November 2008

CNO Guidance for 2009

Executing our Maritime Strategy

Our Maritime Strategy was issued one year ago this month, but, in fact, the tenets of the strategy have been with us for more than 233 years. Today, we are forward in all corners of the world, on watch and working with joint and international partners across the range of operations, providing safety and security for our Nation, and ensuring the free flow of maritime commerce upon which our Nation's prosperity depends.

We are the world's most capable Navy. Yet, the complexity of our strategic, operational, and tactical environments is growing as our world becomes increasingly interconnected through the rapid, global movement of information, commerce, and people. Our Maritime Strategy recognizes this new norm and articulates the role of our Navy in preventing war and resolving conflict.

As we execute the imperatives of the Maritime Strategy, we must continue to stimulate innovation, encourage confident risk-taking, and inculcate the culture of command that has been the foundation of our Navy's successes for more than two centuries.

My 2007-2008 CNO Guidance articulated my vision, mission, and guiding principles for our Navy. Moreover, it shaped my focus areas to build the future force, maintain our warfighting readiness, and develop and support our Sailors, Navy civilians, and their families. We have made significant progress in these areas and our accomplishments over the past 12 months have set the stage for continued achievements in 2009. Some highlights follow:

Build the Future Force:

- We accepted the first Littoral Combat Ship, USS Freedom (LCS-1), and issued the first contract for the Broad Area Maritime Surveillance aircraft, introducing new capabilities into our Fleet to meet future challenges.
- For the first time since 2001, we held a Global/Title X Wargame with our international partners that helped determine the necessary capabilities and capacity of our Fleet.
- We established an Irregular Warfare office in OPNAV N3/N5 to guide our organization, procedures, and investments in Irregular Warfare capabilities.
- We energized early involvement in the 2010 Quadrennial Defense Review (QDR) by chartering the QDR Integration Group to allow us to better articulate our Navy positions during QDR and to better coordinate and cooperate with the other Services in ensuring a joint approach to our nation's defense.

- We deployed our first guided missile submarines, USS OHIO and USS FLORIDA, in less than six years from the start of their conversion from strategic service.
- We achieved unprecedented savings in VIRGINIA Class procurement and are now within $250 million of achieving our goal of $2B per submarine by FY12.
- We elevated the Director of Naval Intelligence to Vice-Admiral rank, placing the Navy's senior intelligence officer on par with the other Services and, thus, significantly enhancing our influence over intelligence requirements.
- We established an Assistant CNO for Next Generation Enterprise Network (NGEN) and commissioned the Navy Information Technology Management Council to optimize governance and investment in information technology.
- We instituted a whole warfighting analysis approach to resource allocation for our most demanding missions, giving us a better view of investments in capabilities across each link of the kill chain.
- We are moving forward to truncate the DDG-1000 class and continue production of the DDG-51 class to improve our capability and capacity to meet increasing Combatant Commander demands for integrated air and missile defense, open ocean anti-submarine warfare, and to pace the increase in numbers of quiet electric diesel submarines.
- We revised our approach to concept generation and development by assigning this critical task to the Naval Warfare Development Command and by emphasizing renewed focus on concepts at the operational level of war.

Maintain Warfighting Readiness:

- We completed 13 of 15 successful demonstrations of our operational capability in Ballistic Missile Defense, showcasing important flexibility.
- We preliminarily accredited four Maritime Headquarters with Maritime Operations Centers (MHQ w/ MOC) and developed a Concept of Operation for MHQ w/ MOC.
- We advanced integration of Navy and Coast Guard Command, Control, Communication, Computers, and Intelligence (C4I) by establishing Flag-level staff talks and by aligning Navy and Coast Guard Maritime Domain Awareness programs to increase cooperation and eliminate capability gaps.
- We refined performance price models to develop detailed metrics on what it takes to build and sustain a surge-capable Navy. These metrics allow us to link our readiness levels to specific Operational Availability (A_O) output and risk.
- We implemented the tools needed to operationalize Maritime Domain Awareness. We provided technology and infrastructure at nine operational nodes. We expanded maritime networks and enabled international partners as data providers, and we expanded training for our people in MDA missions.
- We embarked Non-Governmental Organizations (NGOs) and international partners aboard Navy hospital and amphibious ships to provide HA to local populations. To date, we have treated more than 320,000 patients in Southeast Asia, South America, and Africa, generating enormous good will in these areas.
- We provided maritime security training to eight countries in the Gulf of Guinea and six in the Caribbean basin.

