



DEPARTMENT OF THE NAVY
HEADQUARTERS UNITED STATES MARINE CORPS
3000 MARINE CORPS PENTAGON
WASHINGTON D.C. 20350-3000

MCO 3900.20
C 111
27 SEP 2016

MARINE CORPS ORDER 3900.20

From: Commandant of the Marine Corps
To: Distribution List

Subj: MARINE CORPS CAPABILITIES BASED ASSESSMENT

Ref: (a) MCO 5311.6
(b) MCO P3121.1
(c) CJCSI 3170.01I
(d) SECNAVINST 5000.2E
(e) DoD Directive 8260.05, "Support for Strategic Analysis (SSA)," July 7, 2011
(f) MCO 3900.17
(g) MCO 5230.20
(h) SECNAV M-5210.1
(i) MCO 5311.1D
(j) SECNAVINST 5211.5E
(k) JP 3-0, "Joint Operations," August 11, 2011
(l) CJCSI 3500.02B
(m) MCO 3500.26A

Encl: (1) Marine Corps Capabilities Based Assessment Procedural Guidance
(2) Deliberate Universal Needs Statement (DUNS) Processing

1. Situation

a. This Order defines terms, describes procedures, and assigns responsibilities for the execution of the Marine Corps Capabilities Based Assessment (MC CBA) process. The MC CBA is a deliberate and integrated enterprise process through which the Marine Corps Total Force conducts capabilities analysis, gap analysis, solutions analysis, and risk analysis for the Operating Forces (OPFOR), Supporting Establishment (SE), and Headquarters Marine Corps (HQMC) consistent with references (a) through (i). The MC CBA is conducted annually and supports the Deputy Commandant for Combat Development and Integration's (DC CD&I) responsibilities within the 'Planning' phase of the Marine Corps' Planning, Programming, Budgeting, and Execution (PPBE) process, which is governed by reference (b). The MC CBA also supports analytical requirements used in Joint Capabilities Integration and Development System (JCIDS) and the Defense Acquisition System outlined in references (c) and (d). Analysis from the MC CBA is consolidated and summarized in the annual Marine Corps Enterprise Integration Plan (MCEIP). The MCEIP is a capabilities based and resource informed plan generated annually to inform and guide resourcing and solution development processes. The MCEIP will provide the results of analysis conducted during the planning phase of PPBE, and will describe implementation actions to achieve the Service's objectives.

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b. Reference (a) assigns the DC CD&I as the Marine Corps integrator with the authority and responsibility to conduct capabilities-based force development. The MC CBA is executed in support of this responsibility. Reference (b) publishes information, policy and procedures for Marine Corps participation in the Department of Defense's (DoD) Planning, Programming, Budgeting, and Execution process. Reference (c) establishes the JCIDS as the process used by the Joint Requirements Oversight Council to fulfill its advisory responsibilities to the Chairman of the Joint Chiefs of Staff in identifying, assessing, validating, and prioritizing joint military capability requirements. Reference (d) issues procedures for implementation of JCIDS guidance within the Department of the Navy (DON). Reference (e) establishes policy and assigns responsibility to provide Support for Strategic Analysis (SSA) activities within the DoD. Reference (f) defines the Marine Corps Urgent Needs Process and refines guidance for the submission and processing of an Urgent Universal Need Statement (U-UNS). Reference (g) establishes roles, responsibilities, relationships, and architecture policy necessary to ensure that architectural design documentation and data is authoritative, standardized, and reusable across the enterprise. Reference (h) implements the DON Records Management Program which establishes the policies and procedures for life cycle management (creation, maintenance, use, and disposition) of DON records. Reference (i) provides policy and procedural guidance on the Total Force Structure process.

2. Cancellation. MCO 3900.15B.

3. Mission. In coordination with the Advocates, Proponents, and Marine Corps Force (MARFOR) commanders, DC CD&I leads the annual MC CBA to produce a MCEIP that drives future capability development and provides capability risk recommendations for programming that are aligned to the Commandant's strategic goals and objectives for the Marine Corps across the 10-year future.

4. Execution

a. Commander's Intent and Concept of Operations

(1) Commander's Intent. The MC CBA will annually identify and refine Marine Corps and associated naval capabilities, capability gaps and overlaps/redundancies, solutions, and risks within the Future Years Defense Program (FYDP) pertaining to the Program Objective Memorandum (POM) year of analysis. Results of MC CBA analysis will translate Service guidance and the Marine Corps' 10-year objectives into capability development actions and priorities.

(2) Concept of Operations. The MC CBA is the deliberate and cyclic process that supports Marine Corps future capability development and its execution of the PPBE process. Representing the 'Planning' phase of PPBE, the MC CBA is led by DC CD&I and supported by the Advocates, Proponents, and MARFOR commanders to ensure an enterprise approach to capability development that represents all elements of the Marine Air-Ground Task Force (MAGTF) as well as the SE and HQMC. The Figure 0-1 below depicts the circular PPBE process and its key interfaces and transitions.

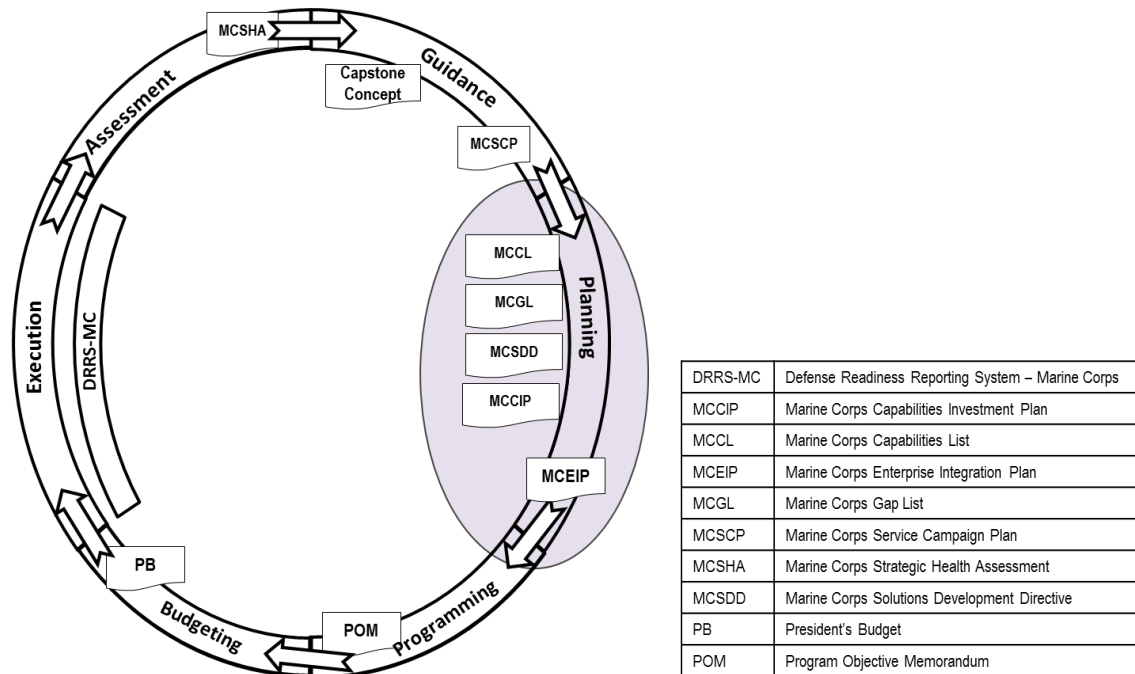


Figure 0-1--PPBE Process.

The MC CBA consists of five mutually supportive phases executed in sequence. Figure 0-2 below shows the five phases of the MC CBA: Strategic Planning, Capabilities Analysis, Gap Analysis, Solutions Analysis, and Risk Analysis, along with the final outputs of each phase. Each of the final MC CBA products are summarized and consolidated into the annual MCEIP.

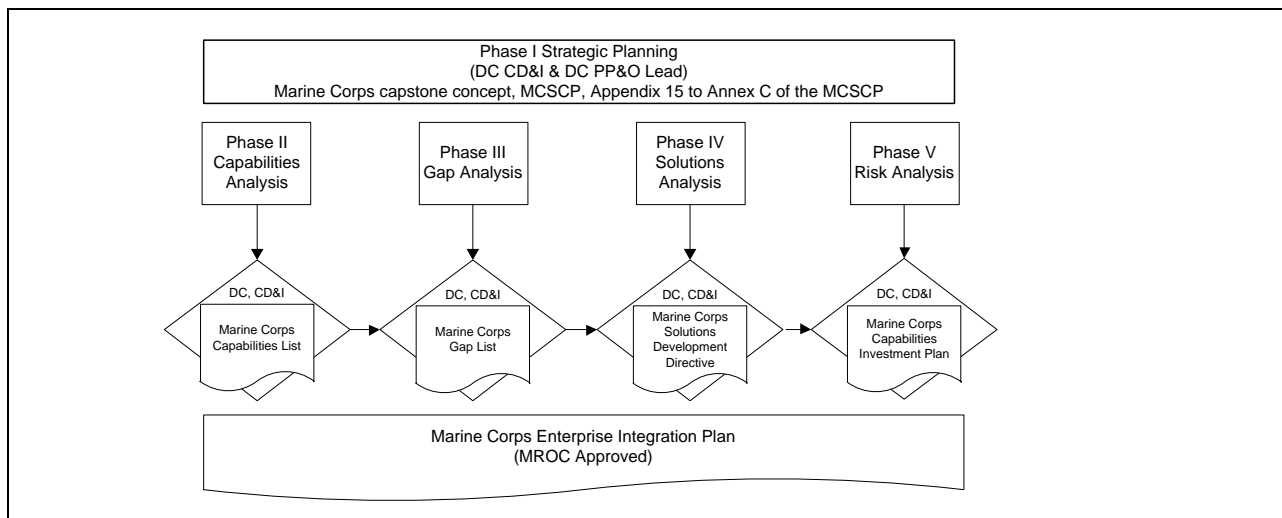


Figure 0-2--Marine Corps Capabilities Based Assessment Phases.

(a) Phase I. Phase I (Strategic Planning) marks the transition of guidance documents to the executors of the MC CBA process. Existing guidance and direction, operational requirements, and innovative ideas are transferred into the MC CBA process so that Marine Corps capability developers can ensure their actions adhere to the strategic objectives for

the Marine Corps. Inputs to Phase I include: national strategy documents; departmental guidance; the Combatant Commands' operational requirements; joint guidance (Capstone Concept for Joint Operations and other applicable joint concepts) and associated joint capability development efforts; naval guidance and concepts¹, the Marine Corps capstone concept², Marine Corps Service concepts; and the Commandant of the Marine Corps' Planning Guidance (CPG). The outcomes of Phase I include:

1. Annual Update. Annual update to Appendix 15 to Annex C of the Marine Corps Service Campaign Plan (MCSCP). In accordance with the CPG and the Marine Corps Capstone Concept, Appendix 15 outlines the Commandant's operational and institutional priorities and provides guidance accordingly on where the Service will accept operational and institutional risk. Appendix 15 sets OPFOR and readiness priorities to produce the near term actions (tasks) required to support operational and enterprise commitments. Appendix 15 also disseminates institutional guidance that will inform where the Marine Corps will/will not accept risk in infrastructure (to include Information Technology), training, Science and Technology (S&T) activities, experimentation, acquisition and manning. Appendix 15 provides guidance to the MC CBA process and development of the MCEIP to ensure alignment with the Service's mid- and long-term objectives.

