DEPARTMENT OF THE NAVY

ACQUISITION WORKFORCE FY 16-22 STRATEGIC PLAN

Forward

"An experienced Acquisition Workforce is the single-most important fundamental in achieving strong, repeatable performance in Defense acquisition."

"The Acquisition Workforce requires highly-educated and highly-skilled professionals… who are the 'Special Forces' of the federal workforce."

–The Honorable Sean J. Stackley, ASN(RD&A), 22 April 2015

The foundation of any organization is a set of values that ground them and focus them on their mission. There is not a more noble mission than to support the men and women who are protecting and serving our nation. The Acquisition Workforce (AWF) is grounded in the values of integrity, trust, diversity, teamwork, dedicated service, and excellence. Having highly educated, highly skilled, and experienced acquisition professionals is key to providing the warfighters the products they need for success. For the Department of Navy (DON) Acquisition Workforce, having the right people, in the right job, at the right time will translate to effective and efficient execution, delivering the finest warfighting capability in the world at an affordable price.

DON Acquisition is a team sport. It requires us to be innovative and holistic in our thought. We recognize and embrace diversity as we recruit, develop and retain the best and brightest to provide knowledge, oversight and stewardship to our Acquisition Programs. By informed policy, sound understanding of scientific and technological advancements, and deliberate management of our Acquisition Workforce across all career fields, we demonstrate our commitment to our men and women in uniform who have dedicated their lives to the protection of our freedom.

The Acquisition Workforce must have professional and technical excellence to deliver the Department of Navy's complex and highly technical war-fighting capability. Highly educated and highly skilled professionals in engineering, cost estimating, financial management, and contracting as well as in program management, science and technology, life-cycle logistics, information technology, facilities engineering, test and evaluation, small business, industrial/ contract property management, and production quality and manufacturing, are required for the acquisition of these capabilities.

The 2016-2022 Strategic Plan sets a course to deliver an improved, forward thinking workforce that is well-managed, highly trained, and fully qualified. Significant efforts are underway to realize the vision of world class acquisition professionals for today and tomorrow that are ***Energized, Focused, Responsible, and Accountable***.

Allison F. Stiller

Ms. Allison Stiller
Principal Civilian Deputy Assistant Secretary (RD&A)

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"In preparing for battle I have always found that plans are useless, but planning is indispensable."
–Dwight D. Eisenhower

Background

The Department of the Navy (DON) Acquisition Workforce (AWF) is responsible for translating military requirements into material solutions through designing, building, sustaining, modernizing, and maintaining complex ships, aircraft, and vehicles with associated equipment, combat systems, weapons, and ordnance to support Sailors and Marines 24/7 anywhere around the globe. Many of our major acquisition programs have life-cycles exceeding 50 years. The AWF provides the technical and professional excellence to ensure a technological edge for our military, while balancing cost, schedule, and risk, in the context of growing legislation, regulations, and policies. This requires tens of thousands of individual decisions on a daily basis. Experienced, knowledgeable acquisition professionals who know how to work in the unique defense marketplace, understand the technical dimensions, and can navigate the regulations, are central to acquisition success. Strong, repeatable acquisition performance requires a resilient and adaptable AWF.

The 2010-2015 DON AWF Strategic Plan established a strategic vision for a right-sized, high-performing, and agile workforce. Between 2010-2013, our primary focus was to bring core technical and business functions back into the organic AWF, reducing an over reliance on contractor support.

DON achieved the majority of its 5-year AWF growth plan in the first three years, rebuilding bench strength in core competency areas and creating a pipeline for future AWF and leadership positions.

During the 2014-2015 timeframe, having achieved much of our planned growth, emphasis shifted from growth to sustainment and protecting the investments made in the AWF. Significant initiatives were implemented during this time. For example, we enhanced our program management slating guidance and standardized Program Manager (PM) and Deputy Program Manager (DPM) selection. Navy Service Days and War Rooms were established which offer new PMs and DPMs a leadership perspective and insight into successfully managing acquisition programs. Additionally, new training opportunities such as the "Ships are Different" course and the "Understanding Industry" courses at the University of North Carolina and the Virginia Darden School of Business were added to address DON-specific acquisition challenges and create a better understanding of the industrial base.

