OPNAV INSTRUCTION 3111.17A

From: Chief of Naval Operations

Subj: STRATEGIC LAYDOWN AND DISPER SAL PLAN FOR THE OPERATING FORCES OF THE U.S. NAVY

Ref: (a) OPNAVINST 5400.44A
     (b) SECNAVINST 5030.8C
     (c) SECNAVINST 5450.4F
     (d) 10 U.S.C. §5032 and §5013
     (e) OPNAVINST 5430.48E
     (f) OPNAVINST 5090.1D

Encl: (1) SLD Timeline
     (2) SLD Working Group
     (3) Homeporting, Homebasing, and Hubbing Criteria
     (4) Basis for the Annual SLD Plan
     (5) Criteria for Inclusion into SLD Plan
     (6) Definition of Terms

1. **Purpose.** To set policy and establish responsibility for the design and the assessment phases of the annual Navy Strategic Laydown and Dispersal (SLD) plan as required per references (a) through (f). As part of this revision, the SLD cycle was optimized and now combines the design and assessment phases into one block of time ahead of the annual SLD plan being briefed to the Chief of Naval Operations (CNO). This is a complete revision and should be reviewed in its entirety.

2. **Cancellation.** OPNAVINST 3111.17.

3. **Scope and Applicability.** The annual SLD plan provides strategic rationale, guidance, and direction for subsequent, required actions to approve and implement individual homeport, homebase, and hub shifts. This instruction is applicable to CNO N-codes; Commander, U.S. Fleet Forces Command (COMUSFLTFORCOM); Commander, U.S. Pacific Fleet (COMPACFLT); naval component commanders (NCC); type commanders (TYCOM); systems commands (SYSCOM); Commander, Navy Installations Command (CNIC); regional commanders; and all subordinate commands.
4. **Background**

   a. The Secretary of the Navy (SECNAV), based on recommendations from the CNO, disperses the units of the Navy’s operating forces to locations in a deliberate manner that directly supports Department of Defense (DoD) guidance and policy. The dispersal of continental-based and forward-deployed naval units to the fleet must facilitate their rapid concentration in time and space across transoceanic distances; support U.S. military presence and operations in distant theaters for both theater-shaping and contingency response requirements, support Secretary of Defense (SecDef)-approved combatant commander operational and concept plans; contribute to a favorable U.S. global strategic balance; and be dispersed to preclude unacceptable reduction of capability due to the loss of all units in one location.

   b. The annual SLD plan is the CNO’s expression of DoD guidance and policy, as well as Navy-specific guidance. This plan forecasts 10 years for the purpose of planning, programming, budgeting, and executing (PPBE) unit moves, and presents for approval the projected homeports, homebases, and hubs of the Navy’s operating forces and staffs for a 5-year period.

   c. The SLD process consists of two major phases: a design phase followed by an assessment phase (see enclosure (1)). The design and assessment phases are aligned to support and inform the Navy’s program objective memorandum (POM) submission for the budget fiscal year, provide CNO a comprehensive plan for approval, and precede the Congressional testimony of senior Navy leadership.

   1. Late June: Preliminary identification of SLD design initiatives among the Office of the Chief of Naval Operations (OPNAV), COMUSFLTFORCOM, and COMPACFLT.

   2. Late July or early August: Design phase begins. Assessment phase follows.


   4. February: President’s budget submission to Congress.

   5. February to March: SLD plan briefed to Congress.

   6. March to April: SLD military construction (MILCON) working group meets to conduct SLD MILCON assessments to inform the shore mission integration group process.

   7. SLD excursions can be executed on a case by case basis throughout the year.

   d. Deputy Chief of Naval Operations for Operations, Plans, and Strategy (CNO N3/N5) will publish the Naval Strategic Plan for POM (XX) to provide strategic guidance in support of POM development. The Deputy Chief of Naval Operations for Integration of Capabilities and
Resources (CNO N8) and Director, Programming Division (OPNAV N80) will publish the POM planning memoranda that specifically identify POM development tasks, responsibilities, and deliverables. Director, Assessments Division (OPNAV N81) will publish the Warfighting Support and Capability Assessment in order to provide a comprehensive capabilities-based evaluation to identify gaps in force structure.

5. Roles and Responsibilities

a. The CNO will provide strategic direction and guidance, and approve the annual SLD plan.

b. CNO N3/N5 is responsible for the design phase of the annual SLD plan. CNO N3/N5 will:

   (1) Lead a cross-functional working group (see enclosure (2)) to design a laydown plan that is bounded by strategy and supports the Defense Strategic Guidance, National Security Strategy, and Naval Strategic Plan for POM (XX). The working group must evaluate all changes that affect individual homeports, homebases, and hubs against the criteria in enclosure (3).

