



COMMANDER, UNITED STATES FLEET FORCES

SERIAL 003 – Fleet Sustainment



I. Estimate of the Situation

1. Providing forces ready for tasking to Combatant Commanders requires us to generate forces that can perform the missions or functions for which they are organized or designed to perform in combat and other missions. As an expeditionary force, we reset during each inter-deployment period to ensure we can sustain the required level of operational activity into the future and to achieve the Expected Service Life (ESL) of the force. Achieving ESL is fundamental to building the future capacity required to remain a ready, responsive and relevant Navy.

2. An unstable international security environment has resulted in a significant number of Combatant Commander Requests For Forces (RFFs). The Fleet Response Plan (FRP) enables the Navy to respond to these unplanned requirements with trained and ready surge forces. However, we have to cash-flow RFF operations with maintenance and sustainment funding until supplemental funding becomes available later in the Fiscal Year. The result of this process is instability in our readiness accounts, which negatively affects ship maintenance, spares replacement, and non-deployed training opportunities which forces us to bow-wave maintenance and sustainment requirements into the future. This cycle erodes the material health of the force and is not sustainable. Breaking this cycle to ensure we can sustain the required level of operational activity into the future and maximize the service life of the force will require us to:

a. Generate forces in a sustainable model. Our force generation model must balance operational availability with sustainability. To accomplish this goal effectively, our process must be driven by standards (how we operate and maintain our ships, submarines, aircraft, and expeditionary units) and not an unconstrained demand signal that favors operational availability over sustainability. A sustainable model will require fully resourcing reset to both operational and material health standards (minimum of C2, and C1 for specialized missions) prior to deployed operations, and establishing a set period of time during the inter-deployment period where the unit is not surge available to ensure the completion of all required unit training and class maintenance requirements.

b. Hold the line on time-tested, combat proven standards for how we operate, maintain, inspect, and certify our forces. Standards, like specifications, are based on fact and do not change with the availability of resources. Although operational readiness and material health will change over time based on a unit's position relative to its deployment period, neither measure can be allowed to fall below the minimum standard required for safe operations or to achieve ESL.

c. Provide our people the tools, training, and time needed to prepare them to deploy with confidence in their ability to accomplish the mission assigned. We develop confident and competent Sailors when we have sufficient numbers of high-quality people, well-maintained and ready equipment, units that are properly supplied, and effective training programs. Keeping this foundation strong requires steady investment - and it is this steady investment that makes us the ready, responsive, and relevant Navy we are today and “unlocks” the future capabilities funded in the rest of our Navy program.

II. Guidance

A. COMUSFLTFORCOM 291313Z MAR 10 Scope of Authority of Warfare Enterprise Leads

1. The Fleet sustainment issues we face today are complex and the result of the cumulative impact of decisions made over time. Resolution of these issues and establishing positive material health trends will require a long-term commitment across our entire man, train, equip, and maintain domain. However, there are several foundational elements that we know must be put in place if we are to properly sustain the force:

a. Chain-of-Command. In order to achieve unified action to accomplish their collective mission – providing for and maintaining those levels of ready forces, materiel, and consumables necessary to support military effort – Type Commanders (TYCOMs) and their supporting maintenance organizations must conform to the core Command and Control principles and guidance in SERIAL 002 (Command and Control) and reference (a). TYCOMs have clear and unambiguous accountability for man, train, equip, and maintain functions for assigned forces. Executing this authority requires a clear chain-of-command from the TYCOM to each Commanding Officer and Officer-in-Charge.

b. Standards. Maintenance standards (what maintenance must be completed, when must it be completed, and to what quality) ensure our units perform to design specifications on deployment and achieve their ESL. Maintenance standards must be independent variables that drive maintenance requirements and maintenance funding. Preventive Maintenance System (PMS) Plans and Integrated Class Maintenance Plans (ICMPs) link standards to funding requirements and must be accurate, well maintained, and fully executed.

c. Material Inspections and Assessments. Feedback is a critical element of control in command and control (SERIAL 002). Third party inspections are required to validate and maintain unit standards. Third party and self-assessments are required to establish and maintain a culture of continuous improvement between inspections.

d. Tools, Training, and Time. The tools we provide our Sailors to improve efficiency must perform to their design specifications. Our force generation model must provide a stable period of time during the inter-deployment cycle where the unit is not surge available to improve maintenance and training planning and execution.