2. MC CBA Wargame. The purpose of the MC CBA Wargame is to identify and develop capability requirements by examining operational challenges and future threats. To this end, the MC CBA Wargame provides a venue where DC CD&I's Capability Portfolio Managers (CPMs) lead Capability Portfolio Management Working Groups (CPM WGs) to identify and develop capability requirements. The MC CBA Wargame will be conducted biennially based upon the directed SSA scenario or combinations of scenarios as codified in reference (e) and published in the MCSCP. Scenarios used in the MC CBA Wargame will be designed to occur within a future time period (nominally six to ten years), to enable the MCEIP to guide current programming activities to achieve future Service capability requirements. A MAGTF Concept of Operations (CONOPS) is developed to execute the Marine Corps mission provided within the designated SSA scenario(s). Enterprise Concepts of Support, as extensions of the MAGTF CONOPS, are coordinated to identify Marine Corps enterprise contributions to the MAGTF CONOPS. The concept of execution and supporting details for the MC CBA Wargame will be released through separate correspondence prior to the event.

(b) Phase II. Phase II (Capabilities Analysis) involves identifying, defining, characterizing, and prioritizing Marine Corps Capability Areas (MCCAs). Aligned to the Joint Capability Areas (JCAs), MCCAs provide a Service-focused description of each capability area and represent the consolidated summaries of their constituent capability requirements. Complete capability requirements consist of an identified capability (specific course of action), the tasks that must be performed, the conditions under which tasks must be conducted, the standards that must be achieved, and the performers who execute the tasks. The outcome of Phase II is a prioritized Marine Corps Capabilities List (MCCL) approved by DC CD&I. Phase II is executed along one of two courses:

1. MC CBA Assessment Year (Wargame). During an Assessment Year, DC CD&I identifies Marine Corps capability requirements based on the

¹ Example: *A Cooperative Strategy for 21st Century Seapower*

² At the time of publication of this MCO, *Expeditionary Force 21* serves as the Marine Corps capstone concept.

operational context of the SSA scenario(s) identified during Phase I. The MC CBA Wargame results are used to develop capability requirements specific to the MAGTF CONOPS and the associated enterprise Concepts of Support examined during the MC CBA Wargame.

2. MC CBA Review Year (No Wargame). During a Review Year, DC CD&I updates and refines Marine Corps capability requirements based on updated Service strategic guidance, such as the annual update of Appendix 15 to Annex C of the MCSCP, and other changes to guidance, such as a new CPG. All updates to capability requirements and MCCAs must be consistent with the corresponding MAGTF CONOPS and associated enterprise Concepts of Support. This ensures that all capability requirements for any given MC CBA are developed under a common operational context.

(c) Phase III. Phase III (Gap Analysis) identifies gaps and overlaps/redundancies by examining capability requirements from Capabilities Analysis (Phase II) and evaluating the ability of the current and programmed Marine Corps force to perform these requirements. Capability gaps are identified by the inability to achieve a task to standard under the given set of conditions. Overlaps and redundancies, which may be operationally advisable, are identified when task performance exceeds the required standard, or when multiple means exist to achieve the task to standard under the given set of conditions. Gap Analysis also includes an assessment of Universal Need Statement(s). The outcome of Phase III is a prioritized Marine Corps Gap List (MCGL) approved by DC CD&I.

(d) Phase IV. Phase IV (Solutions Analysis) examines prioritized capability gaps identified in Phase III across Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel, Facilities and Policy (DOTMLPF-P) areas. Solutions Analysis identifies strategies and supporting tasks designed to eliminate or mitigate gaps, and includes recommendations for the creation of programming initiatives where resources are not currently sufficient to achieve gap solution strategies. Solutions Analysis also includes examination of S&T and experimentation initiatives that can help eliminate or mitigate identified capability gaps. DC CD&I will document the solution strategies with their supporting actions and track progress towards gap mitigation/elimination. Furthermore, the overlaps and redundancies identified in Phase III will be assessed to determine if they provide operational value or should be considered for reduction in order to redirect resources elsewhere. The outcome of Phase IV is a DC CD&I approved Marine Corps Solutions Development Directive (MCSDD).

(e) Phase V. Phase V (Risk Analysis) develops a POM-year capability risk assessment, the results of which are documented in the Marine Corps Capabilities Investment Plan (MCCIP). The MCCIP provides recommendations to Marine Corps programmers on where to reduce and accept risk to achieve required future capabilities. The Deputy Commandant for Programs and Resources (DC P&R) provides fiscal constraints to ensure the MCCIP is feasible within the anticipated Marine Corps Total Obligation Authority (TOA). The outcome of Phase V is a DC CD&I approved MCCIP. As the plan for programming in the designated POM-year, the MCCIP will be updated during the MC CBA cycle as required to account for changes in guidance and/or the fiscal environment.

(f) The MCEIP is the culminating document of the MC CBA process and includes the entirety of the analysis. The end products of each phase of the MC CBA process are included. DC CD&I annually submits the MCEIP to the

Marine Requirements Oversight Council (MROC) for approval, and then to the Assistant Commandant of the Marine Corps (ACMC) for signature. The approved MCEIP provides guidance for future capability development activities, and is the transitional document from Planning to Programming.

b. Tasks

(1) DC CD&I. Organize and execute the annual MC CBA to develop the MCEIP. DC CD&I shall:

(a) Produce an annual execution plan to conduct the MC CBA, providing specific focus and phase details for the particular POM-year of analysis.

(b) Lead Phase I (Strategic Planning), in coordination with the Deputy Commandant for Plans, Policies, and Operations (DC PP&O), to:

1. Provide the Marine Corps capstone concept in support of the MC CBA process and identify any current and/or future updates which will influence the MC CBA process.

2. Develop the MAGTF CONOPS and the associated enterprise Concepts of Support based on an approved SSA scenario or combinations of scenarios.

3. Organize, conduct, and capture results of the MC CBA Wargame.

(c) Lead Phase II (Capabilities Analysis) to:

1. Identify, update, and refine the capability requirements (tasks, conditions, standards, and performers) required to address the focus areas in the Marine Corps capstone concept and accomplish the mission in the MAGTF CONOPS and associated enterprise Concepts of Support.

2. Aggregate and summarize capability requirements into MCCAs.

3. Produce and approve the MCCL.

(d) Lead Phase III (Gap Analysis) to:

1. Identify gaps and overlaps/redundancies in the ability of the current and programmed Marine Corps force to perform the capability requirements identified during Phase II.

2. Produce and approve the MCGL.

(e) Lead Phase IV (Solutions Analysis) to:

1. Identify through DOTMLPF-P assessments the solution strategies and supporting actions that will eliminate or mitigate the capability gaps identified during Phase III.

2. Produce and approve the MCSDD.

3. Track the completion status of solution strategies and actions in order to maintain progress towards gap mitigation/elimination.

(f) Lead Phase V (Risk Analysis) to:

1. Translate Service strategic guidance and capability area assessments into risk recommendations for use by Marine Corps programmers during annual POM development.

2. Coordinate with DC P&R for Integrated Program Assessment (IPA) support to infuse fiscal constraints and optimization into MCCIP recommendations.

3. Produce and approve the MCCIP.

4. Coordinate updates to the MCCIP based on changes in Service strategic and fiscal guidance.

(g) Produce the MCEIP and submit it to the MROC for approval.

(h) As a Marine Corps advocate:

1. Participate in the MC CBA and provide organizational results to the appropriate CPM for incorporation into the MCEIP.

2. Ensure that all operations, policy and planning decisions for the organizational and functional areas assigned under advocacy in accordance with reference (a) are fully integrated into the MC CBA process.

(2) Commanders, Marine Corps Forces. Participate in the MC CBA by providing input to each Phase through coordination and integration of OPFOR requirements and planning decisions.

(3) DC P&R

(a) Provide fiscal analyses and support to DC CD&I during all phases of the MC CBA.

(b) Provide DC CD&I with support for MCCIP development to include an IPA that provides fiscal context to ensure that the MCCIP is developed within the anticipated Marine Corps TOA within the current POM cycle.

(c) Provide a POM year after-action report that identifies lessons learned in the transition from the Planning to Programming phases of the PPBE process.

(d) Provide support for updating the MCCIP as required based on significant changes in planning and/or fiscal guidance or as directed by senior leadership.

(4) DC for Manpower and Reserve Affairs (M&RA). As a Marine Corps advocate:

(a) Participate in the MC CBA and provide organizational results to the appropriate CPM for incorporation into the MCEIP.

(b) Ensure that all operations, policy and planning decisions for the organizational and functional areas assigned under advocacy in accordance with reference (a) are fully integrated into the MC CBA process.

(5) DC for Installations and Logistics (I&L). As a Marine Corps advocate:

(a) Participate in the MC CBA and provide organizational results to the appropriate CPM for incorporation into the MCEIP.

(b) Ensure that all operations, policy and planning decisions for the organizational and functional areas assigned under advocacy in accordance with reference (a) are fully integrated into the MC CBA process.

(6) DC for Aviation. As a Marine Corps advocate:

(a) Participate in the MC CBA and provide organizational results to the appropriate CPM for incorporation into the MCEIP.

(b) Ensure Aviation Combat Element (ACE) operations, policy, and planning decisions are fully integrated into the MC CBA.

(7) DC PP&O

(a) Provide the MCSCP to DC CD&I and identify any current and/or future updates which will influence the MC CBA process during the year of analysis.

(b) Provide an annual update to Appendix 15 to Annex C of the MCSCP.

(c) As a Marine Corps advocate:

1. Participate in the MC CBA and provide organizational results to the appropriate CPM for incorporation into the MCEIP.

2. Ensure that all operations, policy and planning decisions for the organizational and functional areas assigned under advocacy in accordance with reference (a) are fully integrated into the MC CBA process.

(8) Marine Corps Proponents

(a) Assist respective advocate participation in the MC CBA process by providing the Marine Corps position for their assigned functional areas as identified in reference (a). Proponents that do not have an assigned advocate will make recommendations to the advocate that is most appropriate for the specific matter.

(b) Ensure Proponent operations, policy, and planning decisions are fully integrated into the MC CBA through the respective advocate in accordance with reference (a).

(c) Participate in all CPM WGs for the capability areas impacting the proponenty area of interest.

(9) Counsel to CMC. Participate in the CBA by providing legal input throughout each phase of the process and conduct final review of the draft MCEIP prior to ACMC approval.

c. Coordinating Instructions

(1) Marine Corps advocates and proponents represent their assigned functional areas of responsibility outlined in reference (a).

(2) MARFORs, advocates, and proponents participate in all phases of the MC CBA by:

(a) Providing input to aid in defining and prioritizing capability requirements.

(b) Characterizing and prioritizing capability gaps and overlaps/redundancies.

(c) Determining appropriate solution strategies to address capability gaps.

(d) Providing input for capability risk recommendations.

(3) MARFORs, advocates, and proponents will identify associated naval capabilities that are necessary for the Marine Corps to conduct its roles and missions. This includes:

(a) Providing input to aid in defining and prioritizing naval capability requirements.

(b) Characterizing and prioritizing naval capability gaps and overlaps/redundancies.

(c) Determining naval solution strategies to address capability gaps.

(d) Providing input for risk recommendations for those associated naval capabilities.

(4) DC CD&I assigns CPMs to integrate capabilities across the Marine Corps enterprise. CPMs lead their respective CPM WGs, organized by MCCA Tier I capability area and composed of subject matter experts from adjacent CPMs, the MARFORs, advocates, and proponents, to develop MC CBA analytical products.

(5) Universal Needs Statements (UNS), where deemed deliberate and not urgent (as governed by reference (f)), will be adjudicated by the CPMs for incorporation into their capability areas as appropriate in concert with the annual MC CBA. Enclosure (2) provides additional guidance with respect to the influence of UNS on the MC CBA process.

