adequately span the range of activities that contribute to institutional health.

(c) Governance

1. Propose to the CMC and Assistant Commandant of the Marine Corps improvements to performance management, institutional readiness goals and MCSHA/PMF.

2. Maintain connectivity with key internal and external entities to enable the exchange of information and promotion of performance management concepts throughout the Marine Corps.

(2) Deputy Commandant for Plans, Policies and Operations
(DC PP&O)

(a) Institutional Readiness Goal Identification

1. Lead efforts to define and develop institutional readiness goals. In coordination with the other Deputy Commandants, Dir C4, DirInt, and the MARFORs, identify institutional readiness goals to be incorporated into the MCSCP. Identify specific goals for each pillar of readiness that, when taken together, constitute the "strategic health" of the Marine Corps. Submit or re-validate institutional readiness goals to the MROC for approval no later than 15 November annually.

2. Review institutional readiness goals annually and revise as necessary based on future CMC guidance and changes in the external environment. To the degree possible, maintain consistency among the goals to support the establishment of long-term resource-to-readiness connections.

3. Incorporate institutional readiness goals into future updates of the MCSCP. In coordination with the Deputy Commandant for Combat Development & Integration (DC CD&I), associate institutional readiness goals with CMC priorities, core competencies, and Joint Capability Areas.

4. Expand the MCSCP assessments section to include progress toward achieving institutional readiness goals as determined by the MCSHA. Incorporate assessment results into the annual Comprehensive Joint Assessment, where appropriate.

(b) Performance Indicator Development. In coordination with the other Deputy Commandants; Dir C4; DirInt, and the MARFORs, lead the development of performance indicators for the "Current Unit Readiness" and "Capacity to Meet DoD Strategic Requirements" pillars. Provide initial performance indicators to PA&E for presentation to the MROC Review Board in preparation for MROC approval no later than 1 October annually.

(c) Foundational Data & Business Process Improvement

1. Ensure all performance data are managed in accordance with the data governance policies and procedures established by C4, including readiness data from Defense Readiness Reporting System - Marine Corps.

2. Coordinate with the Deputy Commandant for Programs and Resources (DC P&R) to align the performance management activities of forums conducting related work such as the Institutional Readiness Working Group (IRWG), the Marine Air Ground Task Force (MAGTF) Integration Operational Planning Team (OPT), and Reconstitution OPT to minimize duplication of data demands required in support of those teams.

3. Develop a plan to achieve/sustain performance targets and initiate process improvement efforts.

(3) Deputy Commandant for Combat Development and Integration (DC CD&I)

(a) Institutional Readiness Goal Identification. Assist the SIG, the other Deputy Commandants, Dir C4, DirInt and the MARFORs with the identification of institutional readiness goals based on the MCSCP.

(b) Performance Indicator Development. In coordination with the other Deputy Commandants, Dir C4, DirInt and the MARFORs lead the development of performance indicators for the "Equipment Modernization" pillar. Submit initial performance indicators to the MROC for approval no later than 1 October annually.

(c) Foundational Data & Business Process Improvement

1. Expand the operational activity list to include supporting establishment activities. Link each activity to specific Mission Essential Tasks, Marine Corps Capabilities, and Marine Corps Program Codes.

2. Incorporate the MCSHA/PMF into the Marine Corps Force Development System or its successor process. Identify key process connections and information exchange requirements.

3. Ensure all performance, Total Force Structure, acquisition and program data are managed in accordance with the data governance policies and procedures established by Dir, C4. This includes all systems, program and acquisition data.

4. Develop a plan to achieve/sustain performance targets and initiate process improvement efforts.

(4) Deputy Commandant for Programs and Resources (DC P&R)

(a) Institutional Readiness Goal Identification.

Conduct an annual assessment of Marine Corps strategic health based on the five pillars of institutional readiness. Submit the assessment report to the MROC for approval no later than January 15th annually.

(b) Performance Indicator Development

1. Assist individual pillar leads with the development of strategic performance indicators. Ensure performance indicators track directly to strategic goals and adequately span the range of activities that contribute to institutional health within and across the five pillars.