- We established Task Force Energy, to raise visibility and awareness of energy as a strategic resource, optimize energy considerations in budgeting and acquisition, and recommend Navy-wide energy conservation, environmental stewardship, and alternative energy strategies.
- We conducted a "fence-line to fence-line" assessment of shore infrastructure, developed metrics that indicate the state of our shore readiness, and established the Shore Integration Governance Group to integrate requirements and manage investments in shore readiness.

Develop and Support our Sailors, Navy Civilians, and Families:

- In our first year of Total Force Recruiting all recruiting goals were met at or above target numbers and we met or exceeded enlisted personnel retention goals across all zones in FY08.
- We realigned Navy sponsorships, increased Flag, SES, and junior officer engagement with affinity groups, and expanded partnerships with university science, technology, engineering, and math (STEM) programs to highlight naval service for high-achieving, under-represented minority students. We expanded our outreach to the growing Latino community, increased applications and scholarships for Navy ROTC units at Historically Black Colleges and Universities, and increased US Naval Academy (USNA) diversity accessions. The Class of 2012 is the most diverse entering class in USNA history.
- We transitioned many short-notice, mid-tour, temporary-duty Individual Augmentation (IA) assignments to permanent change of station GWOT Support Assignments (GSA) negotiated in a Sailor's normal detailing window, thereby improving Sailors' ability to plan and develop their careers while balancing family needs and quality of life.
- We improved our ability to provide care to Sailors returning from IA assignments by automating tracking of post-deployment health assessments and by introducing Operator Stress Control training programs into Command Leadership School and the Senior Enlisted Academy.
- We redesigned psychological health services to improve quality care to individuals who experience traumatic brain injury.
- We established the Navy Reserve Psychological Health Outreach program to provide clinical assessment and operational stress control education services to redeploying reservists and active duty personnel.
- We issued a two-year contract to expand the use of Returning Warrior Workshops, which provide Sailors returning from IA or GSA deployments with post-mobilization reintegration opportunities.
- We emphasized our commitment to the Total Force by expanding Navy civilian participation in leadership forums. We also conducted two pilot programs to more effectively manage Senior Executive Service (SES) careers; we will implement these programs Navy-wide in 2009.
- We continued implementation of the National Security Personnel System by successfully completing the first performance cycle for Navy headquarters civilians. Our Navy currently has more than 48,000 civilians under NSPS with more scheduled to convert later this year.

Focus for 2009

My 2007-2008 guidance articulated 18 intentions that I will pursue throughout my tenure. My guidance for 2009 refines the scope of my intentions and emphasizes how we will measure our progress.

Our Navy must continue to be the dominant and most influential naval force, globally and across all maritime missions. Our dominance is evident in our ability to rapidly generate persistent sea power anywhere in the world to achieve the six strategic imperatives of the Maritime Strategy. Dominance is not just about combat power; it is also our ability to work with other nations to provide global maritime security and prevent conflict. Accordingly, how our Navy is perceived domestically and internationally is an important aspect of dominance.