(6) The MC CBA will use the Capability Portfolio Integration Board (CPIB) as the O-6 level forum that reviews and prioritizes MC CBA products (MCCL, MCGL, MCSDD, and MCCIP). The Capability Portfolio Review Board (CPRB) serves as the 1-Star review board that validates MC CBA products. MC CBA products are approved by DC CD&I, and summarized and consolidated in the MCEIP. The MCEIP is approved by the MROC and signed by the ACMC.

(7) For ease of tracking and reference, all MC CBA products are developed using the MCCA Taxonomy. Changes to MCCAs can occur due to updates in joint and Service capability definitions and/or descriptions.

5. Administration and Logistics

a. Administration. MC CBA processes will be executed in accordance with the directives and policies provided in references (a) through (i). When changes to those processes necessitate changes to MC CBA, DC CD&I will recommend appropriate changes to this Order and provide updated and detailed information via Marine Corps bulletins and messages as required. Recommendations for changes to this Order shall be submitted to DC CD&I via the appropriate chain of command. Records created as a result of this Order shall be managed according to the National Archives and Records Administration's approved dispositions per reference (h) to ensure proper maintenance, use, accessibility, and preservation regardless of format or medium.

b. Logistics. Participation in MC CBA activities will comply with applicable DoD and Service directives related to hosting/attending conferences.

c. The generation, collection, or distribution of Personally Identifiable Information, and management of privacy sensitive information shall be in accordance with the Privacy Act of 1974, as amended, per reference (j). Any unauthorized review, use, disclosure, or distribution is prohibited.

6. Command and Signal

a. Command

(1) This Order is applicable to the Marine Corps Total Force.

(2) DC CD&I leads the execution of the MC CBA and is responsible for ensuring that all decisions resultant from the MC CBA are made available to all supporting commands and organizations.

b. Signal. This Order is effective date signed.



J. B. LASTER.
Lieutenant General, U.S. Marine
Corps
Director, Marine Corps Staff

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RECORD OF CHANGES

Log completed change action as indicated.

Change Number	Date of Change	Date Entered	Signature of Person Incorporated Change

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Chapter 1

PHASE I: STRATEGIC PLANNING

1. Purpose

a. The purpose of Phase I, Strategic Planning, is to transition the guidance necessary to execute the annual MC CBA. Activities include:

(1) Delivery of the Marine Corps capstone concept, as well as other relevant operating and supporting concepts, to the executors of the MC CBA.

(2) Delivery of the MCSCP base plan, and the annual update of Appendix 15 to Annex C of the MCSCP, to the executors of the MC CBA.

(3) Conduct of the MC CBA Wargame during Assessment Years (biennially).

b. Phase I is a three-step effort:

(1) Step 1: Provide the Marine Corps capstone concept and other relevant operating and supporting concepts.

(2) Step 2: Provide the MCSCP Base Plan and update Appendix 15 to Annex C of the MCSCP.

(3) Step 3: Conduct the MC CBA Wargame.

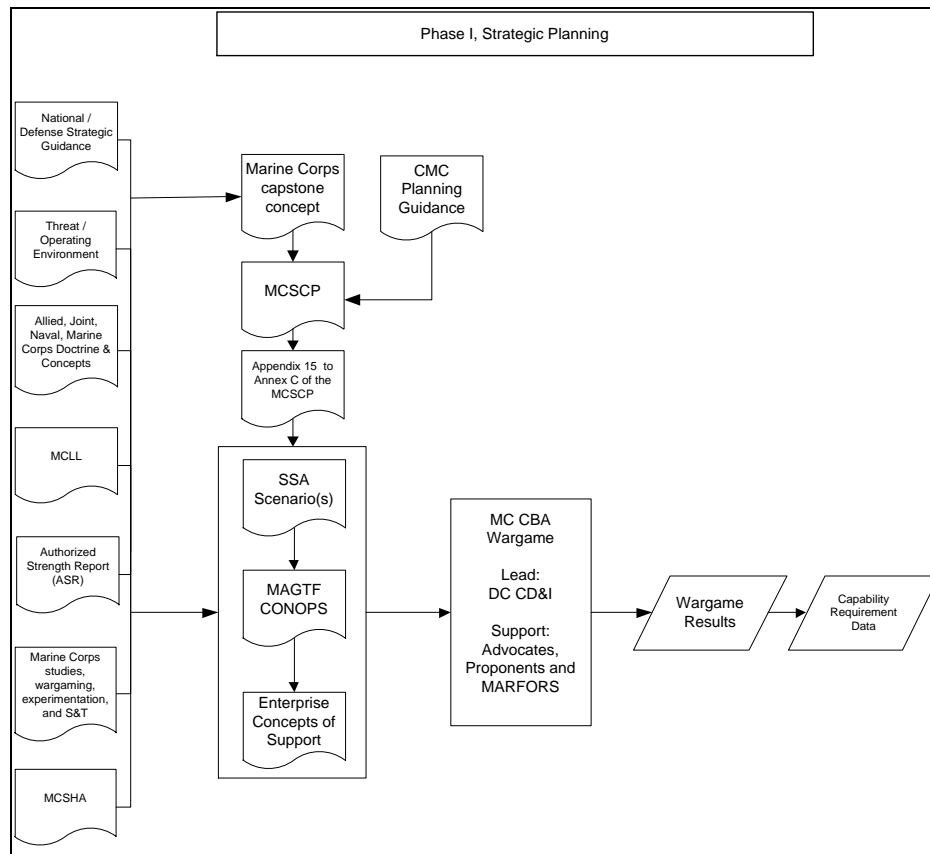


Figure 1-1.--Overview of Phase I, Strategic Planning

2. Timeline. Table 1-1 shows Phase I development timeline:

Step	Title	Timeline
1	Provide the Marine Corps capstone concept	Jan
2	Provide the MCSCP Base Plan and annual update of Appendix 15 to Annex C of the MCSCP	Jun
3	Conduct the MC CBA Wargame (biennially)	Sep

Table 1-1: Phase I Development Timeline

3. Step 1 (DC CD&I Lead): Provide the Marine Corps Capstone Concept.

a. Purpose. As a core guidance document to the MC CBA process, the Marine Corps capstone concept provides Service strategic guidance on how the Marine Corps, as an integral part of the larger naval and joint team, will be postured, organized, trained and equipped to fulfill assigned public law and national policy responsibilities in the evolving security landscape.

b. Background. The Marine Corps capstone concept will guide the annual MC CBA, including concepts and CONOPS development, integration of Office of the Secretary of Defense SSA scenario and joint CONOPS input, experimentation, and support for the identification of Marine Corps Enterprise capability requirements, gaps, and DOTMLPF-P solution strategies. The Marine Corps capstone concept provides Service strategic guidance and is the common denominator between the MCSCP, the MC CBA, and the capability development activities described below. Each of the inputs outlined below influence the development of the Marine Corps capstone concept.

c. Inputs. Phase I, Step 1 inputs include:

(1) National and defense strategic guidance, which includes the National Security Strategy, National Military Strategy, Defense Strategic Guidance, and Quadrennial Defense Review.

(2) Current and future threat and operating environment assessments.

(3) Selected SSA scenario or combinations of scenarios, along with the MAGTF CONOPS and associated enterprise Concepts of Support.

(4) Allied, Joint, Naval and Marine Corps doctrine and concepts.

(5) Marine Corps Lessons Learned (MCLL).

(6) Marine Corps Total Force Structure Authorized Strength Report (ASR).

(7) Outputs and results from Marine Corps studies, wargaming, experimentation, and S&T exploration.

(8) Marine Corps Strategic Health Assessment (MCSHA). The MCSHA describes the health of the Marine Corps by analyzing both existing metrics (i.e., Defense Readiness Reporting System [DRRS]) and the execution of funds. Ultimately, the MCSHA assesses how resourcing decisions affect readiness.

d. Output. The Marine Corps capstone concept is provided the executors of the MC CBA.

e. Tasks to be performed by DC CD&I (Futures Directorate)

(1) Provide the Marine Corps capstone concept (updated, as required) to Capabilities Development Directorate (CDD).

(2) When updated, identify to CDD any changes that were applied. These changes should be based on a review of national, joint, naval and Service strategic guidance, law and policy, concepts, future security environment forecasts, intelligence estimates, operating force inputs, advocate inputs, and any relevant constraints and restraints.

(3) Coordinate with CDD to select appropriate SSA scenario(s) for the purpose of analyzing those capabilities identified in new Joint and Service concepts, previous CBA reports, and the MCSHA.

4. Step 2 (DC PP&O Lead): Provide the MCSCP Base Plan and Annual Update of Appendix 15 to Annex C of the MCSCP

a. Purpose. Provide the Service's goals and objectives aligned to the 10-year vision and beyond to the executors of the MC CBA process.

b. Background. The MCSCP directs short-term actions and establishes mid-term and long-term objectives to guide the development and maintenance of the Commandant's priorities in supporting the Combatant Commanders (CCDRs). Additionally, the MCSCP publishes the SSA scenario(s) coordinated between DC PP&O and DC CD&I to be used for wargames, experiments, and other Marine Corps total force analysis which will establish priorities to guide development and sustainment efforts. In the hierarchy of Service documents it is a Service strategic document intended to align operational commitments and capabilities development. Appendix 15 to Annex C of the MCSCP supports this purpose by including and updating the near-term tasks and mid-term and long-term objectives to meet the campaign goals of the MCSCP in accordance with the CPG and the Marine Corps capstone concept.

c. Inputs. Phase I, Step 2 inputs include:

(1) National and defense strategic guidance, which includes the National Security Strategy, National Military Strategy, Defense Strategic Guidance, and Quadrennial Defense Review.

(2) Allied, Joint, Naval and Marine Corps doctrine and concepts.

(3) Marine Corps capstone concept.

(4) CPG.

(5) Current and future threat and operating environment assessments.

(6) MCSHA.

d. Output. The MCSCP Base Plan and annual update of Appendix 15 to Annex C of the MCSCP are provided to the executors of the MC CBA process.

e. Tasks to be performed by DC PP&O (Plans)

(1) Provide the MCSCP base plan (updated, as required) to CDD.

(2) When updated, identify to CDD any changes that were applied. These changes should be based on updated Service tasks, objectives, and goals aligned with the Marine Corps' 10 year vision and beyond.

(3) In coordination with DC CD&I (Futures Directorate) and appropriate stakeholders, update Appendix 15 to Annex C of the MCSCP aligned to the CPG and the Marine Corps' Capstone Concept; guidance and priorities contained in the Appendix 15 will assist DC CD&I in conduct of the biennial MC CBA Wargame and follow-on Capabilities Analysis. Appendix 15 to Annex C will include:

(a) Near-term actions (tasks).

(b) Mid-term and long-term objectives to guide capability development.

(c) Selected SSA scenarios.

(d) Priorities and guidance for CONOPS for the conduct of wargaming and experimentation.

5. Step 3 (DC CD&I Lead): Conduct MC CBA Wargame (biennially)

a. Purpose. Identify capability requirements necessary to execute MAGTF CONOPS and associated enterprise Concepts of Support derived from the designated SSA scenarios.

b. Background

(1) Wargame planning and development will begin in January and conclude with game execution in September.

(2) The foundation of the MC CBA Wargame is the analysis of an SSA scenario or combination of SSA scenarios that describes the Marine Corps' role and mission in support of CCDR or Joint Force Commander requirements.

(3) A MAGTF CONOPS (Ground Combat Element (GCE), Logistics Combat Element (LCE) CE, and ACE) is developed by Futures Directorate to execute the Marine Corps mission provided within the designated SSA scenario(s). The purpose of the MAGTF CONOPS is to provide the requisite level of detail to permit the review and development of Marine Corps capability requirements.

(4) Enterprise Concepts of Support, as extensions of the MAGTF CONOPS, are coordinated by CDD to identify Marine Corps enterprise contributions to the MAGTF CONOPS. The purpose of the enterprise Concepts of Support is to enable Marine Corps Enterprise Stakeholders to review and develop their capability requirements.

