



DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS
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OPNAVINST 3050.25
N81
30 July 2012

OPNAV INSTRUCTION 3050.25

From: Chief of Naval Operations

Subj: WARFIGHTING CAPABILITY, CAPACITY, AND WHOLENESS
ASSESSMENTS

Encl: (1) Assessment Process Timeline

1. Purpose. To define and implement an expanded integrated assessment approach to evaluating warfighting capability, capacity, and wholeness (WCCW) in the allocation of U.S. Navy resources in the Planning, Programming, Budgeting, and Execution (PPBE) process. The Office of the Chief of Naval Operations, Director, Assessment Division (OPNAV N81), under Deputy Chief of Naval Operations, Integration of Capabilities and Resources (N8), is the executive agent and lead for WCCW assessments. OPNAV N81 serves as OPNAV's analytic organization and is responsible for functions as designated in the OPNAV Organizational and Operations Manual to support and inform WCCW assessments.

2. Cancellation. OPNAVINST 3050.23.

3. Background. WCCW expresses the degree to which sufficient resources are programmed for a system or unit to achieve a required probability of mission success. These resources are expressed as personnel, equipment, sustainment, training, operations, and facilities (PESTOF). The WCCW assessment process will be implemented to support program objective memorandum (POM) preparation by:

a. Identifying near-, mid- and far-term capability and capacity gaps and providing quantitative and qualitative measures to support value-based trades between disparate components of overall Navy programs.

b. Fully accounting for platform, system and family of system wholeness across PESTOF in the near-, mid- and far-term.

c. Enabling decisions across all dimensions of Navy programs in a single analytic frame of reference.

4. Action. OPNAV N81 will lead the WCCW assessment process to include implementation of five new analytical initiatives:

a. Implement methods and metrics to measure warfighting wholeness of platforms at the unit and force levels. Represent the contribution of variable levels of manning, training, maintenance, and spares in addition to weapon system capability in warfighting mission assessments.

(1) OPNAV N81 will use Center for Naval Analysis, fleet, and warfare center of excellence (WCOE) data to develop analytic relationships between resource categories (personnel, equipment, supply, training, and ordnance) and warfighting performance/capability in appropriate mission areas.

(2) OPNAV N81 will interact with the Commander, U.S. Fleet Forces Command (USFLTFORCOM), Commander, U.S. Pacific Fleet (COMPACFLT), WCOEs, and other cognizant commands to access performance data and update foundational quantitative relationships to resource categories.

b. Implement methods and metrics that provide a composite index of platforms, systems, and family of systems capability and capacity.

(1) OPNAV N81 will determine system effectiveness by assessing the force's projected success in achieving a combination of mission level offensive (control of the battlespace), defensive (reduced attacks and attrition), and operational objectives in core warfighting capability areas.

(2) Mission level success metrics will correlate to campaign level metrics that quantifiably assess the force's ability to achieve campaign operational objectives.

c. Implement the above described methods and metrics to model and assess, both within the Future Years Defense Plan and in years beyond it, ability of the force to fight and win approved Department of Defense scenarios. This will include identification and quantification of risk in ombatant commanders operations plans (OPLANs), when tasked. This OPLAN work will be

in addition to providing a future-year analytic foundation for OPNAV N81's mission of informing investment priorities for optimizing force capabilities.

d. Implement methods and metrics that incorporate interoperability and integration (I&I).

(1) OPNAV N81 will integrate warfare capability baseline (WCB) reports from the existing I&I process detailing kill and effects chain technical performance gaps resulting from I&I issues.

(2) OPNAV N81 will conduct mission level modeling for any significant I&I gaps that can be translated into effects.

e. Implement a methodology that generates specific recommendations and a prioritization to close warfighting gaps and seams and make trades.

(1) OPNAV N81 will integrate manpower, training, and maintenance effects into warfighting kill chain assessments.

(2) OPNAV N81 will use capability solution development work produced within the I&I framework as input for recommendations and priorities to close kill and effect chain gaps.

(3) The resulting methodology will compare value of direct-support versus new capability investments in key mission areas.

5. Process Elements. Total warfighting capability and capacity includes the platform and enablers such as manning, training, maintenance, ordnance, technology development and logistics, and associated systems and family of systems such as sensors, weapons and networks. It is the intent of this process to provide comprehensive recommendations to enable informed resource-allocation decisions by leadership. Elements of the process are captured in enclosure (1) and include:

a. Capability Assessments. Capability assessments will be conducted by OPNAV N81 and will be informed by integrated fleet readiness reports (IFRR), wholeness briefs, warfighting improvement programs (WIPs), baseline assessment memorandums

(BAMs), I&I WCB assessments, current and prior year integrated analytic agenda (IAA) studies, and mission area assessments (MAA).

(1) IFRR. Fleet input to capability gap assessment will be provided via Fleet Introduction Program (FIP) reports and I&I reports. FIP reports document solutions to capability gaps before new systems reach initial operational capability, and I&I reports document solutions in terms of established kill chains. FIP and I&I inputs will contain near and mid-term recommended solutions to existing warfighting capability gaps. Results documented in these reports will be presented at quarterly Fleet Integration Executive Panel briefs.

(2) Wholeness Briefs. Each year, OPNAV N81 will propose a series of wholeness brief topics to the Chief of Naval Operations (CNO). The briefs will be delivered in the summer and are designed to address in greater detail than the normal assessment process, or in areas not covered by that process, the health of selected capability areas across the doctrine, organization, training, maintenance, leadership and education, personnel and facilities spectrum. Wholeness brief outcomes are incorporated into the MAA and front end assessment (FEA) development.