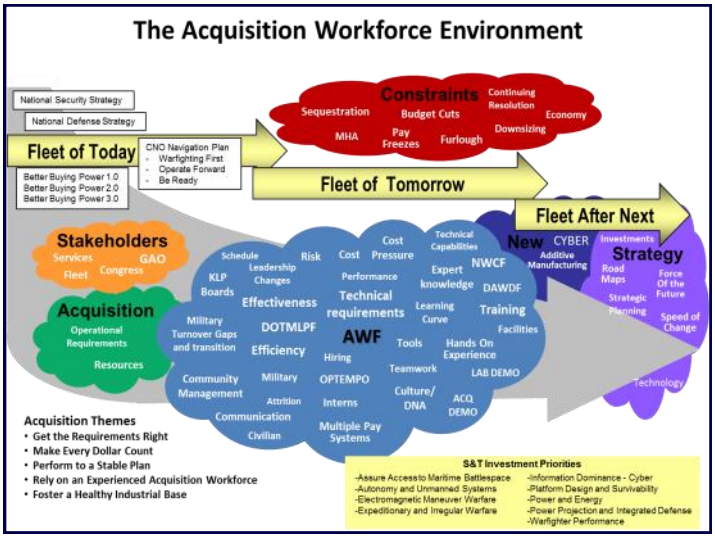
Why do we need an educated and trained workforce?

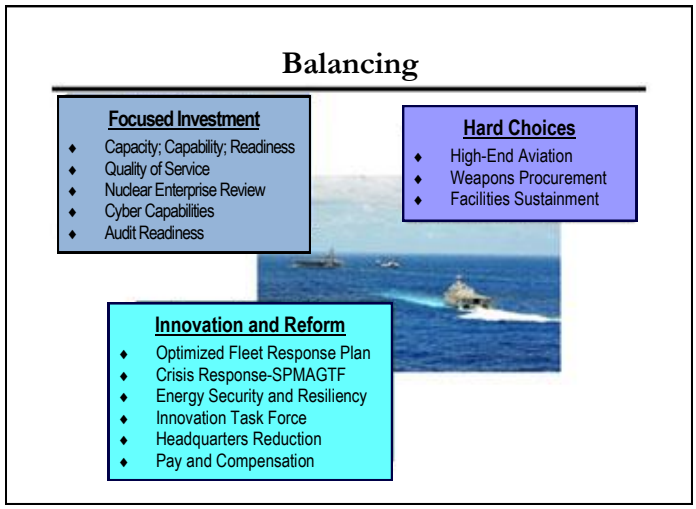
- Today's systems are more complex than ever before
- The decisions we make today will have technical (reliability, maintainability, availability) relevance and cost (acquisition and life-cycle) implications for the warfighter and taxpayer for the next 30+ years
- We need to understand the interaction with other systems (C4I, manpower, platform interface).

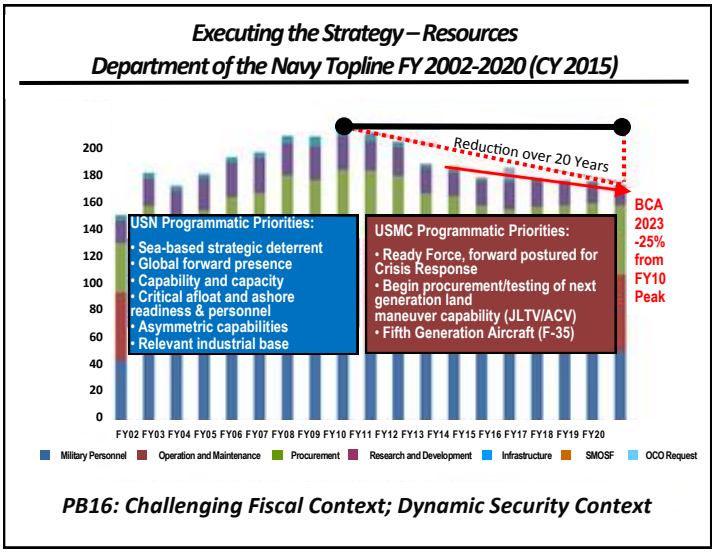
The Acquisition Workforce must have professional and technical excellence to deliver the Department of Navy's complex and highly technical war-fighting capability.