(5) Representatives from the MARFORs, Advocates, and Proponents are organized into CPM WGs for participation in the MC CBA Wargame. MC CBA Wargame results are used to develop capability requirements specific to the MAGTF CONOPS and associated enterprise Concepts of Support examined during

the MC CBA Wargame. Capability requirements are further refined for the development or update of MCCAs during Phase II, Capabilities Analysis.

(6) The MC CBA Wargame is a classified event, allowing Marine Corps Enterprise Stakeholders to analyze Marine Corps capabilities within the context of an approved SSA scenario.

(7) Preparations for the MC CBA Wargame include developing and refining wargame capture tools, identifying wargame evaluators and participants, and determining parameters for decision-making during the wargame.

c. Inputs. Phase I, Step 3 inputs include:

- (1) Joint, Naval and Marine Corps doctrine and concepts.
- (2) Marine Corps capstone concept.
- (3) MCSCP.
- (4) Appendix 15 to Annex C of the MCSCP.
- (5) Selected SSA scenario(s).
- (6) MAGTF CONOPS (CE, GCE, ACE, LCE).
- (7) Enterprise Concepts of Support.
- (8) Advocate and Proponent Roadmaps.
- (9) MCLL.
- (10) Total Force Structure ASR.
- (11) Outputs/results from Marine Corps studies, wargaming, experimentation, and S&T exploration.
- (12) MCSHA.

d. Outputs

(1) Outputs from the MC CBA Wargame include initial lists of specified or implied tasks to accomplish the mission in the MAGTF CONOPS and associated enterprise Concepts of Support as well as the identified capabilities and associated tasks, conditions, standards, and performers. This data is used to develop or update capability requirements during Phase II, Capability Analysis.

(2) During Review Years, DC CD&I updates and refines Marine Corps capability requirements based on annual changes to Appendix 15 to Annex C of the MCSCP and other Service strategic guidance.

e. Tasks to be performed

(1) Identify designated SSA scenario(s) and associated force structure for use during the MC CBA Wargame. Lead is DC CD&I (Futures Directorate (Plans Branch)).

(2) Design the MC CBA Wargame; develop/refine the MC CBA Wargame capture tools; and identify wargame evaluators and participants. Lead is DC CD&I (Futures Directorate (Wargaming Division)).

(3) Sponsor and facilitate the development and execution of the MC CBA Wargame to exercise and evaluate the MAGTF CONOPS and associated Concepts of Support. Lead is DC CD&I (CDD).

(4) Develop a MAGTF CONOPS in context of the SSA scenario and objective focus area(s). Lead is DC CD&I (Futures Directorate (Ellis Group)).

(5) Identify applicable Marine Corps Enterprise Stakeholders and coordinate concepts of support of the MAGTF CONOPS from each. Lead is DC CD&I (CDD).

(6) Host the MC CBA Wargame. Lead is DC CD&I (Futures Directorate (Marine Corps Warfighting Lab (MCWL))).

(7) Identify initial capability requirements that enable the update or development of MCCAs. Lead is DC CD&I (CDD).

(8) Produce and publish the wargame report that captures wargame results and those issues/concerns highlighted by stakeholder representatives in the CPM WGs. Lead is DC CD&I (Futures Directorate (MCWL)).

(9) Staff wargame results to DC CD&I for approval and subsequent incorporation into the CBA Database. Lead is DC CD&I (CDD).

(10) Develop prioritization criteria in support of analysis during Phases II through V of the MC CBA. Lead is DC CD&I (CDD).

Chapter 2

PHASE II: CAPABILITIES ANALYSIS

1. Purpose

a. The purpose of Phase II, Capabilities Analysis, is to identify, define, categorize, and prioritize MCCAs to produce a MCCL.

b. Phase II is a two-step effort. Step 1, Identify Capability Requirements, involves assessing applicable Joint and Service concepts, Marine Corps mission, and the associated CONOPS to identify and describe capabilities required to achieve the central ideas in the concepts and objectives of the scenario. Step 2, Development of the MCCL, consists of updating the capability descriptions for the MCCAs and prioritizing MCCAs resulting in an updated MCCL.

Figure 2-1 provides an overview of Phase II, Capabilities Analysis.

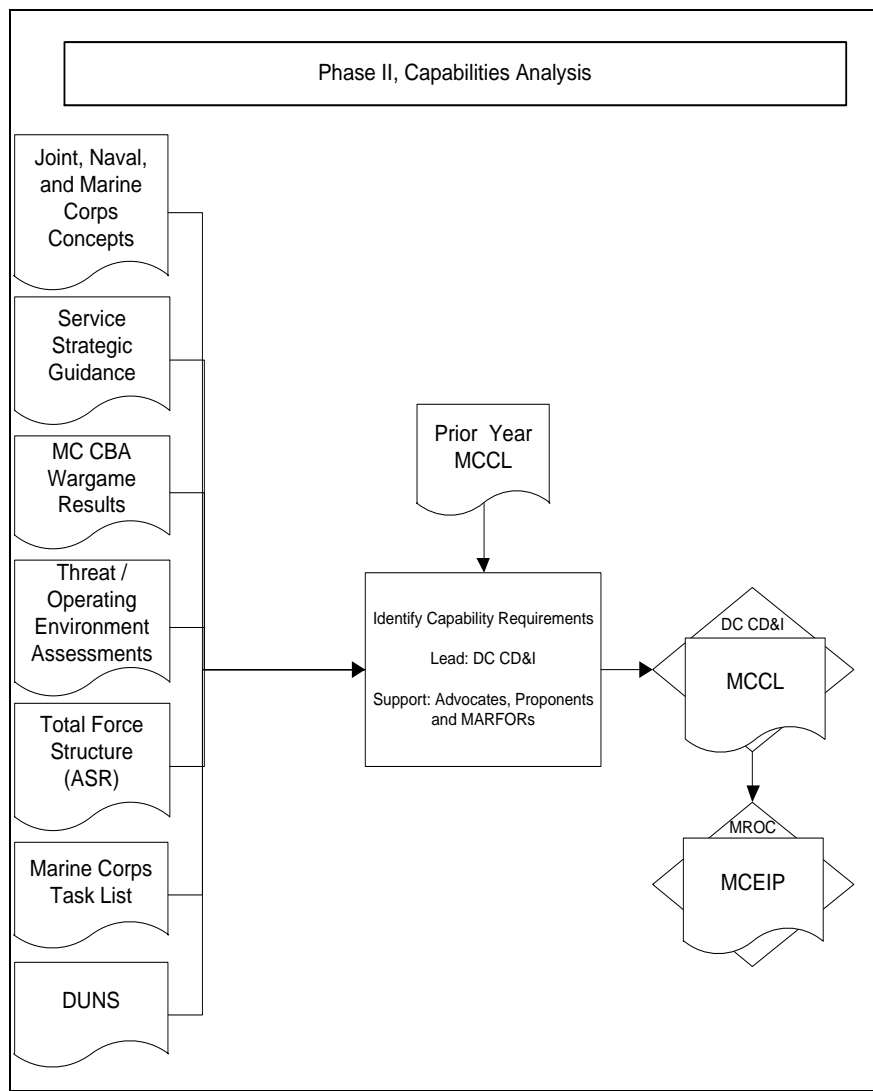


Figure 2-1.--Overview of Phase II, Capabilities Analysis

c. Each MCCA consists of a capability definition and description. A capability definition clarifies the meaning of a MCCA that generally corresponds to the definition of a JCA. A capability description provides a more Service-focused description of the capability area (rather than Joint-focused) and provides a narrative summary that describes the consolidation of multiple, content related capability requirements. See Figure 2-2 for a depiction of the composition of a MCCA.

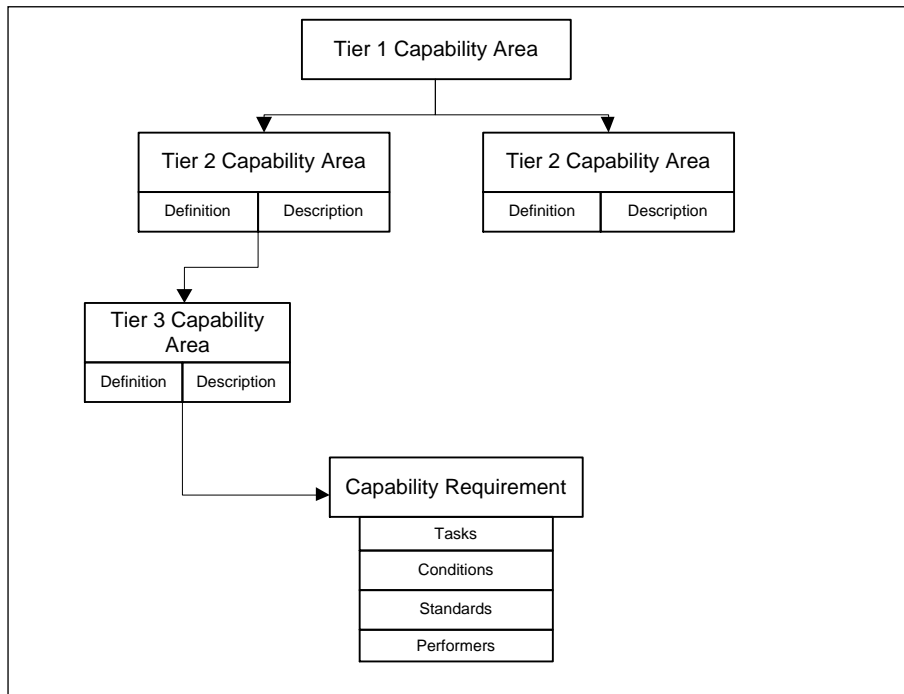


Figure 2-2.--Composition of MCCAs and Capability Requirements.

2. Timeline. Table 2-1 shows Phase II development timeline:

Step	Title	Timeline
1	Identify Capability Requirements	Oct-Nov
2	Develop the MCCL	Nov-Dec

Table 2-1: Phase II Development Timeline

3. Step 1: Identify Capability Requirements

a. Purpose. To determine if the existing capability requirements within the MC CBA database need updating based on the results of the MC CBA Wargame. The MC CBA database is updated either by refining existing capability requirements from the previous MCCL, or by adding new capability requirements.

b. Background

(1) A capability requirement consists of tasks and associated conditions, standards, and performers. Tasks are the actions required to provide the capability. Conditions are derived from an assessment of the

physical, civil, and military aspects of the operating environment defined in the scenario(s). Standards are derived from analysis of required effects under the given set of scenario conditions. Performers are those entities intended to execute the tasks.

(2) CPM WGs identified the tasks and associated conditions, standards, and performers required to execute the CONOPS of the MC CBA Wargame during Phase I. In an Assessment Year, during Phase II, Capability Analysis, CPM WGs refine conditions, standards, and performers that are associated to the tasks from the MC CBA Wargame to make complete capability requirements. During a Review Year, CPM WGs review the prior year's capability requirements and make necessary adjustments based on changes in guidance and/or mission requirements.

(3) CPM WGs first analyze the capability requirement data set contained in the Marine Corps CBA Database to determine if content from the prior year MCCL is sufficient or if capability requirements only need minor updates, such as updates to existing tasks, conditions, standards, performers or other data fields. The Marine Corps CBA database contains all MC CBA-related analytical products developed by the CPM WGs during prior years and the current planning year.

