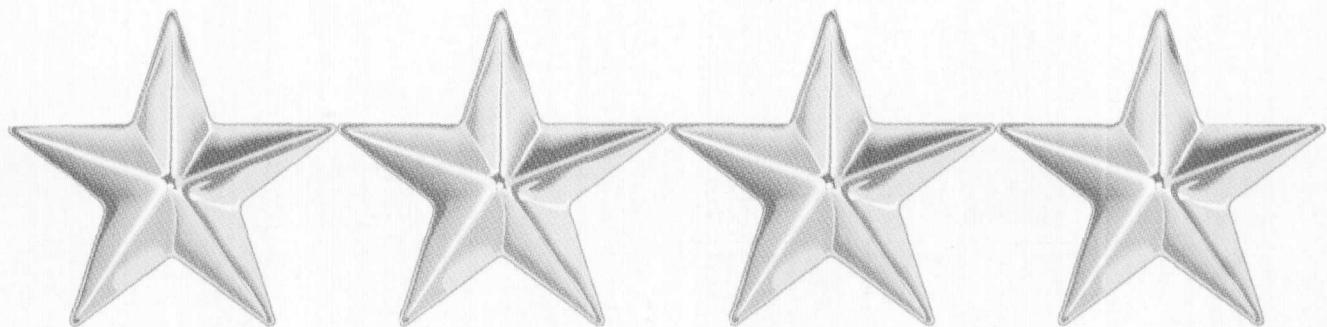


Commandant's Guidance Update



**Expeditionary By Culture -
Transformational By Design**







1 July 2002

In July 1999 I issued the *Commandant's Guidance* as an expression of my commander's intent concerning the direction of our Corps. In July 2000 an update concerning the importance of safety was published as an addendum to the initial guidance. The past year has seen our Corps actively involved around the globe, combating the threat of global terrorism and responding to changes set in motion by both the Quadrennial Defense Review and the events of 11 September 2001. Transformation—its definition, applicability, and resource implications—has been central to every discussion in the Department of Defense (DoD) over the past 18 months. Although my initial guidance addressed innovation and the future thinking required to embrace change organizationally, technologically, conceptually, and in our business practices, these ideas were not contained in a focused discussion of transformation. While continuous innovation and transformation remain central to our heritage, I am issuing this annual update to my initial guidance in order to focus all Marines on the meaning and implication of Marine Corps transformation.

Marines are expeditionary and innovative by nature, and transformational by design. We have long recognized that our continued success depends on our capacity to anticipate, prepare for, and adapt to new circumstances. Our achievements since 11 September 2001 are testament to our history of innovation. As each of you well knows, throughout our history the Marine Corps has continually adapted itself to the missions, threats, and technologies at hand—evolving from a naval constabulary to light infantry, to an amphibious assault force, to a combined arms expeditionary force capable of rapid, sustainable, forcible entry operations around the globe.

Drawing on our transformational heritage, the Corps is moving forward with innovation and experimentation that supports four conceptual pillars of our transformation efforts: development of leap-ahead technologies, new organizations, revolutionary operational concepts, and business and acquisition reform. As we search for ways to adapt technology advances into our maneuver warfighting philosophy, we are focused on gaining a quantum leap in warfighting capabilities. Our innovations are not limited to equipment and weapons systems, but reflect the development of new operational concepts and organizational realignments as well. We realize that technology alone cannot answer the challenges we face. Instead, we must use innovation to greatly enhance our capabilities without exposing new vulnerabilities. This means that our concepts and organizations must be redesigned to use technology effectively, informed by historical experience, but with a focus on future challenges and opportunities. Finally, a continuing effort to transform our business practices is vital to husbanding scarce resources and maximizing transformational opportunities.

Every Marine must understand the transformational nature of our Corps and its importance to our future. As I said in my initial guidance, as many good ideas come from the bottom up as come from the top down. I charge each of you to embrace change and contribute to our continued proud history of transformation. Transformation is vital to "maintaining operational excellence," and this new material should be considered an integral part of that portion of my original guidance. Like the original document to which this addendum will be added, this update is intended to establish "Commandant's intent" with regard to one of the most vital imperatives we face in an ever-changing national security environment—transforming our Corps to meet the challenges of the future.