Key Measures:

- Ability to achieve the six strategic imperatives of our Maritime Strategy: limit regional conflict, deter war, win war, provide homeland defense, build international partnerships, and prevent and contain local disruptions
- Domestic and international perception of our Navy
- Risk taken in current warfighting readiness assessments
- Ability to meet Combatant Commander's global force management and Operation Plans surge demand for Navy forces
- Progress made on other CNO intentions

In view of changes in the global geopolitical environment, our continued dominance demands that we build a Navy with appropriate force structure and strategic laydown necessary to implement the Maritime Strategy. Over the past decade, we under-resourced future capability to pay for afloat and shore readiness. We must adjust our investments to recapitalize our force while providing the capabilities to prevent and win wars now and in the future.

Key Measures:

- Internal and external stakeholder understanding of, and support for, Navy force structure requirements
- Alignment of Navy program and procurement strategies to force structure requirements, including manned and unmanned ships, submarines, aircraft, and systems
- Degree of deviation between the Navy program and its execution
- Degree of deviation between the final defense budget and Navy budget submission
- Alignment of strategies and resources for manpower, infrastructure, afloat readiness, and technology to force structure plans
- Attainment of optimum strategic laydown

Our Naval Operations Concept (NOC) will define and articulate how we win and will convey the linkage between our Maritime Strategy and our required future force structure. Our approach to concept generation and development will define how we win in the future by bringing together the capabilities of our Fleet today and in the future.

Key Measures:

- Stakeholder understanding and use of the NOC in operations and in resource allocation decisions
- Effectiveness of Navy concept generation and development
- Effectiveness of Navy influence in joint war gaming and experimentation

Our operations and procurement plans address the capabilities of both our Navy and Marine Corps. Marine Corps roots are at sea. Navy ships underpin expeditionary operations, thus our procurement resources are intertwined. We must integrate warfighting capabilities with the Marine Corps to meet the objectives of the Maritime Strategy and Naval Operations Concept. Effective integration must include Navy and Marine Corps consensus on operational matters and resource allocation.

Key Measures:

- Degree and effectiveness of Navy and Marine Corps cooperation in the Planning, Programming, Budgeting, and Execution System (PPBES)
- Navy and Marine Corps use of common or complementary scenarios and analysis for resource allocation
- Navy and Marine Corps alignment on operational concepts, such as Seabasing, Logistics, and Tactical Aircraft Integration
- Navy and Marine Corps alignment on command and control issues, including the Next Generation Enterprise Network (NGEN)
- Marine Corps contribution to shore readiness
- Alignment of Navy and Marine Corps readiness levels

We must leverage science and technology initiatives to ensure warfighting benefits accrue to future Sailors. Our S&T investments must address warfighting gaps and improve our effectiveness and efficiency. Our S&T investments must deliver products that transition affordably to Fleet operators within a timeframe that maximizes their value. In pursuit of new technologies, we must practice appetite suppression; technology can deliver great capability, but we can only afford to invest in capabilities we absolutely need.

Key Measures:

- Warfighting value and relevance of S&T investments
- Agility of S&T transitions from development to acquisition to operation

Disciplined processes and effective collaboration among the Navy, industry, and Congress propel effective and efficient procurement. We must align the requirements, resources, and acquisition processes to achieve accountability and deliver the right capability and capacity on time and at the optimum cost throughout the lifecycle. We must clearly define and articulate warfighting requirements, effectively manage costs, and ensure stability to maintain a healthy industrial base. Ultimately, quality, timeliness, and cost will be the visible metrics of our success.

Key Measures:

- Stability of acquisition programs, measured by number and degree of changes to requirements, number and degree of changes to procurement plans, amount of cost growth, and ability to meet established schedules
- Timely understanding of acquisition costs and risks
- Degree to which requirement and acquisition documents and processes optimize life cycle cost savings from design through retirement

Dominance through the rapid generation of persistent seapower depends upon ready forces at sea and ashore. The Enterprise construct has enabled the Navy to produce readiness more effectively and efficiently. The enterprise structure and processes support better informed decisions on resource allocation and risk mitigation and enable a more holistic approach to warfighting capabilities and programming. Therefore, we must define the roles and responsibilities of each element within the Enterprise and determine how the Enterprise construct should be most effectively integrated into headquarters processes.