(4) New capability requirements containing new tasks, conditions, standards, and performers may need to be defined by CPM WGs based on results of the MC CBA Wargame, especially for emerging or future capabilities. New capability requirements may also be further refined and validated over time based on inputs such as concept development, Marine Corps studies, wargaming, experimentation, and results of DOTMLPF-P integration of dependent capabilities, etc.

c. Inputs. Phase II, Step 1 inputs include:

- (1) Applicable Joint, Naval, and Service concepts.
- (2) Service strategic guidance used to develop prioritization criteria used during analysis of MCCA for the development of the MCCL.
- (3) MC CBA Wargame results.
- (4) Current and future threat and operating environment assessments.
- (5) Deliberate Universal Need Statements.
- (6) Prior year MCCL and capability requirements in the Marine Corps CBA Database.
- (7) Total Force Structure ASR.
- (8) Marine Corps Task List.

d. Outputs. Documents and outcomes of Step 1 are used to update capability requirement data elements within the Marine Corps CBA database. Capability requirement data within the Marine Corps CBA database is used to support development of the MCCL in Phase II, Step 2.

e. Tasks to be performed

(1) Conduct unclassified and classified CPM WGs to evaluate, standardize, and update capability requirement data within the Marine Corps CBA database. Lead is DC CD&I (CDD).

(2) Compare capability requirement data derived from the MC CBA Wargame with existing capability requirement data maintained in the Marine Corps CBA database. Lead is DC CD&I (CDD).

(3) Create new capability requirements by associating tasks, conditions, standards, and performers identified during Phase I in the MC CBA Wargame to specific capability areas. Lead is DC CD&I (CDD).

(4) Accept existing capability requirement data or conduct refinements to existing capability requirements based on changes to tasks, conditions, standards, performers, and other capability data fields. Lead is DC CD&I (CDD).

4. Step 2: Develop the Marine Corps Capability List

a. Purpose. Update MCCA data and prioritize MCCAs to develop a MCCL that can be used to focus capability development activities within the planning phase of the PPBE process.

b. Background

(1) Step 2 consists of reviewing and updating MCCA titles, definitions, and descriptions (as required) based upon new or refined capability requirements in order to build the MCCL.

(2) The MCCL will be an unclassified document with appropriate annexes to incorporate classified tasks, conditions, standards, and performers. Separate appendices containing classified capability requirements will be maintained in a separate capabilities database for reference as required.

(3) The capability requirements which underpin the MCCL will also be used as the baseline to support analysis of capability gaps and potential overlaps/redundancies in capability during Phase III, Gap Analysis of the MC CBA.

c. Inputs. Phase II, Step 2 inputs include:

(1) Service strategic guidance.

(2) Updated capability requirements within the Marine Corps CBA database that have been aggregated into narrative summaries called Marine Corps capability descriptions.

(3) Prioritization criteria based on updated capabilities planning guidance contained in Service strategic guidance.

d. Outputs. The primary output of Phase II, Step 2 is the MCCL. The MCCL is a prioritized ranking of MCCAs at the Tier II level.

e. Tasks to be performed

(1) Review Service strategic guidance. Lead is DC CD&I (CDD).

(2) Associate capability requirements to MCCAs within the Marine Corps CBA database. Lead is DC CD&I (CDD).

(3) Create prioritization criteria and prioritization tools, if required, based on Service strategic guidance to support development of the MCCL. Lead is DC CD&I (CDD).

(4) Prepare MCCL for review and prioritization (as required) at the CPIB and for validation at the CPRB. Submit validated MCCL to the DC CD&I for approval and signature. Lead is DC CD&I (CDD).

Chapter 3

PHASE III: GAP ANALYSIS

1. Purpose

a. The purpose of Phase III, Gap Analysis, is to identify capability gaps and overlaps by determining the difference between the current and programmed Marine Corps force capabilities and future Marine Corps capability requirements.

b. Phase III is a two-step effort. Step 1, Identify Gaps and Overlaps, consists of identifying the capability requirements which are not currently met or programmed to be met as well as determining overlaps/redundancies in capability. Step 2, Develop the MCGL, consists of prioritizing gaps to develop the MCGL. Figure 3-1 provides an overview of Phase III, Gap Analysis.

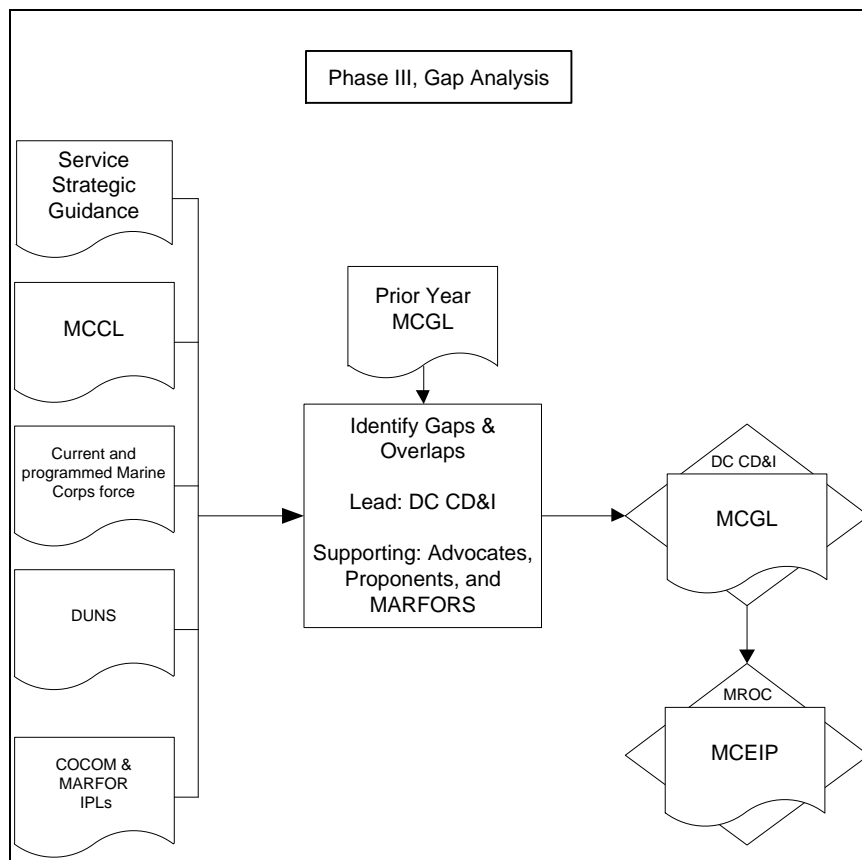


Figure 3-1.--Overview of Phase III, Gap Analysis

2. Timeline. Table 3-1 shows Phase III development timeline:

Step	Title	Timeline
1	Identify Gaps and Overlaps	Jan-Feb
2	Develop the MCGL	Feb-Mar

Table 3-1.--Phase III Development Timeline

3. Step 1: Identify Gaps and Overlaps

a. Purpose. Identify the difference between the current and programmed force capabilities and the future force capability requirements identified in the MCCL, identify potential overlaps/redundancies in capability, and assess progress on current solutions that are intended to mitigate or close capability gaps.

b. Background

(1) Step 1, Identify Gaps and Overlaps, uses the operational context of the MC CBA Wargame to determine the difference between the current and programmed Marine Corps force capabilities and future Marine Corps capability requirements. During Review Years, the operational context for gap and overlap identification and refinement is provided by Appendix 15 to Annex C of the MCSCP, other pertinent Service strategic guidance (e.g. updated CPG), and the scenario and CONOPS from previous MC CBA Wargames. During an Assessment Year, Step 1 is focused on identifying gaps/overlaps based on requirements from the MC CBA Wargame. During a Review Year, the analysis is focused on refining gaps/overlaps from the previous MCGL and identifying new gaps/overlaps based on changes to Service strategic guidance.

(2) All capability gap/overlap inputs recommended by CPM WGs will be derived by assessing the current and programmed force's ability to perform the tasks documented in the CBA Database to the desired standard.

(3) Based on the nature of gap discussions and associated data elements, CPM WGs developing the MCGL will be classified SECRET level forums. The MCGL will be an unclassified document containing gap descriptions with appropriate annexes to incorporate classified gap statements.

(4) Each validated gap within the MCGL represents potential risk to the Marine Corps enterprise. Potential DOTMLPF-P solutions to eliminate or mitigate gaps are identified during Phase IV, Solutions Analysis.

c. Inputs. Phase III, Step 1 inputs include:

(1) Service strategic guidance used to develop prioritization criteria for the development of the MCGL.

(2) Current year approved MCCL.

(3) Prior year MCGL.

(4) Current and programmed Marine Corps force (e.g., doctrine, manning, training, and equipment analyses and force structure documents like the Total Force Structure ASR).

(5) DUNS.

(6) CCDR Integrated Prioritized Lists (IPLs).

(7) MARFOR IPLs.

d. Outputs. Updates to gap list content from prior year MCGL and other analysis documents stored in the MC CBA database.

e. Tasks to be performed

(1) Organize SECRET level CPM WGs to execute Step 1. Determine the difference between current and programmed Marine Corps force capabilities and future capability requirements as the means to identify capability gaps and overlaps. Lead is DC CD&I (CDD).

(2) Review gap data from the prior year's MCGL using the MC CBA Database. Determine whether gaps on the prior year's MCGL should remain in their present form, be modified, or should be removed from the MCGL under development. Gaps may be removed from the MCGL in cases where the associated capability requirement has changed or the solution has been delivered. Lead is DC CD&I (CDD).

(3) Develop new capability gaps and their associated data as required. Lead is DC CD&I (CDD). Characterize each gap as to whether it is due to:

(a) Proficiency (inability to achieve the relevant effect in particular conditions).

(b) Sufficiency (inability to bring capable forces to bear due to force shortages or other commitments).

(c) Lack of existing capability.

(d) Need for replacement due to aging (fatigue life, technological obsolescence, etc.) of an existing capability.

(e) Policy limitations (inability to use the force as needed due to policy constraints).

(4) Identify capability overlaps/redundancies based on task performance exceeding the required standard, or where multiple means exist to achieve the task to standard under the given set of conditions. Assess whether the overlap is advisable for operational value or should be considered for reduction in order to redirect resources elsewhere. Lead is DC CD&I (CDD).

(5) Review all current DUNSS. Lead is DC CD&I (CDD).

(6) Complete update of capability gap data in preparation for development of a new MCGL in Step 2. Lead is DC CD&I (CDD).

4. Step 2: Develop the MCGL

a. Purpose. Produce an MCGL that documents the prioritized listing of capability gaps.

b. Background

(1) The MCGL is a prioritized list of capability gaps organized at the MCCA Tier II level of detail. The MCGL identifies the most important or highest priority capability gaps that will be considered for possible elimination or mitigation.

(2) Each gap will receive a risk assessment based on the risk evaluation derived from Service strategic guidance from Phase I, Strategic Planning. Risks assessed include risk to the mission and risk to the force.

(3) Gaps will also be prioritized based the gap's alignment to Service strategic guidance.

(4) The MCGL is also used as a baseline document to support Phase IV, Solutions Analysis.

(5) The MCGL will be stored and managed within the Marine Corps CBA Database.

(6) The MCGL will be developed as a classified document; in parallel, an unclassified version will be developed for incorporation into the unclassified MCEIP.

c. Inputs. Phase III, Step 2 inputs include:

- (1) Service strategic guidance.
- (2) Updated gap data from gap analysis.
- (3) Prioritization criteria based on Service strategic guidance.

d. Outputs. The MCGL is the primary output of Phase III. The MCGL is a prioritized list of Marine Corps capability gaps. Each gap within the MCGL includes a description of the gap, conditions under which it exists, standards that cannot be met, and a statement (normally classified) that provides additional details of the gap's significance and risk to the Marine Corps.

e. Tasks to be performed

- (1) Review Service strategic guidance inputs, to include:
 - (a) Marine Corps capstone concept.
 - (b) MCSCP and Appendix 15 to Annex C of the MCSCP.
 - (c) MC CBA Wargame results.
 - (d) Additional guidance specified in Phase I.
- (2) Update gap content in the MC CBA Database as required, and identify new gaps based in Phase II capability requirements. Lead is DC CD&I (CDD).
- (3) Conduct a risk assessment consistent with JCIDS. Lead is DC CD&I (CDD).
- (4) Develop prioritization criteria in support of MCGL prioritization that is derived from Service strategic guidance. Lead is DC CD&I (CDD).
- (5) Document identified capability overlaps/redundancies in an appendix to the MCGL. Lead is DC CD&I (CDD).