Semper Fidelis,

Ours is a history of continuous innovation and transformation. From the early days of ships detachments, to innovations such as close air support, amphibious warfare, vertical envelopment, short takeoff and vertical landing (STOVL) aircraft technology, maritime prepositioning, expeditionary maneuver warfare, and the establishment of organic antiterrorism capabilities, the Marine Corps continues to transform the manner in which our Nation projects power and influence beyond the sea.

Transformation is most easily defined by a combination of what it is and what it is not. Transformation is not simply the military application of technology. The implementation of the all-volunteer force has been one of the most transformational actions in the past 50 years. While not readily appreci-



ated as transformational by some academics and policymakers, the all-volunteer force has fundamentally changed the way we organize, train, and equip not only the Marine Corps, but also each branch of DoD. So how is the all-voluntary force "transformational"? Transformation results when change causes one of two outcomes; either an organization develops the ability to do something that was previously unachievable, and/or it develops the ability to perform a function exponentially better than before. The quality of today's Marine Corps—that "all-volunteer force"—has allowed us to do both.

Transformation is thus a synthesis of activities across four "pillars": leap-ahead technologies, organizational change, revolutionary operational concepts, and the implementation of cutting-edge business and acquisition practices. It is important that every Marine—active duty, Reserve, or civilian—understands this definition of transformation, since it provides the basis for every Marine to understand, and contribute to, the effective and efficient application of fiscal and intellectual resources that will transform our Corps.

LEAP-AHEAD TECHNOLOGIES

Each and every Marine must clearly comprehend the "new reality" confirmed on 11 September 2001 and understand what it will take to fight and win against current and future adversaries. Our history of continuous innovation has led to investments in major transformational capabilities such as the V-22, STOVL Joint Strike Fighter (JSF), advanced amphibious assault vehicle (AAAV), and integrated logistics capabilities (ILC)—all well-developed programs, ready today to meet the challenges of tomorrow. Enhancing our operational and tactical mobility, lethality, stealth, and sustainability will serve us well in meeting future challenges. Amphibious lift and maritime prepositioning concepts and capabilities currently in development hold significant promise to revolutionize the future of force deployment and employment, to include contingency response, forcible entry, and force buildup around the globe. These capabilities are vital to ensuring continued transformation of naval capabilities.

ORGANIZATIONAL TRANSFORMATION

In addition to our programmatic innovations, the development of the 4th Marine Expeditionary Brigade (Antiterrorism) (4th MEB (AT)) consolidates new and existing Marine Corps capabilities into a more effective and readily employable capability to meet the emerging threat of terrorism both at home and around the globe. The establishment of 4th MEB (AT) displays the organizational agility and the adaptability that is part of our heritage by assuring unity of command and gaining training and deployment efficiencies that increase our security against 21st century threats. This is not the only aspect of organizational transformation. Organizational transformation is more than squads, platoons, battalions, squadrons, and the various Marine air-ground task forces (MAGTFs) that make up our Op-





erating Forces. In order to truly transform we must determine the best way to "spend" the 211,000 active and Reserve Marines. Key in this process is determining the most efficient and effective way to command and control our forces in the 21st century. Organizational transformation encompasses not only how we organize, but also how we operate within the organization institutionally. Undergirding our entire transformation is our ongoing revolution in the ability to logistically support our operations from home station to the most forward deployed Marine Corps unit. ILC concepts and activity-based costing and management are transforming the way we support warfighters at home and abroad. Organizational transformation is truly "institutional transformation" as it dictates not only how we operate but, as well, how we deal with the close-knit society known as the Marine Corps.