2. Coordinate with the DC PP&O to align the performance management activities across the Marine Corps to minimize duplication of data demands required in support of those teams. Examples include the MAGTF OPT, Reconstitution OPT, and the IRWG.

(c) Foundational Data & Business Process Improvement

1. Monitor foundational data and business process improvement efforts associated with performance management. Recommend adjustments needed to better support performance management objectives.

2. Incorporate the MCSHA/PMF into the programming and budgeting processes. Identify key process connections and information exchange requirements.

3. Ensure visibility and traceability of funds through the entire PPBE and accounting systems for all Marine Corps organizational units and programs, to include those for information technology, starting in Fiscal Year 2014.

4. Ensure all programming and budgeting data are managed in accordance with the data governance policies and procedures established by Dir C4.

5. Develop a plan to achieve/sustain performance targets and initiate process improvement effort. As

requested, support the implementation of performance management throughout the Marine Corps via Continuous Process Improvement initiatives.

6. Include any resulting cost savings, cost avoidance, and productivity improvements in the annual MCSHA report.

7. Include budget variance analyses in the annual MCSHA report which compare Program Objective Memorandum (POM) resource and performance requirements with actual resource execution and performance achievement results.

(d) Governance

1. Have PA&E serve as the MROC Secretary for all performance management matters.

2. Develop and monitor performance management implementation timelines, identify issues requiring resolution, and propose improvements to assessment and data governance policies and procedures.

3. Organize a quarterly coordination event of key stakeholders to synchronize activities within each major line of effort.

4. Develop annual implementation guidance to assist pillar leads in providing the support necessary to advance the development of the PMF and complete the annual MCSHA while minimizing disruption of organizational operational tempos.

(5) Deputy Commandant for Manpower and Reserve Affairs (DC M&RA)

(a) Institutional Readiness Goal Identification. Assist the SIG, other Deputy Commandants; Dir, C4; DirInt and the MARFORs with the identification of institutional readiness goals based on the MCSCP.

(b) Performance Indicator Development. In coordination with the other Deputy Commandants, Marine Corps Recruiting Command, Dir C4, DirInt and the MARFORs, lead the development of performance indicators for the "High Quality People" pillar. Provide initial performance indicators to PA&E for presentation to MRB in preparation for MROC approval no later than 1 October 2014.

(c) Foundational Data & Business Process Improvement

1. Ensure all manpower data is managed in accordance with the data governance policies and procedures established by Dir C4.

2. Develop a plan to achieve/sustain performance targets and initiate process improvement efforts.

(6) Deputy Commandant for Aviation (DC AVN)

(a) Institutional Readiness Goal Identification. Assist the SIG, other Deputy Commandants, Dir C4, DirInt and the MARFORs with the identification of institutional readiness goals based on the MCSCP. Incorporate institutional readiness goals into annual updates of the Marine Corps Aviation Plan.

(b) Performance Indicator Development. In coordination with the assigned pillar leads, identify aviation-related performance indicators for each of the five pillars of institutional readiness.

(c) Foundational Data & Business Process Improvement

1. Ensure all aviation-related data are managed in accordance with the data governance policies and procedures established by Dir C4.

2. Develop a plan to achieve/sustain performance targets and initiate process improvement efforts.

(7) Deputy Commandant for Installations and Logistics (DC I&L)

(a) Institutional Readiness Goal Identification. Assist the SIG, other Deputy Commandants, Dir C4, DirInt and the MARFORs with the identification of institutional readiness goals based on the MCSCP.

(b) Performance Indicator Development. In coordination with the other Deputy Commandants, Dir C4, DirInt, the MARFORs and CMC Safety Division, lead the development of performance indicators for the "Infrastructure Sustainment" pillar. Provide initial performance indicators to PA&E for presentation to MRB in preparation for MROC approval no later than 1 October 2014.