Environment

The environment is quickly changing. Downsizing pressures are increasing and the focus on cost control is greater than ever before. Recent sequestrations, pay freezes and furloughs, along with associated budgetary turmoil, have had a negative effect on the AWF. Balancing the demand of investments and innovation will continue to pressure the AWF.







The operating environment characterized by constrained budgets, with 48 new construction ships and 492 new aircraft over the Future Years Defense Program (FYDP), increasing system complexity, limited competition, a shrinking industrial base, and cyber security challenges, maintaining our technological edge will require an even more innovative, astute, and responsive AWF. To operate effectively in this environment, we must better understand the cost, productivity, and risk associated with AWF staffing to responsibly manage this community throughout its life-cycle (recruiting, hiring, developing, retaining, and retiring). An AWF that is both energized and keyed in on innovation and excellence will be better able to succeed through the challenges of the changing environment.

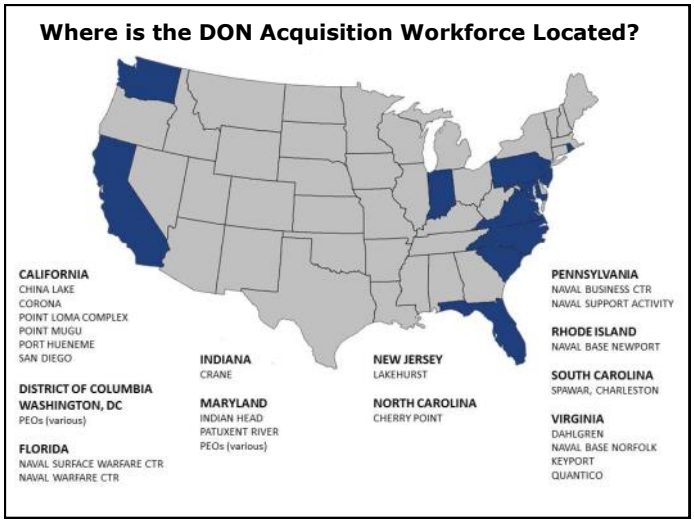
The best acquisition outcomes are produced by the most experienced acquisition people — in technical knowledge and business acumen.

The Acquisition Workforce

Who is the acquisition workforce and what do they do?

Acquisition is a Team Sport

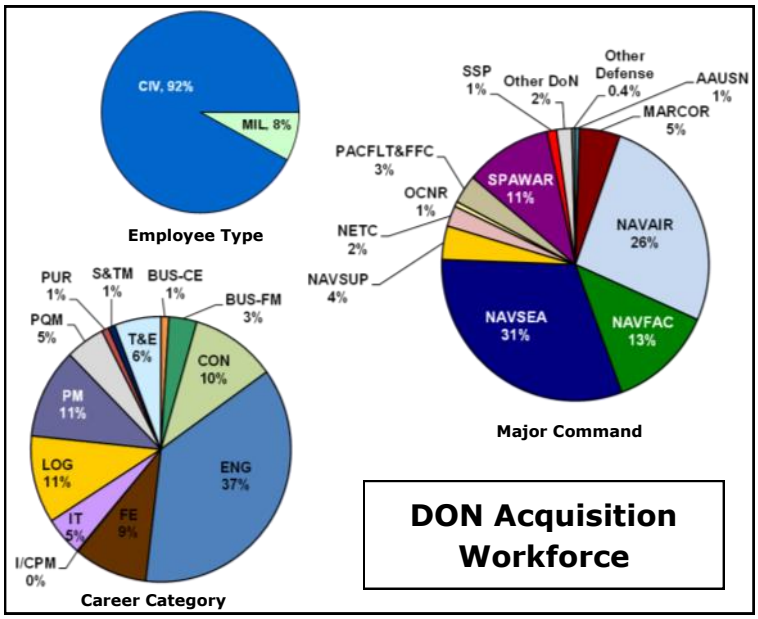
Acquisition of complex military systems requires a government-industry team of experienced, trained and skilled military and civilian program managers, engineers, scientists, business and financial analysts, computer programmers, contracting offices, and logisticians. They work in offices, labs, industrial complexes, and test ranges, located, across the United States.