(6) Prepare MCGL for review and prioritization (as required) at the CPIB and for validation at the CPRB. Submit validated MCGL to DC CD&I for approval and signature. Lead is DC CD&I (CDD).

Chapter 4

PHASE IV: SOLUTIONS ANALYSIS

1. Purpose

a. The purpose of Phase IV, Solutions Analysis, is to identify solutions that will mitigate or close capability gaps identified during Phase III, Gap Analysis. Recommendations to accept risk in solutions for a particular gap may also be developed as a consequence of identified constraints.

b. Phase IV is a two-step effort. Step 1 is to Identify DOTMLPF-P Solutions, and Step 2 is to Develop Specific Actions to Implement the Solutions. See Figure 4-1, Overview of Phase IV, Solutions Analysis.

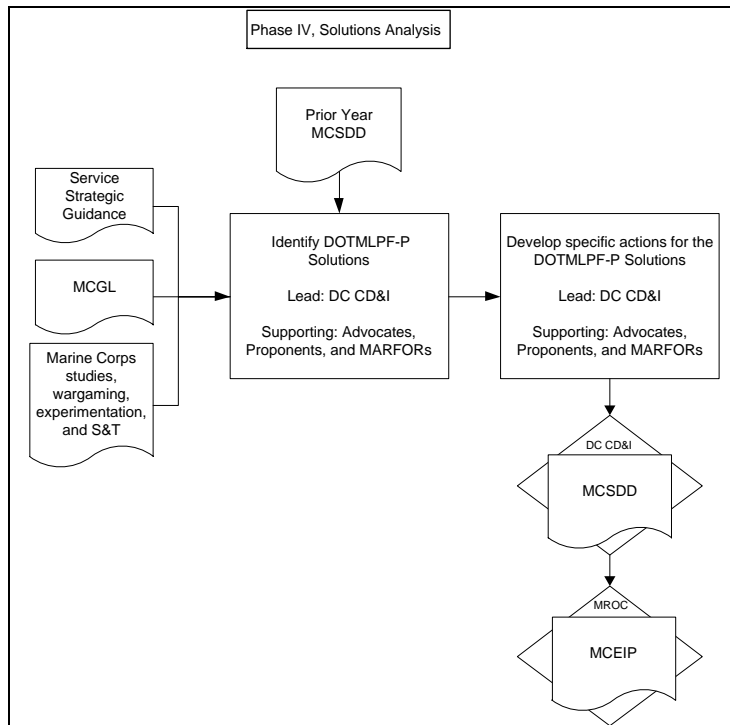


Figure 4-1.--Overview of Phase IV, Solutions Analysis

2. Timeline. Table 4-1 shows Phase IV development timeline:

Step	Title	Timeline
1	Identify DOTMLPF-P Solutions	Apr-May
2	Develop Specific Actions for the DOTMLPF-P Solutions	Apr-May
3	Develop the MCSDD	Jun

Table 4-1.--Phase IV Development Timeline

3. Step 1: Identify DOTMLPF-P Solutions

a. Purpose. The purpose of Step 1 is to identify potential DOTMLPF-P solutions that may mitigate or close the capability gaps identified in Phase III, Gap Analysis.

b. Background. Step 1 begins with a review of the current MCGL and any focus areas for solutions development identified for the given MC CBA cycle. CPM WGs lead the DOTMLPF-P analysis for the gaps that are associated with their respective MCCAs. For new gaps, the CPM WGs use the DOTMLPF-P framework to identify solution strategies that capture both materiel and non-materiel solutions which mitigate or close the gap. For existing gaps, CPM WGs will determine progress of gap mitigation or closure and update the DOTMLPF-P solution(s) as required. CPM WGs may also recommend accepting risk in solutions within a particular capability area as a consequence of any identified constraints, such as technology, policy, and resource availability.

c. Inputs. Phase IV, Step 1 inputs include:

(1) Current MCGL.

(2) Prior year MCSDD along with the current status of those solutions.

(3) Outputs, results, and lessons learned from ongoing efforts in Marine Corps studies, wargaming, experimentation, exercises, and S&T exploration.

(4) Service strategic guidance.

d. Outputs. DOTMLPF-P solutions for capability gaps on the MCGL.

e. Tasks to be performed

(1) Develop DOTMLPF-P solutions for capability gaps on the MCGL which have not been previously assessed. CP WGs lead DOTMLPF-P assessments to identify the applicable DOTMLPF-P pillar(s) where action is required to mitigate or close the gap, and develop solutions aligned to the applicable pillars that outline the non-materiel and/or materiel approaches that can mitigate or close any aspect of the capability gap. Lead is DC CD&I (CDD).

(2) Update existing DOTMLPF-P solutions (as required) for capability gaps on the MCGL that have previously been assessed. These updates may be based on the current status of DOTMLPF-P solutions identified within the previous MCSDD. Lead is DC CD&I (CDD).

(3) For any instances where no DOTMLPF-P solutions are developed for a capability gap on the MCGL due to identified constraints, provide justification for the acceptance of risk in the associated capability gap. Lead is DC CD&I (CDD).

4. Step 2: Develop Specific Actions for the DOTMLPF-P Solutions

a. Purpose. The purpose of Step 2 is to identify and update the specific DOTMLPF-P actions required to implement the DOTMLPF-P solutions identified in Step 1.

b. Background. During Step 1, CPM WGs identified new and updated previous DOTMLPF-P solutions. Both new and updated solutions are analyzed during Step 2 to develop specific DOTMLPF-P actions that enable delivery of the solution. These actions identify the specific step to be taken in accordance with the DOTMLPF-P process, the estimated start date for that action, and the organization or individual that is responsible for that action.

c. Inputs

(1) DOTMLPF-P solutions identified in Phase III, Step 1.

(2) Prior year MCSDD along with the current status of those solutions.

(3) Outputs, results, and lessons learned from ongoing efforts in Marine Corps studies, wargaming, experimentation, exercises, and S&T exploration.

(4) Service strategic guidance.

d. Outputs. The set of actions required to initiate and/or implement each of the DOTMLPF-P solutions identified during Phase III, Step 1.

e. Tasks to be performed

(1) Develop specific actions to initiate and/or implement each of the DOTMLPF-P solutions identified during Phase III, Step 1 for capability gaps on the MCGL which have not previously been assessed. Lead is DC CD&I (CDD).

(2) Update existing actions (as required) aligned to previously identified DOTMLPF-P solutions for capability gaps on the MCGL which have previously been assessed. These updates may be based on the current status of actions identified within the previous MCSDD. Lead is DC CD&I (CDD).

5. Step 3: Develop the MCSDD

a. Purpose. Produce an MCSDD that documents the solution strategy, DOTMLPF-P solutions, and specific actions required to initiate and/or implement the solutions to capability gaps on the MCGL.

b. Background. The outputs of Phase III, Step 1 and Step 2 are compiled into the MCSDD. Additionally, for each capability gap on the MCGL with identified DOTMLPF-P solutions and supporting actions, an overarching solution strategy is recorded in the MCSDD that describes the overall set of DOTMLPF-P solutions required to mitigate and/or close the associated gap.

c. Inputs

(1) DOTMLPF-P solutions identified in Phase III, Step 1.

(2) Specific actions for the DOTMLPF-P solutions (as identified in Phase III, Step 2).

(3) Outputs, results, and lessons learned from ongoing efforts in Marine Corps studies, wargaming, experimentation, exercises, and S&T exploration.

(4) Service strategic guidance.

d. Outputs. The MCSDD is the primary output of Phase IV. The new and updated DOTMLPF-P solutions with supporting actions will be published in the MCSDD, along with the overarching solution strategies, for capability gaps on the MCGL. The MCSDD will include input from the S&T community, through the Futures Directorate, in the form of current S&T initiatives that could address capability gaps, as well as recommendations to pursue solutions via the S&T process, as appropriate.

e. Tasks to be Performed

(1) Document the overarching solution strategy, supported by the identified DOTMLPF-P solutions and specific actions, for each of the assessed capability gaps on the MCGL. Lead is DC CD&I (CDD).

(2) Compile solution strategies, DOTMLPF-P solutions, and associated actions into the MCSDD. Lead is DC CD&I (CDD).

(3) Prepare the MCSDD for review and prioritization (as required) at the CPIB and for validation at the CPRB. Submit validated MCSDD to the DC CD&I for approval and signature. Lead is DC CD&I (CDD).

Chapter 5

PHASE V: RISK ANALYSIS

1. Purpose

a. The purpose of Phase V, Risk Analysis, is to produce a risk-informed, capabilities-based investment plan which summarizes and consolidates the analytical outcomes of the MC CBA for inclusion in the MCEIP. This document is known as the MCCIP.

b. The MCCIP is the document that translates future-focused Service strategic guidance into risk recommendations that are aligned to the Commandant's strategic goals for the Marine Corps' future 10-year objectives. The focus of Phase V is to identify MCCAs where the Marine Corps should accept risk, maintain risk, or reduce risk to support Marine Corps capability developers and programmers in their functional duties.

c. Phase V is a two-step effort: Step 1 is to Conduct MCCA Risk Evaluation; Step 2 is to develop the Marine Corps Capabilities Investment Plan. See Figure 5-1: Overview of Phase V, Risk Analysis.

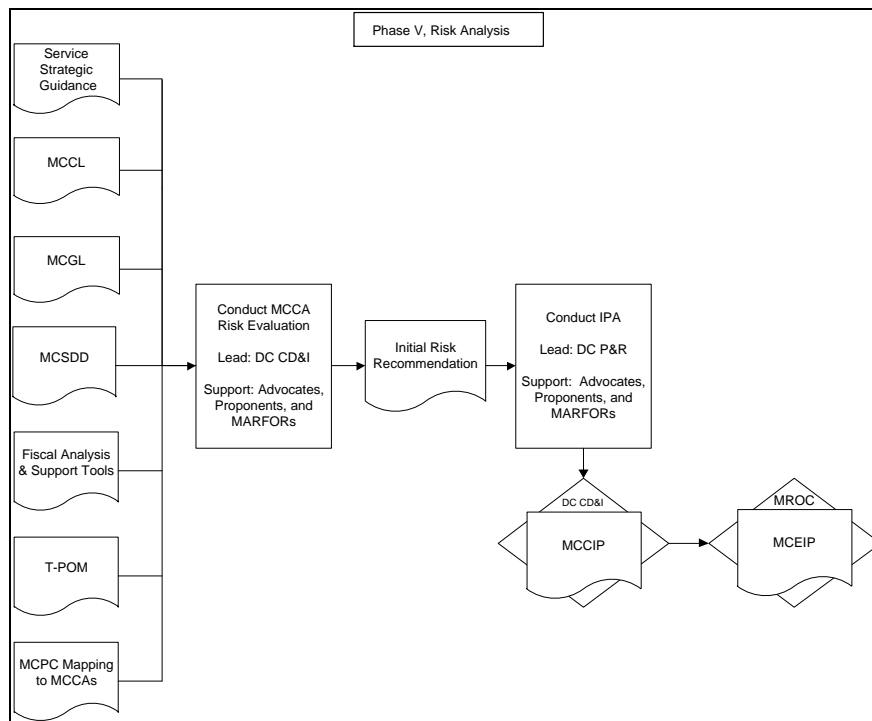


Figure 5-1.--Overview of Phase V, Risk Analysis

2. Timeline. Table 5-1 shows Phase V development timeline:

Step	Title	Timeline
1	Conduct MCCA Risk Evaluation	Jun-Jul
2	Conduct IPA	Jun-Jul
2	Develop the MCCIP	Aug

Table 5-1.--Phase V Development Timeline

3. Step 1: Conduct MCCA Risk Evaluation

a. Purpose. The purpose of Step 1, Conduct MCCA Risk Evaluation, is to establish a starting risk position that can be used to support MCCIP development.

b. Background

(1) The MCCA Risk Evaluation provides an initial risk position (Accept, Maintain, or Reduce) on all Tier II and Tier III MCCAs. The MCCA Risk Evaluation is conducted using current Service strategic guidance, the prioritization of the MCCL, and the provided fiscal constraints. The most current funding position identified in the previous POM-year Tentative POM (T-POM) will provide the fiscal baseline against which the risk evaluation is conducted. All Marine Corps Program Codes (MCPCs) are mapped to MCCAs to establish fiscal linkages between programs and capabilities, and these mappings will be reviewed annually to ensure accuracy. Mapping MCPCs to MCCAs enables quantitative and qualitative evaluation of multiple, functionally associated MCPCs that are grouped to support risk analysis. Grouping MCPCs within MCCAs enables assessments of the collective capabilities provided by each MCCA and a view of the interdependencies within each MCCA and among groups of MCCAs to support risk analysis. Each MCCA is evaluated for its contribution towards achieving the objectives outlined in Service strategic guidance relative to its T-POM position. Based on Service strategic guidance, risk assessment criteria may change over time to meet current and future force objectives.