Key Measures:

- Stakeholder understanding and execution of defined Enterprise roles and responsibilities
- Quality of information provided to decision makers for resource allocation and risk mitigation during PPBES

Effective manning, training, maintenance, logistics, and shore support are essential to delivering ready forces to Combatant Commanders. We must instill in our uniformed and civilian force a focus on mission and individual readiness that is underpinned by our Navy ethos. Our people are capable and committed to the mission, accountable for themselves and their shipmates. We embrace the contributions of our Sailors and our Navy civilians, who share a bond in our fundamental principles and values. With the help of many of you, our new Navy ethos statement is a tangible expression of those values that transcend our diverse communities, commands, and specialties.

Key Measures:

- Ability to resource demands without overstressing our force
- Degree of deviation between the Navy readiness program and execution
- Fleet and unit readiness metrics yielding an acceptable degree of risk
- Trend of Tone of the Force metrics, such as safety, suicides, assaults, abuse, fatalities, harassment, and discrimination
- Degree of Sailor and Navy civilian identification with Navy ethos

Competent and dedicated Sailors and Navy civilians, supported by strong families, are the heart of our Navy's preeminent global maritime power. We must attract, recruit, develop, and retain a diverse, high-performing, competency-based and mission-focused force and ensure the welfare of our Sailors, Navy civilians, and their families.

Key Measures:

- Ability to meet recruiting and retention goals
- Alignment of diversity expectations through Echelon II & III
- Percentage of billets filled by personnel with the appropriate rank knowledge, skills, and abilities (i.e. FIT)
- Effectiveness of competency management and career development initiatives
- Effectiveness of NSPS implementation
- Effectiveness of workforce planning, including succession planning for key military and civilian leadership positions

Skilled commanders will ensure our continued maritime dominance. Officers must possess preeminent expertise and proficiency in planning, organizing, and commanding at the operational level. Our Navy commanders should be the joint force's first choice for leading at the operational level. That can only be gained through demonstrated competence.

Key Measures:

- Quality and delivery of training and education on operational-level planning, organizing, and command
- Navy performance in operational-level exercises and wargames
- Feedback from joint commanders regarding the competence of assigned Navy commanders and operational planners
- Frequency of joint reliance on Navy in operational-level campaigns

To succeed at the operational level of war, our Navy must be able to anticipate changes in global military (especially naval) forces, discern changes in operational and strategic patterns, and adjust Navy posture, positioning, and operational tempo accordingly. We must be able to clearly articulate the level of risk we incur as we operate the force within our budget and be able to rapidly redirect resources to meet changing conditions. Our ability to predict changes and trends in time to adjust depends upon global awareness and feedback.

Key Measures:

- Ability to identify political, military, economic, and environmental trends that could impact naval forces
- Effectiveness of feedback in delivering information on patterns and trends to Navy commanders and staffs in a timely manner to lead critical Navy operational, readiness, and resourcing decisions
- Ability to adjust to posture, positioning, and operational tempo in anticipation of changes in operational and strategic patterns

The war in Iraq and Afghanistan, and the security environment in the Middle East, demand we anticipate changes in Joint force posture and operational demands in the Middle East, determine how those changes will affect Navy posture, positioning, and operational tempo, and adjust accordingly. We must understand and anticipate regional changes and effectively adjust our Global Force Management processes to meet that demand without placing unmanageable stress on our force.

Key Measures:

- Identification and understanding of how global trends impact Navy posture and forces
- Ability to make necessary adjustments to posture, positioning, and operational tempo in anticipation of changes in posture and operational demands in the Middle East

Our ability to achieve Decision Superiority is essential to our success in operations at all levels of war. We must ensure Navy forces have Decision Superiority, particularly in Intelligence, Surveillance, and Reconnaissance (ISR), Command, Control, Communications, and Computers (C4), Information Operations (IO), and cyber warfare.