The DON AWF is made up of over 57,000 civilians and military members in 14 career fields and over 15 major commands, though they are concentrated in the Program Executive Officers (PEOs) and System Commands (SYSCOMs).

The AWF translates military requirements into material solutions. In order to do this, it takes people who understand the intended use, available technology, cost, and schedule. It also takes hands-on experience that is primarily carried out in the Naval Research and Development Enterprise. The DON has a longstanding heritage of in-house expertise in Science and Engineering (S&E), both in the military and civilian communities. Without a strong Science and Engineering foundation, the Navy becomes no more than an administrative interface with limited knowledge of the systems it develops and procures. DON relies on its Chief of Naval Research, Naval Research Laboratory and its Warfare Centers for much of its S&E foundation. The DON S&E talent is required to maintain our technological advantage in products for the Warfighter.

To plan and execute major defense acquisition programs, years of fiscal planning and programming across the FYDP are required that must be performed by program managers, engineers, logisticians and financial analysts. By informed policy, sound understanding of scientific and technological advancements and deliberate management of our AWF across all career fields, we demonstrate our commitment to our men and women in uniform



Teamwork is the key to success.

How is the acquisition workforce managed?

In the DON acquisition chain of command, responsibility, authority, and accountability flow from the Assistant Secretary of the Navy (Research, Development, and Acquisition) (ASN (RD&A) to PEOs and to the Program Managers supported by the SYSCOMs. The chain of command serves several important purposes in the accomplishment of the DON's acquisition mission. It defines responsibilities and identifies accountability. It provides direction, smooth communications, and promotes efficiency. This ensures the chain of command is carried through to all levels, will enable good business judgment in acquisition, and empower the AWF to meet future challenges with resilience and adaptation.

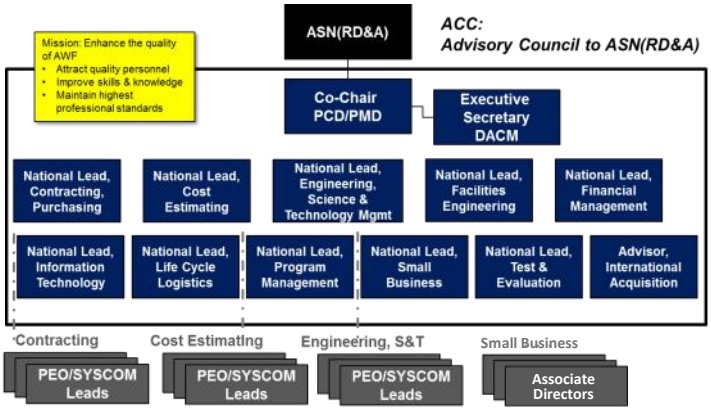
AWF Management and Oversight Structure

ASN(RD&A) and DACM

The ASN (RD&A) organization is responsible for the overall management, oversight, and stewardship of DON Acquisition, ensuring it meets the overarching needs of the Navy-Marine Corps team. The Director of Acquisition Career Management is the lead agent for the ASN (RD&A) on all AWF matters and serves as the Executive Secretary on DON's Acquisition Career Council.

