COMMANDER, UNITED STATES FLEET FORCES
SERIAL 006 – Transitioning New Capabilities to the Fleet

I. Estimate of the Situation

Operational Readiness: Capability of a unit/formation, ship, weapon system, or equipment to perform the missions or functions for which it is organized or designed to perform in combat.

Operational readiness starts with providing our Sailors with the tools and training required to achieve mission success. This readiness means the ships, submarines, aircraft, and units they man and the information systems, weapon systems, and equipment they employ must:

- Perform to design specification throughout its service life;
- Provide the required doctrine and the training infrastructure (facilities, instructors, courses, and sea-shore flow paths) for our Sailors to maximize warfighting capability; and
- Provide the manpower (based on as-is conditions and not assumed conditions), maintenance and logistics programs that allows our Sailors to effectively (not just efficiently) operate and maintain the capability through expected service life.

Program Managers have primary responsibility for delivering operational readiness and Fleet capability to sustain operational readiness at Initial Operating Capability (IOC). As the customer, the Fleet plays an important and visible role from concept development through delivery, including a recommendation to the Chief of Naval Operations whether to accept any request to deliver or place in active status a ship, submarine, aircraft, weapon system, or piece of equipment. Engagement with Resource Sponsors and Program Managers in requirements, resourcing and acquisition processes to generate operational readiness is primarily a responsibility of USFF. Providing feedback to the Program Manager's team regarding the performance of their product to design during the Fleet introduction process and generating the Fleet's assessment whether the Program Manager's product should be accepted is the primary responsibility of the TYCOM. These responsibilities and authorities are well defined in established policy. We must act to the limits of these authorities to ensure the product delivered at IOC can immediately contribute to the Navy's mission and the manpower, training and support systems required by our Sailors to sustain operational readiness through expected service life are in place.

II. Guidance

1. Hold responsible Commanders accountable to established policy, validated performance/sustainment requirements, and time-tested, combat proven standards for how we inspect and certify our Navy to ensure the delivery of:

- A new or modernized capability that performs to design specifications;
- The doctrine and the training infrastructure (facilities, courses, instructors, sea-shore flow paths) required by our Sailors to maximize warfighting capability; and
- The manpower and maintenance and logistics programs required to effectively operate and maintain the capability through expected service life.

III. Tasks

A. SECNAVINST 5000.2D Implementation and Operation of the Defense Acquisition System and the Joint Capabilities Integration and Development System
B. OPNAVINST C3501.2K Mission Areas and Required Operational Capability/Projected Operational Environment Statements (ROC/POE)
C. OPNAVINST 1000.16K Navy Total Force Manpower Policies Procedures
D. OPNAVINST 1500.76A Naval Training System Requirements, Acquisition and Management

1. USFF N8. Coordinate with COMPACFLT staff to establish a Fleet Introduction Program via a joint COMUSFLTFORCOM/COMPACFLT Instruction. The purpose of this program will be to transition major acquisition programs (high cost or high complexity) in a regimented process to the Fleet. This instruction will complement related Echelon 1 and SYSCOM instructions, and replace existing/related Fleet instructions (e.g., Appendix W to Chapter 2 of the Joint Fleet Maintenance Manual) and TYCOM instructions (e.g., COMNAVSURFLANTINST 4700.4 Fleet Introduction Handbook. Due: 22 Oct 10.

2. USFF N8. Develop a revision to the USFF Standard Operations and Regulation Manual (SORM) that establishes an N8 Division primarily responsible for managing USFF's proactive participation (within the limits of established responsibilities and authorities) in Echelon 1 requirements and acquisition generation/review processes and tracking required TYCOM milestones associated with Fleet introduction. The purpose of this division is not to duplicate or create processes parallel to already established Echelon 1 processes. Accordingly, the scope of work for this division should be defined in the SORM and limited to impact critical products (centers of mass) that assure delivery of operational readiness and the Fleet's capability to sustain operational readiness at Initial Operating Capability (IOC) through expected service life (examples follow). References (a) through (d) capture a majority of these critical products. This USFF N8 function has a higher priority than efforts to support the development of Navy's Program Objective Memorandum (POM), Program Reviews (PR), and Sea Power 21 assessments. Due: 24 Sep 10.

- Establish criteria to identify major acquisition and modernization programs that require Fleet attention, with highest priority provided to programs within four years of IOC.
- Identify critical milestones and associated products that require Fleet (e.g., CONOPS, Navy Training System Plan, Manpower Documents, ROC/POE).
- Validate assumptions and due dates in critical milestone products and re-validate if assumptions change (e.g., if manpower is based on the assumption of automation that fails to materialize during program development and testing, the manpower assumption is no longer valid and manpower requirements and resources must be revised).
- Ensure changes to requirements reflect changes to performance requirements and not changes to the availability of funding (reference (b)).
- Establish a formal method to track and provide consolidated Fleet issues to Echelon 1.
- Make effective use of the Fleet Liaison Officer to coordinate Fleet actions with OPNAV N802 (R3B) and N810 (Joint Requirements and Acquisition).
- Identify and track key TYCOM actions to transition programs to the Fleet (e.g., establishment of Fleet Introduction Teams, crew scheduling and phasing, crew certification)

IV. Summary

Successfully transitioning new capabilities to the Fleet, as we learned with the LPD-17 Class, requires a single-minded focus on standards and disciplined execution within established processes.

"*Two years after amphibious transport dock New Orleans was delivered, the propulsion system was unreliable, causing a 10-hour delay before it could put to sea for its final contract trials. The Rolling Airframe Missile launcher: both fired just 1 missile at targets and then lost power, forcing crews to reset computer systems; well deck's ventilation fans didn't work; vehicle ramps were inoperative. The ships are so unreliable that I have evaluated them as not operationally effective for combat.*"

(Director, Operational Test and Evaluation "State of Reliability" Memo, 30 June 2010)

Our role in ensuring our ships, submarines, aircraft, weapon systems, information systems, and equipment achieve their design potential starts with the process by which these platforms and systems are introduced to the Fleet. We cannot accept the delivery of substandard performance or unsustainable programs (i.e., manning, training, and logistics). Success will require engagement at key points in the program development and execution process. Success will also require a single-minded focus on key acquisition products and output – not the long, complex requirements, resourcing and acquisition process. Examples of success include no INSURV starred cards following acceptance trials and COMOPTEVFOR findings of "operationally suitable and operationally effective" with no critical operational issues following operational test and evaluation.

J. C. Harvey, Jr.
Admiral, U.S. Navy