(3) WIPs. The annual fleet WIPs assess strategic readiness and the ability of Navy forces to successfully execute combatant commander tasking. Mission area WIPs are executed by respective fleet collaborative teams (FCTs). The FCTs utilize the WIP process to promulgate a mission-area specific fleet integrated prioritized capabilities List (IPCL) that is provided to USFLTFORCOM. USFLTFORCOM collaborates with COMPACFLT, Navy component commanders (NCC) and Commander, Navy Installations Command (CNIC) to conduct an integrated priority ranking of all IPCL issues and forwards the ranking to the CNO via a fleet integrated priorities letter (FIPL). This letter, delivered in the late-summer timeframe, details requirements in support of Navy capabilities planning and programming and serves to identify gaps that will assist FEA development. WIPs currently cover the following areas:

- (a) Integrated air and missile defense
- (b) Anti-submarine warfare
- (c) Mine warfare
- (d) Anti-terrorism, force protection
- (e) Electronic warfare
- (f) Maritime operations center
- (g) Strike warfare

(4) BAMs. BAMs identify the valid program baseline requirement and funding estimates to achieve 100 percent of that valid requirement in a wide range of readiness and support areas. BAMs are then used to inform resource sponsor program requirement reviews and sponsor program proposal (SPP) development in the POM process. Responsible OPNAV N-codes will lead development of their assigned BAM in collaboration with OPNAV staff stakeholders and external commands and agencies to include USFLTFORCOM and COMPACFLT. Where applicable, resource sponsors will use OPNAV N81-accredited price-performance models as the basis for BAMs. BAMs also serve as an input to the OPNAV N81 Warfighting Support and Capability Plan (WSCP).

(5) Warfare Capability Baseline Assessments (WCB). Each Fall, USFLTFORCOM, COMPACFLT, and NCCs will work with Commander, Operational Test and Evaluation Force and systems commands to produce mission area kill and effect chain gap assessments based on prioritized NCC OPLAN requirements. OPNAV N81 will integrate these WCB assessments as noted in paragraph 4d(1).

(6) IAA. Each Summer, OPNAV N81 coordinates with resource sponsors to develop the IAA for the following fiscal year. After consolidating all inputs, a recommended list of study topics is presented to the CNO for approval in September. Study results from the current fiscal year are used in MAA for input into POM development.

(7) MAA. OPNAV N81 delivers MAA in September that assess near-, mid- and far-term effects chains and capability across all Navy warfighting and support areas. Their

development is based on a summer-long comprehensive risk assessment process managed by OPNAV N81 with incorporated participation by OPNAV resource sponsors and USFLTFORCOM, plus the products developed in paragraphs 5a(1) through 5a(6). Assessment results are a direct input to FEA development.

b. FEA. Following MAA completion, OPNAV N81 begins developing the FEA. The FEA builds on the MAA and presents a comprehensive capabilities-based evaluation. It serves as the vehicle to identify capability gaps and overmatches, areas requiring additional investment, and areas where additional risk can be taken. These areas of risk will be prioritized by OPNAV N81 in collaboration with USFLTFORCOM; COMPACFLT; Director, Programming Division (OPNAV N80); Director, Strategy and Policy Division (OPNAV N51) and resource sponsors. The most critical issues are framed for the CNO in order to gain leadership validation of the gaps. The FEA is briefed to the CNO in November and frames the issues to be addressed in the WSCP and in SPPs.

c. WSCP. Following the FEA, OPNAV N81 begins development of the WSCP which translates the gaps identified in the FEA into feasible and analytically informed programmatic options. The WSCP presents a fiscally informed and balanced overview of the recommended warfighting and warfighting support capability and capacity changes from the previous POM. The WSCP, developed in collaboration with USFLTFORCOM, COMPACFLT, OPNAV N80 and resource sponsors, also incorporates new joint, Office of the Secretary of Defense and OPNAV guidance and decisions derived since FEA development. The WSCP is briefed to the CNO in January and is used by resource sponsors to further refine their SPP.

d. Integrated Program Assessment (IPA). Following delivery of SPPs to the CNO in February to March, OPNAV N81 collaborates with USFLTFORCOM, COMPACFLT, OPNAV N80, OPNAV N51 and resource sponsors to present the IPA. The IPA evaluates Navy programs across all resource sponsors to assess risk, based on SPP submissions, and provides a final opportunity to realign programs prior to POM lock. The IPA may be presented in conjunction with the final tentative POM brief.

6. Records Management. Records created as a result of this instruction, regardless of media and format, shall be managed per Secretary of the Navy (SECNAV) Manual 5210.1 of January 2012.

7. Lessons Learned. Lessons learned from this process will be captured and used to fully document the course by which future assessments will be accomplished. OPNAV N81 will provide a post-POM assessment with recommendations for process improvement in subsequent budget cycles. OPNAV N81 will also issue additional guidance and detail regarding this process, as required.

8. Reports Control

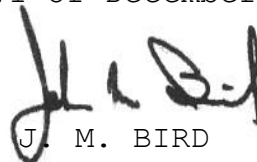
a. The following OPNAV Reports Control Symbols have been assigned:

(1) OPNAV 3050-2 Capability Assessments in paragraph 5a(1).

(2) OPNAV 3050-3 Wholeness Briefs in paragraph 5a(2).

(3) OPNAV 3050-4 Improvement Programs (WIPs) in paragraph 5a(3).

b. The reporting requirements found in paragraphs 5a(4), 5a(5), 5a(6), 5a(7), 5b, 5c, and 5d are exempt from report controls per SECNAV Manual 5214.1 of December 2005.



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ASSESSMENT PROCESS TIMELINE