ACC and National Leads

The Acquisition Career Council (ACC) functions as an advisory council to ASN (RD&A) and is co-chaired by the PCD and PMD. A Senior Executive is assigned as a National Lead to provide oversight for each of the career fields. The ACC and National Leads monitor the health of the acquisition career fields and promote acquisition excellence. They validate the adequacy of education, training, and other developmental opportunities for each career field, and work with the acquisition commands to implement career paths and talent management.



Major Acquisition Commands

SYSCOMs provide the organization, policies, physical infrastructure and support to the PEOs and Program Managers to execute Major Defense Acquisition Programs (MDAPs) and deliver products to the fleet. This includes developing the financial, engineering and contracting organizations and people as well as executing the Program Management responsibility for assigned programs.

Supervisors

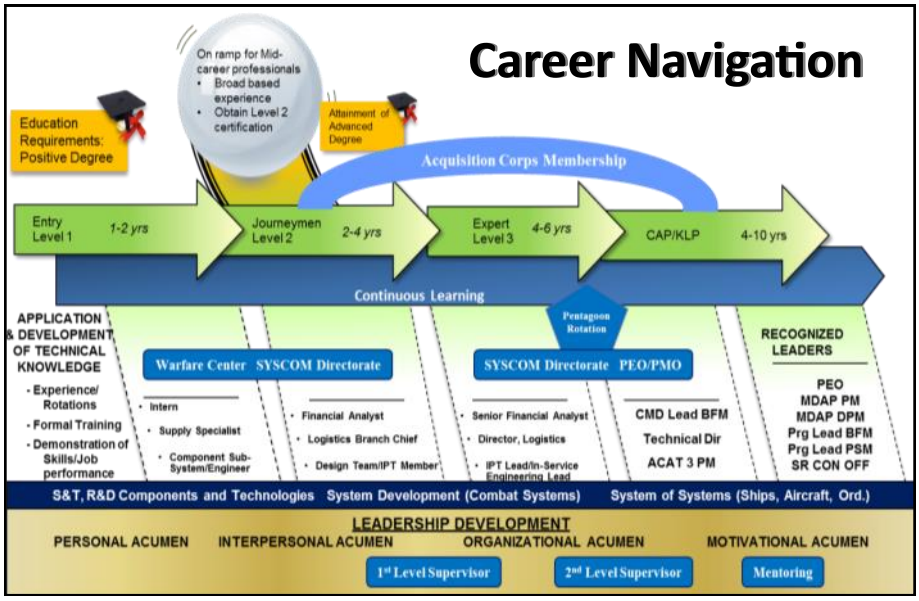
Within the PEO and SYSCOM organization, AWF supervisors are critical to the success of acquisition programs. In addition to their regular supervisory duties, supervisors are responsible for ensuring that their AWF members meet Defense Acquisition Workforce Improvement Act (DAWIA) requirements and for creating an environment that provides opportunities (education, training, developmental assignments) for the AWF to develop and reach their full productive potential.

AWF Members

Each individual is responsible for managing his or her own career. However, that should not happen in a vacuum. A team of people help guide AWF members in navigating their careers. This includes the AWF member's supervisor and others such as a designated mentor, the command's AWF program field representatives, and human resource staffs. In the following figure, a notional Career Navigation Plan is depicted. It highlights the multiple prongs of career development including experience, advanced education, training, systems understanding, and typical job progression.

The business of defense acquisition consists of tens of thousands of individual decisions made daily — requirements, technical, contracting, financial, supply, etc. — and the more experienced and qualified the AWF, the better the decisions.