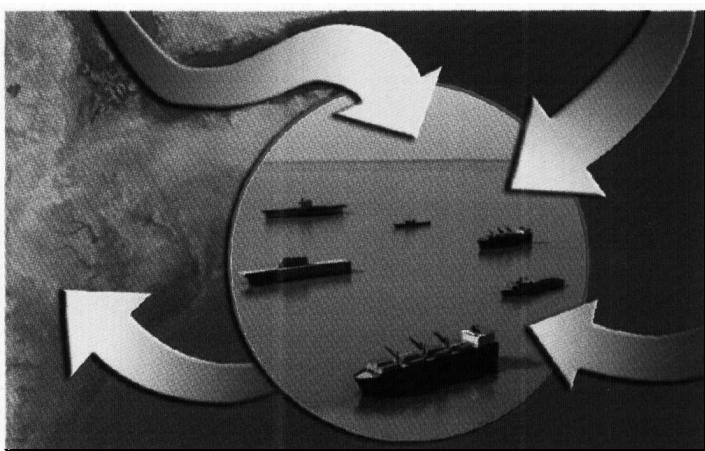
The manner in which we treat Marines—our most valuable resource—is a significant aspect of our institutional transformation. Every Marine represents the best and brightest America has to offer, and retaining Marines demands that we change the paradigm within which we respond to Marines' needs. While we recruit Marines, we retain families. Twenty-first century readiness is defined by a Marine, his family, the weapons systems Marines employ, and the bases and stations from which they deploy. Bases and stations are central to the quality of life that retains both single Marines and Marines and their families. This change in organizational focus is a vital but often overlooked aspect of Marine Corps transformation.

REVOLUTIONARY CONCEPTS

In the 20th century, mass was the coin of the realm in terms of military power. The shift in the 21st century has been away from mass to precision, maneuver, and speed. The Marine Corps has continuously developed revolutionary concepts that focus on precision and speed and, when supported by leap-ahead technologies and organizations, will provide new capabilities and order-of-magnitude improvements in old capabilities. Central to precision and speed is achieving true expeditionary capabilities.

"Expeditionary" means that operations are organically sustainable over extended periods. There is a difference between being expeditionary and simply being deployable. Marines are truly expeditionary forces because we cannot only displace to distant environs and operate immediately upon arrival without host-nation support or infrastructure, but also operate over a sustained period of time without requiring nearly immediate reinforcement. If a force does not have this organic sustainment capability, then it is more "deployable" than "expeditionary." Organic sustainability will continue to be the hallmark of truly capable forces around the globe, and ongoing improvements in seabasing will be the true transformation of the future. Ongoing advancements in developing future maritime prepositioning concepts and capabilities are transforming sustainable expeditionary forces of the future. Investing today in developing the next level of capabilities will transform our ability to deliver combat-credible forces from the sovereign seabase, and move beyond the necessities of host-nation ports and airfields for joint force buildup and employment.

Today's actions in the global war on terrorism, as well as the challenges of the future strategic landscape, highlight the continued need for a combat-credible, amphibious, forcible entry capability and the value of seabasing these capabilities. Traditional amphibious ready group/Marine expeditionary unit organizations are tremendous assets for forward presence and rapid reaction, but credible forcible entry capabilities require the means to quickly employ larger, more lethal MAGTFs such as the MEB. MEB assault echelons, rapidly reinforced through maritime





prepositioning forces (MPFs) will provide a credible means for clearing the way for follow-on forces in an access denial environment. Naval forces, as an integral component of a larger joint force, will use the sea as maneuver space and as a secure "base" from which joint force commanders (JFCs) can collect intelligence and project power to impact the early stages of a potential crisis. Enhanced networked seabasing provides force protection; command, control, communications, and computers; fires; and logistics capabilities that support versatile and flexible power projection and enable highly lethal forces to move directly from ship to objectives deep inland. Enhanced network seabasing will network platforms and promote increased interoperability among the amphibious task force, carrier battle group, MPFs, combat logistics force, and emerging high-speed sealift and lighterage technologies. These enhanced seabased operations will capitalize on rapid force closure through *at-sea arrival and assembly*, the flexibility of *selective equipment offload*, *rapid force reconstitution*, and the protection afforded by the Navy's control of the sea. Seabased operations will capitalize on network-centric warfare, the maneuver space afforded by the sea, and increased speed of decisionmaking enabled by linked sensors, shooters, and command and control nodes. Projecting power from the seabase avoids sovereignty-related constraints as we deploy forces to areas with limited access to bases and infrastructure. Forward deployed naval forces will have access to an integrated worldwide logistics system to sustain expeditionary operations and benefits afforded by the "maritime intermediate staging base."