(c) Foundational Data & Business Process Improvement

1. Identify Common Output Levels of Support (COLS) that can be used to assess infrastructure requirements and readiness levels across Marine Corps installations. Incorporate COLS-based assessments into POM-16 and MCSHA/PMF starting in 2014.

2. Ensure all acquisition support, infrastructure and sustainment data are managed in accordance with the data governance policies and procedures established by Dir C4.

3. Develop a plan to achieve/sustain performance targets and initiate process improvement efforts.

(8) Commanders, Marine Corps Forces (MARFORs)

(a) Performance Indicator Development. In coordination with the assigned pillar leads, identify readiness-related performance indicators for each of the five pillars of institutional readiness.

(b) Foundational Data & Business Process Improvement

1. Ensure all readiness-related data are managed in accordance with the data governance policies and procedures established by Dir C4.

2. Develop a plan to achieve/sustain performance targets and initiate process improvement efforts.

(9) Director, C4/Chief Information Officer of the Marine Corps

(a) Institutional Readiness Goal Identification. Assist the SIG, Deputy Commandants, DirInt and the MARFORs with the identification of institutional readiness goals based on the MCSCP. Incorporate institutional readiness goals into the Marine Corps Information Enterprise Strategy Development and Lifecycle Management Process.

(b) Foundational Data & Business Process Improvement

1. By 31 March 2015, establish enterprise-wide data governance policies and procedures to support performance

management, and incorporate them into all applicable training and standard operating procedures.

2. Support Director, PA&E's data and business process improvement efforts associated with performance management, as required.

3. Develop a plan to achieve/sustain performance targets and initiate process improvement efforts.

c. Methodology. An enterprise-wide performance management process cannot be developed or implemented by a single entity; rather, it demands the unified effort of multiple stakeholders. Based upon strategic goals approved by the MROC, selected pillar leads will consult with experts throughout the Marine Corps to develop a range of performance indicators for each of the five pillars of institutional readiness. Foundational data and key business processes will be improved where necessary to facilitate the timely and accurate flow of information. The coordinated activities of multiple stakeholders will produce an integrated PMF, which will then be used to conduct an assessment and produce an annual report of Marine Corps strategic health. MCSHA findings will be used as a primary resource in subsequent capabilities development, acquisition, and resource allocation decisions.

d. Coordinating Instructions

(1) Performance management is a collaborative process, led by the MROC and requiring the full participation of many Headquarters Marine Corps, Operating Force, and Supporting Establishment elements. All Deputy Commandants, commanders, and directors or their representatives will participate in a quarterly event organized by DC P&R (PA&E), to synchronize activities within each major line of effort. The first synchronization event will be held no later than 15 August 2014.

(2) Summary of Key Dates Supporting MCSHA and PMF Development

(a) Annually, not later than (NLT) 15 November: MCSHA Institutional Readiness Goals or revalidation to MROC for approval.

(b) Annually, NLT 15 December: MCSHA Strategic Health Goals provided to PA&E via SIG.

(c) Quarterly, on or about 15 August, 15 November, 15 February, and 15 May: Conduct performance management synchronization events.

(d) Annually, NLT 1 October: Review Strategic Performance Indicators and present changes to MROC for approval.

(e) Annually, NLT 15 January: MCSHA report to MROC for approval.

(f) Annually, NLT 31 March: Publish Enterprise-wide data governance policies and procedures to support performance management.

4. Administration and Logistics. Records created as a result of this Order shall be managed according to National Archives and Records Administration approved dispositions per reference (b) to ensure proper maintenance, use, accessibility and preservation, regardless of format or medium.