It is imperative that individuals understand the whole gamut of development such that the education, training, and development occur at sufficient depth to support the organization and programs. It takes years of development to become a member of the Acquisition 'Special Forces' that has mastered professional and technical excellence. The responsibility to execute a multi-million to multi-billion dollar MDAP requires understanding and execution of the DOD and DON requirements, laws, regulations, policies, decision making, contracting, engineering, test and evaluation, logistics, trade-offs, and teamwork. It requires a professional acquisition team with the right experience and training.



How Do the Acquisition Themes Apply to the AWF?

- **Getting the Requirements Right**
  We need to understand the Operational and Technical Requirements and the drivers of our workforce requirements over time.
- **Performing to a Stable Plan**
  We must revisit the temptation to hire in a peanut butter spread fashion and hire and grow strategically.
- **Make Every Dollar Count**
  We must make every dollar count across the lifecycle—recruit, hire, develop, train and grow. Leverage best practices and investments.
- **Relying on Experienced Acquisition Workforce**
  We need to better define the career path to create experts with the proper education, training and experience (hands-on and job rotation)
- **Fostering Healthy Industrial Base**
  We must understand the right balance of knowledge and experience between industry and acquisition.

Fleet of Today → Fleet of Tomorrow → Fleet After Next

Acquisition Themes

The Assistant Secretary of Navy for Research, Development and Acquisition (ASN (RD&A)) cited five basic themes for acquisition excellence in his April 2015 testimony to Congress on Acquisition Reform Initiatives:

- Getting the Requirements Right
- Performing to a Stable Plan
- Making Every Dollar Count
- Relying on Experienced Acquisition Workforce
- Fostering a Healthy Industrial Base

The Navy and Marine Corps have been equipped with the most capable warfare systems in the world. However, acquisition costs are rising and there must be deliberate, sustained action to reverse this trend. Focusing on the five themes above will allow for clear focus and priority on controlling costs.

The DON AWF Strategic Plan outlines a framework for energizing the AWF, emphasizing AWF productivity and excellence, and reinforcing responsibility and accountability.
The plan is fundamentally built on the fact that current and future DON warfighting capability requires material solutions that are often complex, interoperable, and highly technical, which, in turn, demands technical, business, and leadership skills in the AWF capable of delivering it.

To recruit and retain the best and brightest for this work so that the DON AWF becomes the premier technical and business workforce in the world, requires changes to human resource authorities, accommodations, and compensation.

–The Honorable Sean J. Stackley, ASN(RD&A)
10/2014

Vision

World Class Acquisition Professionals, for Today and Tomorrow, Delivering the Most Capable and Affordable Warfighting Systems.

The Acquisition Workforce cannot be solely focused on the acquisitions of today, but must also plan for the future, providing for the Fleet of today, the Fleet of tomorrow, and the Fleet after next. Therefore, they must understand the threats and challenges as well as the technology. Primary emphasis must be placed on the need for experienced, knowledgeable acquisition professionals who know how to work in the unique defense marketplace, who understand the technical dimensions of extraordinarily complex systems, who can navigate the acquisition process, and produce excellent outcomes. This requires *professional and technical excellence.*

To realize the vision of world-class acquisition professionals for today and tomorrow that are *energized, focused, responsible, and accountable* — our Strategic Plan goals.

The challenge before us is to produce the needed capability at a more affordable cost, and, at a pace that preserves the technological edge that our military has possessed for nearly three quarters of a century.

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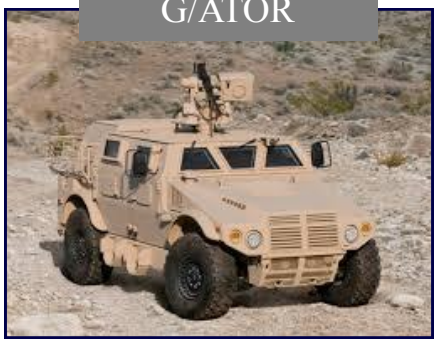

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Goals for the Acquisition Workforce

GOAL 1: Energize the Workforce

Connect people to the Product and Mission. There is not a more noble mission than to support the men and women who are protecting and serving our nation. The Acquisition Workforce is grounded in the values of integrity, trust, diversity, teamwork, dedicated service, and excellence and is dedicated to that mission.