Key Measures:

- Alignment of Information Technology investments with C4I strategy
- Alignment and availability of resources to meet Decision Superiority requirements
- Ability of Navy workforce to support Decision Superiority requirements
- Effectiveness of Navy organization in supporting Decision Superiority capability decisions and resource allocation
- Ability to deliver IO capabilities, including computer network operations, to support Navy and joint requirements
- Sufficient ISR capacity to eliminate intelligence gaps limiting decisive Decision Superiority

Partnerships enable Navy success. We will move forward with the Coast Guard to ensure security in the maritime domain. The Navy and Coast Guard are working together to provide homeland defense and maritime security along our shores and in international waters. Our efforts to enhance Maritime Domain Awareness (MDA) and improve C4I interoperability will improve our ability to understand how the maritime environment impacts the safety, security, and economy of our nation and its partners.

Key Measures:

- Interoperability of Navy and Coast Guard forces and systems, such as C4I
- Alignment of Navy and Coast Guard requirements to enhance MDA
- Redundancy and gaps in Navy and Coast Guard capabilities, logistics, and operations
- Synchronization of decisions impacting maritime security
- Coordination of training

Our relationships with other navies and nations are integral to our Maritime Strategy. In times of peace and crisis, the international maritime community comes together to ensure security. Through our Navy's maritime security capability and its humanitarian assistance and disaster response capability, our Sailors deliver vital medical care, civic assistance, and maritime security training to other nations. We must evolve and establish international relationships to increase security and achieve common interests in the maritime domain.

Key Measures:

- Quality of exercises and operations involving US and international navies
- Quality of exchange programs that integrate US and international naval officers on staffs and in academic institutions
- Integration and inclusion of our Navy in international navies' staffs, academic institutions, exercises, and operations
- Interoperability of Navy capabilities with those of international partners
- Effectiveness in resourcing billets that require foreign language and Foreign Area Officers
- Substance of dialogue among our Navy and international maritime partners at all levels, from leadership to the deckplates

Our Navy staffs will have significant responsibility in executing my intentions. We must uphold a culture of command throughout the Navy that emphasizes decisiveness, competence, confidence, and accountability at all levels. We must optimize Navy staffs to efficiently and effectively support the Fleet and external constituencies. The work of our staffs directly contributes to the implementation of the Maritime Strategy and enables the continued success of our Navy.

Key Measures:

- Degree of Fleet participation in decision making
- Identification of redundancy and gaps in roles and responsibilities of Navy staffs
- Effectiveness of Navy organizational structures and processes in decision making
- Alignment of staff and Fleet actions with CNO decisions, guidance, and intentions

We must assess the return on investment (ROI) in all we do, appreciating that our people, time and money are finite; and we must manage initiatives to guarantee the appropriate balance of efficiency and risk. Assessing ROI does not require an overload of metrics and analysis; rather, each individual must use appropriate data and best judgment to assess return on investment.

Key Measures:

- Clear articulation of ROI and risk among Navy decision makers
- Degree of risk accommodated by Navy leadership
- Degree of visibility into Navy spending, capabilities, and infrastructure

Effective communication, synchronized to support our actions, is essential to achieving my intentions. We must complement key actions and initiatives with effective communication methods and messages to maximize our effectiveness and return on investment. Communication is the responsibility of everyone. Collaborate across codes, commands, echelons, and agencies to ensure your plans and operations are communicated and executed effectively.

Key Measures:

- Stakeholder understanding and support for Navy messages
- Effectiveness of Navy strategic communication planning and execution
- Integration and alignment of our communication plans with our actions

Implementation

My guidance recognizes that people, time, and money are limited. We will operate our force with a clear understanding of our level of risk. The Director Navy Staff will coordinate staff actions across Navy codes and Fleets and use existing processes and decision-making venues to drive progress on my intentions. I will receive periodic assessments on the intentions and measures highlighted in this document. Commanders will synchronize their efforts to address challenges and to recognize and seize the many opportunities before us.

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