(2) Risk assessment definitions are:

(a) Accept Risk: Capability and/or capacity levels can be delayed, reduced, or eliminated through the decrement of associated resources. Barring other guidance, capabilities assigned Accept Risk category should be decremented before those capabilities assigned a Maintain Risk category.

(b) Maintain Risk: Capability and/or capacity levels should be maintained at the current level of resourcing. Barring other guidance, capabilities assigned Maintain Risk category should be decremented before those capabilities assigned a Reduce Risk category.

(c) Reduce Risk: Capability and/or capacity levels should be increased through the addition of associated resources. Barring other guidance, capabilities assigned a Reduce Risk category should be enhanced before those capabilities assigned to either a Maintain Risk or Accept Risk category.

c. Inputs

- (1) Service strategic guidance.
- (2) MC CBA analysis products from Phases I-IV.
- (3) Fiscal Analyses and analytic support tools.
- (4) MCPC mapping to MCCAs.
- (5) T-POM.

d. Outputs. Initial Risk Recommendation (Accept, Maintain, Reduce) for each Tier II and Tier III MCCA.

e. Tasks to be performed by DC CD&I

- (1) Review and update MCPC and MCCA mapping.
- (2) Develop risk assessment criteria based on Service strategic guidance that supports initial risk recommendations (Accept, Maintain, or Reduce).
- (3) Develop initial risk recommendations and supporting narratives for each MCCA.

4. Step 2: Conduct IPA

a. Purpose. The purpose of Step 2 is to apply fiscal constraints to the initial risk recommendations developed in Step 1.

b. Background. DC P&R provides fiscal analyses, analytical tools, and support via an IPA. Using POM optimization analytic tools, the IPA applies a fiscal constraint to ensure that MCCIP recommendations are feasible within the anticipated Marine Corps TOA. Multiple iterations may be conducted to ensure alternative MCCIP recommendations fit within anticipated fiscal constraints.

c. Inputs

- (1) Service strategic guidance.
- (2) Initial risk recommendations.
- (3) Fiscal Analyses and analytical tools.
- (4) Anticipated fiscal constraints, to include the Core, Service-Mandated, and Discretionary programs.

d. Output. Fiscally-constrained MCCA risk recommendations. When multiple IPA iterations must be conducted to develop an acceptable course of action, the final positions of these MCCA risk recommendations are recorded in the MCCIP.

e. Tasks to be performed

(1) Conduct one or more iterations of the IPA in order to develop MCCA investment recommendations that are feasible within the anticipated Marine Corps TOA and best support the achievement of the 10-year objective. Lead is DC P&R (Program Assessment and Evaluation (PA&E)).

(2) Conduct IPA reviews. Lead is DC CD&I (CDD).

(3) Update risk recommendations (Accept, Maintain, and Reduce) and narratives based on IPA reviews. Lead is DC CD&I (CDD).

5. Step 3: Develop the MCCIP

a. Purpose. The MCCIP provides recommendations to Marine Corps programmers on where to reduce and accept risk to achieve required future capabilities.

b. Background. The MCCIP outlines the current state of capability within each of the MCCAs, and provides the approach for getting from the current state to the 10-year objective using MCCA investment priorities that are anticipated to be feasible within the Marine Corps TOA.

c. Inputs

(1) Service strategic guidance.

(2) Fiscally-constrained MCCA risk recommendations.

d. Output. The MCCIP is the primary output of Phase V. For each Tier II/Tier III MCCA, capability risk recommendations are provided that together provide the best approach to achieving the Marine Corps 10-year objective within anticipated fiscal and capability development constraints.

e. Tasks to be performed

(1) Compile the final MCCA risk recommendations for the given POM-year. Lead is DC CD&I (CDD).

(2) Prepare the MCCIP for review at the CPIB and for validation at the CPRB. Submit validated MCCIP to the DC CD&I for approval and signature. Lead is DC CD&I (CDD).

Chapter 6

TERMS, DEFINITIONS, AND ACRONYMS

1. Terms and Definitions

Activity. Work, not specific to a single organization, weapon system or individual that transforms inputs (Resources) into outputs (Resources) or changes their state.

Capability. The ability to execute a specified course of action (CJCSI 3170.01I (series)).

Capabilities Development. Identifying, assessing, validating, and prioritizing Marine Corps capability requirements, gaps, and solutions; identifying acceptable areas to increase, maintain or reduce risk across the Marine Corps enterprise; and performing follow-on actions that attain the selected and resourced set of materiel and non-materiel capability solutions. Capabilities development comprises both capabilities planning and solution development.

Capability Area (also, Marine Corps Capability Area). Collections of like capabilities functionally grouped to support capability analysis, strategy development, resource allocation recommendations, capability portfolio management, and capabilities-based force development and operational planning. The JCA taxonomy provides a common framework and lexicon for organization of DoD capability portfolios. An MCCA taxonomy was developed based on the JCA taxonomy, but incorporating DoD architecture framework principles and Marine Corps doctrine and lexicon to better support CPM and capabilities development within the Marine Corps. The MCCA taxonomy maintains clear traceability to the JCA taxonomy.

Capability Portfolio. A collection of grouped capabilities as defined by JCAs and the associated DOTMLPF programs, initiatives, and activities.

Capability Portfolio Integration Board (CPIB). An O-6 level forum that is chaired by Director, Capabilities Development Directorate, Deputy Commandant Combat Development & Integration. Representation includes MARFORS, Deputy Commandants, and Proponents.

Capability Portfolio Manager/Management (CPM). The individual (Director of a DC CD&I CDD Integration Division aligned to a specific MCCA) or process that integrates capability development activities, to include the execution of CPM WGs, while managing existing capabilities to optimize resources, provide resource allocation recommendations to inform investment planning, and promote cross portfolio decision-making across the DOTMLPF-P areas.

Capability Portfolio Review Board (CPRB). The senior executive coordinating authority for capabilities development and CPM matters. It is co-chaired by Assistant Deputy Commandant (ADC), CD&I and ADC, P&R (Programs). Its membership includes the MROC Review Board membership.

Capability Portfolio Management Working Groups (CPM WGs). CPM WGs will support and advise capability portfolio managers as they execute their responsibilities in capabilities planning and monitoring of resourcing and solution development activities. A CPM WG will include SMEs representing the MARFORS, advocates, and proponents.

Capability Gap. The inability to execute a specified course of action. The gap may be the result of no existing capability, lack of proficiency or sufficiency in an existing capability solution, or the need to replace an existing capability solution to prevent a future gap. (CJCSI 3170.01I)

Capability Requirement. A capability required to meet an organization's roles, functions, and missions in current or future operations. To the greatest extent possible, capability requirements are described in relation to tasks, standards, and conditions and performers. (derived from CJCSI 3170.01I series)

Commandant's Planning Guidance (CPG). The CPG provides the Commandant's guidance and priorities for the Marine Corps, defining who the Marine Corps is, where it will operate, what it will do, and where it is headed in the future.

Conditions. Those variables of an operational environment or situation in which a unit, system, or individual is expected to operate and may affect performance. (JP 3-0) Environments include: Military, Physical, and Civil.

Criteria. The minimum acceptable level of performance associated with a particular measure of task performance. It is often expressed as a specific number of hours, days, percent, occurrences, minutes, miles, or some other form of command stated measure.

Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel, Facilities, and Policy (DOTMLPF-P). Refers to the pillar-based assessment methodology applied to the identification and development of solutions to capability gaps. The individual pillars are below (definitions are derived from the JCIDS Manual):

a. Doctrine. Fundamental principles that guide the employment of US military forces in coordinated action toward a common objective. Though neither policy nor strategy, doctrine serves to make US policy and strategy effective in the application of US military power. Doctrine is authoritative guidance and will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. Doctrine is based on existing capabilities.

b. Organization. A unit or element with varied functions enabled by a structure through which individuals cooperate systematically to accomplish a common mission and directly provide or support warfighting capabilities. Subordinate units and elements coordinate with other units and elements and, as a whole, enable the higher-level unit or element to accomplish its mission. This includes the staffing (military, civilian, and contractor support) required to plan, operate, sustain, and reconstitute warfighting capabilities.

c. Training. Training, including mission rehearsals, of individuals, units, and staffs using doctrine or tactics, techniques, and procedures to prepare forces or staffs to respond to strategic, operational, or tactical requirements considered necessary by the CCMDs to execute their assigned or anticipated missions. Training also pertains to non-materiel aspects of operation and maintenance of materiel solutions.

d. Materiel. All items (including ships, tanks, self-propelled weapons, aircraft, etc., and related spares, repair parts, and support equipment, but

excluding real property, installations, and utilities) necessary to equip, operate, maintain, and support military activities without distinction as to its application for administrative or combat purposes.

e. Leadership and Education. Professional development of the leader is the product of a learning continuum that comprises training, experience, education, and self-improvement. Professional military education complements training, experience, and self-improvement to produce the most professionally competent individuals possible.

f. Personnel. The personnel component primarily ensures that qualified personnel exist to support capability requirements across the force. This is accomplished through synchronized efforts of force commanders and DoD components to optimize personnel support to the force to ensure success of ongoing peacetime, contingency, and wartime operations.

g. Facilities. Real property consisting of one or more of the following: buildings, structures, utility systems, associated roads and other pavements, and underlying land. Key facilities are defined as command installations and industrial facilities of primary importance to the support of military operations or military production programs.

h. Policy. Any DoD, other US government agency/department, or international policy issues that may be changed to close or mitigate a capability gap, or if unchanged, prevent effective implementation of changes in the other seven DOTMLPF-P elemental areas.

Effect. 1. The physical or behavioral state of a system that results from an action, a set of actions, or another effect. 2. The result, outcome, or consequence of an action. 3. A change to a condition, behavior, or degree of freedom. (JP 3-0)

Enterprise Concept of Support. An enterprise Concept of Support is an extension of the MAGTF CONOPS. It is developed to support the analysis required for enterprise stakeholders (non-MAGTF) to review and develop capability requirements.