Our people will be energized and demonstrate professional excellence, mastery, and autonomy when they have a clear understanding of how they impact the Fleet (current and future). An energized workforce will be more personally engaged in the mission, more innovative in solving problems, more resilient in the face of challenges, and inclusively more effective. An energized AWF will be better able to succeed through the challenges of the changing environment.

- Increase the Enterprise acumen of how the DON AWF delivers warfighter capability. From laboratory, warfare center, Systems Command, program office, PEO to ASN(RD&A), every AWF member understands how individual and team actions contribute to the larger mission, and thinks and acts effectively
- Increase Enterprise understanding of what motivates productivity, excellence, and retention of high performers and build reinforcements into the human resources and talent management processes to include "pay for contribution" compensation systems such as Acq Demo
- Increase opportunities for the AWF, in every career field and phase, to understand the impact of what they do for the warfighter and develop a personal connection to the mission
- Increase recognition and awards to high achievers for their contributions
- Increase use of mentoring programs
- Increase opportunities in formal development programs, such as the Corporate Fellowship Program, Eisenhower School and Navy sponsored courses like Understanding Government - Industry Relationship in Acquisition

AWF Values

Integrity
Trust
Diversity
Teamwork
Dedicated service
Excellence

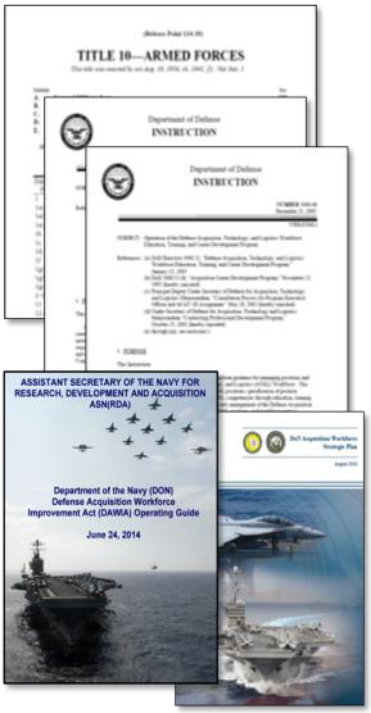
GOAL 2: Focused on Professional and Technical Excellence

Deliberately manage and match capability needs with professional and technical excellence.

Acquiring effective and efficient materiel solutions that support naval missions and other operations is critical for warfighting success. Achieving this requires the Navy and Marine Corps maintain a qualified acquisition workforce that is large enough to fill acquisition demands. The acquisition workforce faces losses of experience and capacity as the current workforce ages and retires. Shaping the future workforce will require getting the acquisition workforce requirements right (size & shape) with defendable Workload Forecasting Models that include attrition and strategically inform hiring and training. Through the use of proper education, training, experience (hands-on and job rotations) and tools, the workforce can be refocused on the new mission needs and environmental demands. An AWF focused on cost, productivity, innovation, technology, and professional and technical excellence will better achieve dominant capabilities for the warfighter. A workforce focused on these goals will make better decisions and better navigate the acquisition system to deliver the capabilities that matter to the warfighter **and continue to give them the technical advantage over any adversary**.

"The price of greatness is responsibility."
- Winston Churchill

- Establish Enterprise understanding of workload drivers and how they impact workforce requirements to build a forecasting capability
- Further Talent Management initiatives so that AWF members are better matched to the jobs they desire and are more engaged in their own development and career navigation
- Increase professional and technical excellence in all career fields through advanced degrees, certifications, job rotations and hands-on experience so that each member of AWF can deepen their technical knowledge and are equipped to solve complex technical problems
- Facilitate Enterprise problem solving for new challenges (e.g. incorporating cyber and intelligence requirements and solutions throughout the acquisition life-cycle, innovation and prototyping)
- Properly shape the workforce for increased productivity and excellence by understanding the cost and risk associated with maintaining the AWF throughout its life-cycle (recruiting, hiring, developing, retaining, attrition and retirements) and balanced capabilities