5. Command and Signal

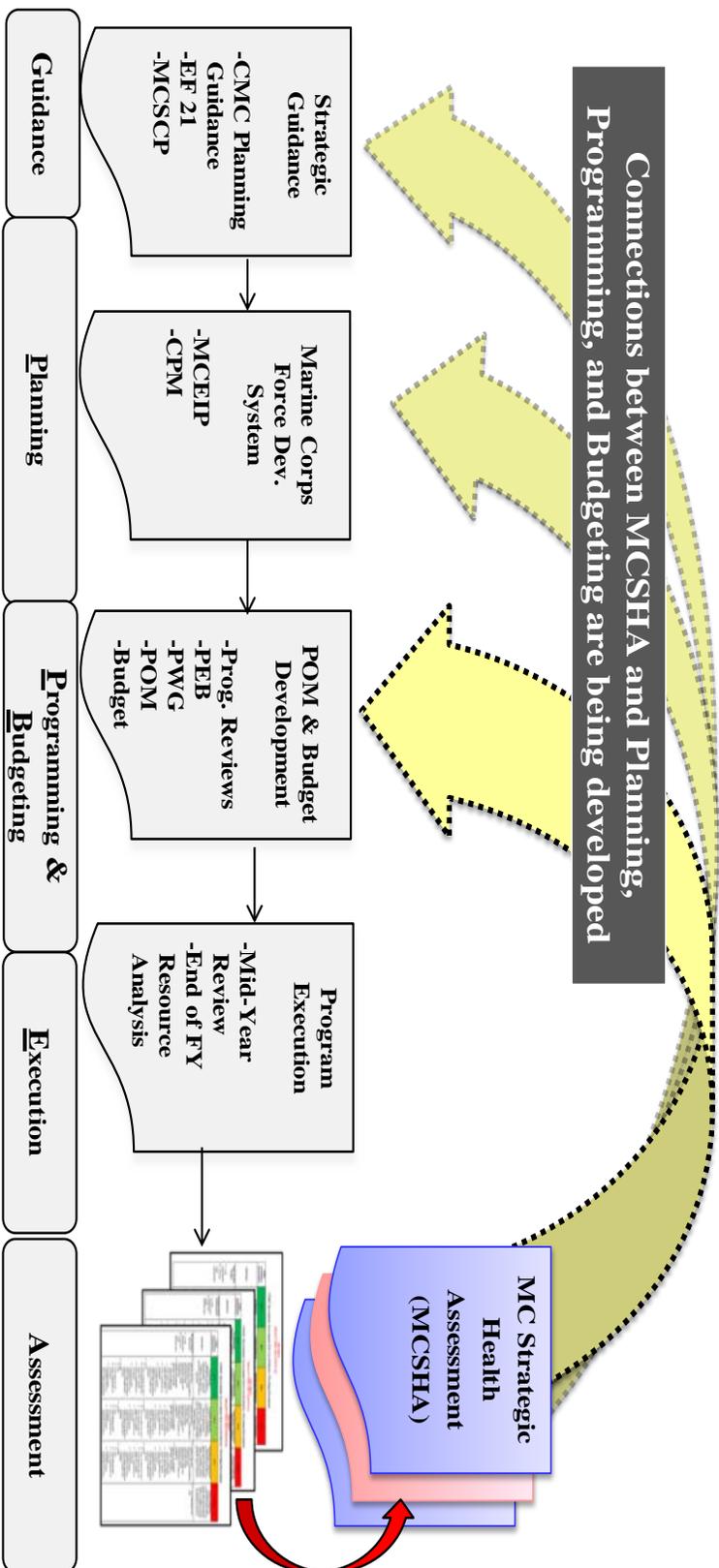
a. Command. This Order is applicable to the Marine Corps Total Force.

b. Signal. This Order is effective the date signed.


J. M. PAXTON, JR.
Assistant Commandant
of the Marine Corps

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Role of Performance Management and MCSHA in PPBE (Feedback to Support Integration)



CAPABILITIES

RESOURCES

PERFORMANCE

Acronyms: CMC – Commandant of the Marine Corps; CPM – Capabilities Portfolio Management; EF 21 – Expeditionary Force 21; FY – Fiscal Year; MCSHA – Marine Corps Strategic Health Assessment; MCSCP – Marine Corps Service Campaign Plan; MCEIP – Marine Corps Enterprise Integration Plan; PEB – Program Evaluation Board; POM – Program Objective Memorandum; PWG – POM Working Group