III. Tasks

A. USFF / COMPACFLT Joint Letter, Surface Force Readiness, Ser N080 dtd 22 Mar 10

1. CNSL. Coordinate with Surface Force Readiness Senior Leadership Oversight Council (SLOC) to develop a detailed plan to address surface force readiness issues per reference (a). Due: 28 May 2010. Essential outcomes of this plan include:

a. Command and Control. Establish a chain-of-command that will provide clear and unambiguous accountability for ship man, train, equip, and maintain issues; and consider stand-down of the CLASSRONs and the transfer of CLASSRON manpower and functions to a “Readiness ISIC”, Afloat Training Group (ATG), and TYCOM as appropriate.

b. Organization. Establish I-level maintenance Additional Duty (ADDU) relationship between NAVSEA and the TYCOM; accelerate the transition from the Surface Ship Life Cycle Management Activity (SSLCMA) to a Surface Maintenance Engineering Planning and Procurement Activity (SURFMEPP) comparable to SUBMEPP; ensure ships are appropriately manned to operate and maintain; and Ship Maintenance (SHIPMAIN) policies and practices are reviewed, evaluated, and adjusted.

c. Technical Training. Establish a sea-shore flow from ship to I-level maintenance activity in coordination with OPNAV N1/CNP; expand initiatives like the Shipboard Maintenance and Repair Team (SMART) to ensure Leading Petty Officers, Leading Chief Petty Officers, Division Officers, and Department Heads (our leadership continuum) can properly assess material conditions and maintenance requirements; and comprehensive ATG training, to include “over-the-shoulder” training.

d. Culture. Reestablish appropriate 3rd party and self-assessments to establish a culture of continuous improvement; and reestablish 3rd party inspections on a standard schedule implemented on a timeline that allows ships to properly prepare.

2. USFF N4/7. Some of the elements of the detailed plan generated by the Surface Force to address readiness issues may be applicable to other TYCOMs. Review the 28 May 2010 plan (task #1) and coordinate with COMPACFLT to implement relevant actions across appropriate TYCOMs. Due: 30 Jun 2010.

3. USFF N4/7. Coordinate with Fleet Readiness Enterprise (FRE) Executive Director, USFF N3/5, USFF N1, COMPACFLT Staff, NAVSEA Staff, and TYCOMs to stabilize unit depot-level maintenance schedules (start and completion dates) when the unit is not surge available during the inter-deployment period to achieve the following. Due: 1 Oct 2010.

a. Reestablish dedicated depot-level maintenance availabilities and eliminate Continuous Maintenance Availabilities to execute class maintenance requirements. The goal should be to minimize re-planning inefficiencies caused by the change of availability start dates.

b. Facilitate the completion of formal schools and other training requirements prior to the start of the Basic Phase. The goal is to ensure the unit is manned and adequately trained to begin the Basic Phase.

4. USFF N4/7. Coordinate with TYCOMs and NAVSEA to conduct a complete material health and modernization assessment of the SPY-1 RADAR/AEGIS Weapon System (AWS) program of record (including AWS Baseline 7.1.2). Identify policy issues, program shortfalls, and interoperability issues that will prevent sustaining the SPY-1 RADAR/AEGIS Weapon System through 2020 and executing the Ballistic Missile Defense (BMD) mission directed by the President. Due: 31 Oct 2010.

5. USFF N4/7. Coordinate with TYCOMs and COMPACFLT to conduct a complete review of the administrative tools provided to the Fleet (e.g. Relational Administrative Data Management (R-ADMIN), Navy Cash, and Organizational Maintenance Management System – Next Generation (OMMS-NG)) to determine if they are performing to design specifications and if not (or if there is no program of record), recommend a plan of action to either fix the tool or address the impact caused by the failure of the tool on the unit. Due: 27 Aug 2010.

IV. Summary

1. Although our Navy is stressed and stretched, there is no doubt we are ready today. Material health trends, especially in our surface combatants, show the force is stressed; we need to take action now if we are to sustain current readiness levels into the future. As we address known sustainment issues, we need to be deliberate with our changes, not only to ensure that we are addressing root causes and not individual symptoms, but to also ensure we do not inadvertently create chaos because we did not understand the secondary and tertiary effects of our actions.

2. That said, it is clear that there are several foundational elements that must be put back in place if we are to properly sustain the force, especially in an increasingly challenging fiscal environment. One foundational element I strongly believe in, regardless of fiscal environment, is providing our people with the tools, training, and time needed to prepare them to deploy with confidence in their ability to accomplish the assigned mission. Providing forces ready for tasking is not only a commitment to the Combatant Commanders, but also a promise to our Sailors who see their entry into deployment marking the best readiness and material condition they will ever achieve, their overcoming the challenges on deployment to achieve mission success as the highlight of their careers, and their ability to sustain a high level of readiness on deployment a significant contributor to our culture and ethos. Matching the reality they will face with their expectations for deployment is critical to retaining the high-quality Sailors we need to keep our Navy ready, responsive and relevant.


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