Responsibility and Accountability

- **Title 10**
  Various MDA responsibilities
  Various PM responsibilities, tenure & training requirements
  Various Acquisition Workforce requirements
- **SECNAVINST 5400, 15C & 5430, 7Q**
  ASN (RD&A), CNO, CMC, SYSCOM, Commanders, PEOs, and DRPMs Responsibilities
- **DODI 5000.01—Acquisition Guidance**
  MDA, PEO, PM responsibility and accountability for credible cost schedule
- **DODI 5000.66 Update—Management of Acquisition Workforce**
  Consolidates DODI 5000 66, DODD 5000 52, DODD 5000 55
- **DON DAWIA Operating Guide**
  Implements Navy DAWIA and processes
- **DON Acquisition Workforce Strategic Plan**
- **Organizational Relationships—Chain of Command**
- **First and Second Line Supervisors**

GOAL 3: Reinforce Responsibility and Accountability

All work is performed through people. The values of integrity, trust, diversity, teamwork, dedicated service, and excellence are the foundation of our culture that must be sustained to ensure responsibility and accountability.

The AWF has many stakeholders; first and foremost is the warfighter, followed by the taxpayer and Congress. We owe it to the stakeholders to provide solutions that are cost effective.

Integrity and values-based leadership are fundamental to execution of the DON acquisition mission. A professional AWF that is properly led, trained, and grounded will act ethically and can be trusted to deliver cost effective solutions. When there is little trust in an organization, oversight increases. When there is high trust, organizations can be lean and agile. In the structure of Major Defense Acquisition Programs (MDAPs), the Program Manager is the responsible and accountable individual that provides leadership and program direction. The PM is charged with identifying the resources necessary to execute the program on cost and schedule with the desired performance. However, the PM's leadership can be thwarted by poor communication, poor leadership, training, or policies that usurp his authority. First Line supervisors are accountable and responsible for a set of oversight and reporting responsibilities for their subordinates. However, they may also be thwarted by the same entrapments as the PM. Clear lines of accountability and responsibility are required and barriers need to be broken down to be more agile and innovative as an enterprise.

- Evaluate missions, policies, and instructions to ensure responsibility and accountability are clear and support innovation
- Promote ethical conduct and integrity, trust, diversity,

teamwork, clear communication, continuous learning, responsibility and accountability at all levels: self, organization and enterprise

- Implement specific diversity and inclusion initiatives to ensure we take advantage of the full spectrum of the best and brightest individuals at all levels of our DON AWF
- Model and promote the development of high performance acquisition organizations through the use of advanced productivity models and other initiatives to instill productivity , innovation and excellence in the AWF
- Manage the AWF like a program by applying systems thinking and systems engineering to the DON AWF domain to develop a framework for measuring, understanding, predicting, and managing workforce processes and associated costs, productivity, and risks

The DON Acquisition Work Force: Energized, Focused, Responsible and Accountable

DON's warfighting capability requires material solutions that are complex, interoperable, and highly technical. The AWF must be properly staffed if DON is to successfully deliver that capability and be effective stewards of the tax payers' resources. Managing the AWF; ensuring core functions are performed in the government; recruitment and retention of world class engineers and scientists; improved pipeline planning; and deliberate and thoughtful leadership preparation all play a part. The AWF must have ***professional and technical excellence*** to deliver the Department of Navy's complex and highly technical war-fighting capability. This Strategic Plan sets a course to deliver an improved, forward thinking workforce that is well-managed, highly trained, and fully qualified. The Department of Navy has significant efforts underway to realize the vision of creating World Class Acquisition Professionals for Today and Tomorrow that are ***Energized, Focused, Responsible and Accountable!***