Initiative. An initiative is a new program or effort initiated to eliminate or mitigate a capability gap. Initiatives could include establishing a new materiel solution, expanding or modifying an existing training program, revising/establishing a Marine Corps doctrine, or any other action that addresses a DOTMLPF-P performance deficiency that contributes to a Marine Corps capability gap.

Integrated Program Assessment (IPA). The IPA provides a scalable (from individual programs to the Marine Corps portfolio writ large) and weighted (focused and relevant) integration of PA&E core analytic functions. These functions include: Project - projection of future topline and resource requirements; Describe - comparative analysis that describes the balance of capabilities and associated resources; Prescribe - portfolio optimization using inputs such as service priorities, program requirements and benefit scores; and Review - methodical assessment of progress towards meeting Marine Corps strategic goals by linking key performance indicators to budget execution data.

Joint Capability Area (JCA). Collections of like DoD capabilities functionally grouped to support capability analysis, strategy development,

investment decision making, capability portfolio management, and capabilities-based force development and operational planning.

MAGTF CONOPS (CE, GCE, ACE, LCE). This CONOPS is developed to identify the scheme of maneuver that supports the CCDR/Joint Force Commander mission accomplishment. The MAGTF CONOPS is used to review and develop capability requirements.

Marine Corps Capability Areas (MCCA) - Tier I. A collection of similar Marine Corps capabilities grouped at a high level to support strategic investment decision-making, capability delegation, analysis and capabilities-based and operational planning. Tier I MCCAs are the Service-level representation of the Tier I JCAs.

Marine Corps Capability Areas (MCCA; also Capability Area) - Tier II. A functional or operational capability with sufficient detail to support Service-level operations/missions, or force generation/management activities. Tier II MCCAs scope, bound, clarify, and better define the intended mission set of their Tier I MCCAs.

Marine Corps Capability Areas (MCCA) - Tier III. A functional or operational capability with sufficient detail to support Service-level operations/missions, or force generation/management activities. Tier III MCCAs scope, bound, clarify, and better define the intended mission set of their Tier II MCCAs.

Marine Corps Capstone Concept. Provides guidance for how the Marine Corps, as an integral part of the larger naval and joint team, will be postured, organized, trained, and equipped to fulfill assigned public law and national policy responsibilities in the evolving security landscape. Marine Corps concepts, advocate plans, and roadmaps will align with the guidance provided within the capstone concept.

Marine Corps Enterprise Stakeholders. Within the context of Marine Corps Capabilities Based Assessment, "enterprise stakeholders" refers to wide array of stakeholder organizations that have equities in the development of Marine Corps capabilities. Collectively, Marine Corps Enterprise Stakeholder organizations include: Marine Corps Operating Forces, advocate and proponent organizations within HQMC; SE organizations such as Marine Corps bases, stations, individual training installations, and special supporting activities (e.g., Marine Corps Logistics Command and Marine Corps Systems Command). Lastly, the Marine Corps Enterprise Stakeholders may also include those naval or maritime capabilities provided to the Marine Corps by the United States Navy and United States Coast Guard.

Marine Corps Enterprise Integration Plan (MCEIP). The MCEIP is a document that 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 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.

Marine Corps Strategic Health Assessment (MCSHA). Published in December, the MCSHA describes the health of the Marine Corps by analyzing both existing metrics (i.e., DRRS) and the execution of funds. Ultimately, the MCSHA assesses how resourcing decisions effect readiness. The MCSHA will be used

by all participants in the PPBE process to ensure that the POM will improve readiness.

Marine Corps Program Code (MCPC). The MCPC is a data element code for resource categorization and tracking group-like functions; regardless of appropriation, into a total resource portfolio perspective for funding decisions. MCPCs capture all of the costs associated with a resource allocation decision. MCPCs are defined by 6 numeric digits. The 1st 2 digits define the Mission Area. The third and fourth digits are the order within the Mission Area and cycle. The last 2 digits identify the POM cycle when it was created.

Marine Corps Task (MCT). MCTs are common language, doctrinally based tasks that Marine Corps commanders will use to develop their Mission Essential Task List. A MCT is comprised of a task title, task descriptions, measures and criteria establishing standards, or acceptable proficiency, required in the performance of the task to assure successful mission accomplishment. The Marine Corps Task List is the collection of all approved MCTs. (See MCO 3500.26A, Universal Naval Task List, Chapter 4, Marine Corps Task List)

Measure. A parameter that provides the basis for describing varying levels of task performance.

Mission. The task, together with the purpose, that clearly indicates the action to be taken and the reason therefore. In common usage, especially when applied to lower military units, a duty assigned to an individual or unit; a task. (JP 3-0)

Overlap/Redundancy. Capabilities that are beyond Marine Corps needs. Overlaps/redundancies may be the result of changing military requirements or changes in technology that make previously established capabilities obsolete. Overlaps/redundancies will be considered for possible termination to allow resources to be reallocated to more important capability requirements.

Performer. Any entity - human, automated, or any aggregation of human and/or automated that conducts an activity and provides a capability.

Program Objective Memorandum (POM). Recommendations from the Services and Defense Agencies to the Secretary of Defense concerning how they plan to allocate resources to meet planning and programming guidance. The final product of the programming process, the POM, is the Marine Corps' resource allocation decision for a five year period (POM-16 covers FY-16 to FY-20).

Resources. Data, information, performers, materiel, funding, or personnel.

Roadmap. A plan that is aligned to the Commandant of the Marine Corps (CMC) strategic guidance which is prepared by an advocate or proponent organization to describe an approach for meeting current and future responsibilities within the Marine Corps Enterprise.

Risk. Probability and severity of disruption/loss linked to hazards or events.

Service Strategic Guidance. Source documents such as the Marine Corps capstone concept, MCSCP, Appendix 15 to Annex C of the MCSCP, Force Development Guidance, Commandant's Planning Guidance and other essential Service documents used by the CMC to provide guidance, direction, and

objectives for the Service. Service strategic guidance is the CMC's interpretation of national, DoD, joint, and naval strategic guidance used to provide guidance, direction, and objectives for development of the Marine Corps future force.

Solution. A materiel solution or non-materiel solution to satisfy one or more capability requirements (or needs) and reduce or eliminate one or more capability gaps. Non-materiel solutions are changes to doctrine, organization, training, leadership and education, personnel, facilities, and/or policy implemented to satisfy one or more capability gaps, without the need to develop or purchase new material capability solutions. (CJCSI 3170.01I series and the JCIDS Manual)

Standard. Quantitative or qualitative measures and criteria for specifying the required levels of performance of a task. (CJCSI 3500.02B 15 Jan 2014)

Task. An action or activity (derived from an analysis of the mission and concept of operations) assigned to an individual or organization (performer) to provide a capability.

Tentative POM (T-POM). An initial POM submission developed during the programming phase of PPBE that is endorsed by the MROC and approved by the CMC. After approval by CMC, the POM transitions to the budgeting process. The Marine Corps T-POM submission to DoN includes: (1) FYDP Data Base, (2) Budget Exhibits, and (3) Marine Corps to DoN "Roll-Out" briefs.

2. Acronyms

Acronym	Term
ACE	Aviation Combat Element
ACMC	Assistant Commandant of the Marine Corps
ADC	Assistant Deputy Commandant
ASR	Authorized Strength Report
CCDR	Combatant Commander
CBA	Capabilities Based Assessment
CDD	Capabilities Development Directorate Capability Development Document
CE	Command Element
CMC	Commandant of the Marine Corps
CONOPS	Concept of Operations
CPG	Commandant's Planning Guidance
CPIB	Capability Portfolio Integration Board
CPM	Capability Portfolio Manager
CPM WG	Capability Portfolio Management Working Group
CPRB	Capability Portfolio Review Board
DAS	Defense Acquisition System
DPG	Defense Planning Guidance
DPS	Defense Planning Scenario
DC AVN	Deputy Commandant for Aviation
DC CD&I	Deputy Commandant for Combat Development & Integration
DC I&L	Deputy Commandant for Installations & Logistics
DC M&RA	Deputy Commandant for Manpower & Reserve Affairs
DC P&R	Deputy Commandant for Programs and Resources
DC PP&O	Deputy Commandant for Plans, Policies, and Operations
DoD	Department of Defense

Acronym	Term
DoN	Department of the Navy
DOTMLPF-P	Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel, Facilities, and Policy
DUNS	Deliberate Universal Need Statement
GCE	Ground Combat Element
HQMC	Headquarters Marine Corps
IPA	Integrated Program Assessment
IPL	Integrated Priority List
JCA	Joint Capability Area
JCIDS	Joint Capabilities Integration and Development System
LCE	Logistics Combat Element
MAGTF	Marine Air Ground Task Force
MARFORs	Marine Corps Forces
MC CBA	Marine Corps Capabilities Based Assessment
MCCA	Marine Corps Capability Area
MCCIP	Marine Corps Capabilities Investment Plan
MCCL	Marine Corps Capabilities List
MCEIP	Marine Corps Enterprise Integration Plan
MCGL	Marine Corps Gap List
MCLL	Marine Corps Lessons Learned
MCSCP	Marine Corps Service Campaign Plan
MCSDD	Marine Corps Solutions Development Directive
MCSHA	Marine Corps Strategic Health Assessment
MROC	Marine Corps Requirements Oversight Council
OPFOR	Operating Force
PA&E	Program Assessment and Evaluation
POM	Program Objective Memorandum
PPBE	Planning, Programming, Budgeting & Execution
SE	Supporting Establishment
SSA	Support for Strategic Analysis
S&T	Science and Technology
T-POM	Tentative Program Objective Memorandum
TOA	Total Obligation Authority
UNS	Universal Needs Statement
U-UNS	Urgent Universal Needs Statement

DELIBERATE UNIVERSAL NEEDS STATEMENT (DUNS) PROCESSING

1. Purpose. To describe the submission, processing and influence of a DUNS on the MC CBA process.
2. Background. The DUNS is designed to act as a "work request" for current capabilities. It identifies operational enhancements, opportunities, and deficiencies in terms of a stated capability. Opportunities may include new capabilities, improvements to existing capabilities, and elimination of redundant or unneeded capabilities. DUNS enter the capability development cycle through the UNS process where they are marked for deliberate action. There are instances where a DUNS may have resulted from the downgrading of a U-UNS or for a capability solution fielded via the U-UNS Process and then recommended for consideration as a POR. It may also be used when a capability solution cannot be provided by the U-UNS process due to technological, industrial, or other constraints and which must then be pursued via the deliberate MC CBA process.
3. DUNS Submission and Processing. Advocates, the Operating Forces, or the SE can generate an UNS. The DC CD&I CDD MAGTF Integration Division (MID) Operations Branch logs the UNS into a tracking system once received and reviews the nature of the UNS to determine whether it is Urgent or Deliberate. In instances where the UNS has been reclassified as a DUNS, the Operations Branch routes the DUNS to the appropriate CPM within CDD and tracks its progress. The CPM analyzes the DUNS, validates the requirement (whether existing or new), and incorporates the DUNS (as necessary) into the CPM's deliberate capability development activity in concert with the annual MC CBA, to include integration into the MCGL where appropriate. The CPM will brief their adjudication of the DUNS to the CPIB. This briefing will be the first forum to address potential integration issues related to the DUNS. The CPIB will provide recommendations for the "way ahead" for the DUNS. The meeting will also aid the managing CPM in further clarifying the capability gap, overlap, or redundancy, thereby allowing the CPM to accurately align the DUNS to a capability requirement, or develop a new capability requirement, within Phase II of the MC CBA process or terminate the DUNS.
4. Influence on the MC CBA. The DUNS process influences the MC CBA by articulating the warfighter's needs by identifying operational enhancements, opportunities, and deficiencies in terms of a stated capability set. Opportunities may include new capabilities, improvements to existing capabilities, and elimination of redundant or unneeded capabilities.