Properly designed MPFs and adequate amphibious lift capacity are key components of seabasing sustainable, expeditionary, MEB-sized forcible entry operations. In conjunction with our Navy partners, we have worked hard to transform expeditionary forcible entry concepts and the doctrine, training, and equipment to accomplish the mission with acceptable risks. In addition to V-22, STOVL JSF, and AAV, particular attention must be focused on key capabilities that enable the forcible entry mission: mine counter-

measures (MCM), littoral antisubmarine warfare, naval surface fire support, and amphibious lift. Investing in the platforms and systems associated with these capabilities (such as the next generation of amphibious ships and MCM platforms, the joint command and control ship, naval surface fires platforms, and high-speed lighterage)—*united with naval operational concepts that synergistically combine naval capabilities*—will transform expeditionary naval capabilities in the near, mid, and far term.

The ongoing process of conceptual change is embodied in the recent publication of our overarching concept paper, *Expeditionary Maneuver Warfare* (MCG, Feb02). It is our foundation for conducting operations in the 21st century. Expeditionary maneuver warfare is the union of our core competencies, maneuver warfare philosophy, expeditionary heritage, and the concepts by which we organize, deploy, and employ forces. It emphasizes the unique and proven capabilities the Marine Corps provides JFCs and the synergy created when leveraged with the complementary capabilities of other Services and agencies.

BUSINESS AND ACQUISITION REFORM

Just as we are transforming organizationally and conceptually, we are transforming our business practices. Our warfighting readiness is a reflection of balancing the demands of current requirements around the globe with the imperative to invest in the future, as we remain ready to respond every day. This balance can—over the long haul—be achieved only if resources are reallocated from overhead and support activities to our fighting forces. To accomplish this reallocation of resources, we are adopting better business practices that have and will continue to achieve greater cost effectiveness. Transformation of business practices is central to achieving transformed warfighting capabilities and making the most efficient and effective use of resources. The Marine





Corps has implemented numerous "best business" practices in making our operations both efficient and effective. We have the largest activity-based costing/management (ABC/M) program in DoD, if not in the entire government. This process provided our installation commanders information that enabled them to reapply over \$30 million in cost savings last year by analytically measuring the costs of particular work and evaluating the performance of that work. Our 15 major bases and stations are fully engaged in ABC/M and have stringent reporting requirements that will help us to fully identify additional areas where we can gain further efficiencies.

Gaining these efficiencies will allow us to more effectively launch expeditionary operations from the fifth element of the MAGTF, our bases and stations. The ILC initiative has redesigned Marine Corps ground logistics business processes using information technology as a key enabler. The ILC initiative has provided a structured, disciplined, and focused approach to baselining our major logistics processes by exploring opportunities and benefits for moving ahead. ILC has not simply automated old processes but rather has reengineered, where appropriate, logistics processes to transform support to the warfighter.

To transform our business practices, the Marine Corps must increasingly rely on business intelligence and technologies promoting access to information. We consider information to be a strategic asset, and by assuring access to information we will improve the operational agility of the Marine

Corps. Our efforts to promote enterprise management of information technology confirm our need for a common infrastructure that includes a shared data environment, realignment and consolidation of many of our information systems, and the search for cost-effective strategies.

Commercialization, privatization, and outsourcing are among the methods we have used to reduce costs, but ultimately it is competition between public and private sources that has led to increased savings. While we have initiated competition between government and private sector commercial sources for a broad number of activities, this transformation in obtaining goods and services is best exemplified at our bases and stations. We have embarked on public-private ventures to secure quality housing for all Marines and when complete will have eliminated our housing shortfalls within the timeframe directed by DoD. More importantly, we will have done so without the significant investment in military construction dollars and will have focused all Marines on our warfighting core competencies.

Transformation has a widespread impact on our Corps. These examples from across each pillar of transformation represent the "good ideas" of Marines just like yourselves who have found better ways to invest the fiscal and intellectual capital resident in our Corps. I charge each of you to embrace change and contribute to our continued proud history of transformation. Transformation is vital to maintaining the operational excellence that has become the hallmark of Marines through history.



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