   (2) Draw upon policy, planning, programming, budgeting, and strategic documents, such as the Guidance for the Employment of the Force; the global force management (GFM) process; Navy strategic guidance; Navy Force Structure Assessment; the Report to Congress on the Annual Long-Range Plan for Construction of Naval Vessels (30-year shipbuilding plan); Master Aviation Plan (MAP); surface master plan; fleet schedules; master optimized fleet response production plans; naval strategic plan; front end assessment; and decisions from the global posture executive committee to recommend assigning the Navy operating forces.

   (3) As outlined in enclosure (4), strategically disperse operating forces by type and quantity located in the areas of responsibility (AOR) for the NCCs including, COMPACFLT; COMUSFLTFORCOM; Commander, U.S. Naval Forces Europe and Africa; Commander, U.S. Naval Forces Central Command; and Commander, U.S. Naval Forces Southern Command.

   (4) Coordinate working group participation with the Office of Legislative Affairs (OLA) and the Navy Appropriations Matters Office (FMBE) in the Office of the Assistant Secretary of the Navy for Financial Management and Comptroller on SLD Congressional engagements.

c. The Deputy Chief of Naval Operations for Fleet Readiness and Logistics (CNO N4) is responsible for the assessment phase of the annual SLD plan. CNO N4 will:

   (1) Lead a cross-functional working group to identify and analyze the operational, support, and readiness factors associated with implementing the designed SLD plan.
(2) Based on input from representatives of the working group, recommend to the CNO mitigations for any impacts caused by operational, support, and readiness factors to include submission of planning and programming input to the PPBE process. Resource sponsors must evaluate all recommended mitigations provided by the budget submitting offices and working group that affect individual homeports, homebases, and hubs against the criteria in enclosure (3).

(3) Coordinate with fleet commanders, TYCOMs, SYSCOMs, resource sponsors, CNO N8, and Director of FMBE to identify and validate un-programmed costs.

(4) Upon the conclusion of the assessment phase, coordinate with CNO N3/N5 to produce a comprehensive SLD plan for briefing to CNO, highlighting key findings and actions for decision and approval.

(5) Perform exploratory excursions of potential changes to the approved SLD plan to assess feasibility and inform the decision process. All excursions must be approved jointly by CNO N3/N5 and CNO N4, unless directed by higher authority.

(6) Lead the SLD MILCON working group to inform the shore mission integration group of priority facility infrastructure requirements.

d. CNO N8 will:

   (1) Provide the Navy Force Structure Assessment and other appropriate planning documents.

   (2) Task OPNAV N80 to ensure deliberate identification of SLD-related program decisions in the Program Budget Information System (PBIS).

e. The Deputy Chief of Naval Operations for Warfare Systems (CNO N9) will:

   (1) Recommend locations that best match the operating forces’ system capabilities to the operational commanders’ requirements and that optimize the warfare wholeness of a system provided by multiple units. This will be done in close coordination with the NCCs.

   (2) Provide the 30-year shipbuilding plan (with quarterly updates as available), the aircraft acquisition plan, and other appropriate planning documents.

   (3) Incorporate the results of the assessment phase to develop sponsor program proposals as part of the POM process.
f. The Deputy Chief of Naval Operations for Manpower, Personnel, Training, and Education (CNO N1) will:

   (1) Provide manpower analysis to evaluate the personnel executability of the SLD plan.

   (2) Provide costing analysis for the SLD plan once all regions are assessed, or as requested, to address manpower executability issues.

g. The Deputy Chief of Naval Operations for Information Warfare (CNO N2N6) will:

   (1) Provide command, control, communications, computers, and intelligence analysis and other appropriate planning documents.

   (2) Recommend locations that optimize the warfare wholeness of a system provided by multiple units. This will be done in close coordination with the NCCs.

   (3) Assess current and anticipated future capabilities of potential state and non-state adversaries. The identification and study of present and future threats is critical to the SLD process due to the direct correlation with force structure and resourcing requirements to address these threats.

   (4) Assess the cyber posture of the operating forces to ensure alignment with applicable policies, directives, and concepts of employment.

   (5) Incorporate the results of the assessment phase to inform the development of sponsor program proposals as part of the POM process.

h. The Chief of Navy Information (CHINFO) will provide public affairs guidance and other appropriate planning documents.

i. Force providers (COMPACFLT and COMUSFLTFORCOM) will:

   (1) Offer fleet-level solutions and initiatives that meet both fleet and higher echelon decision criteria (warfighting, economic, political, dispersal, and personnel).

   (2) Annually provide a prioritized list of strategic initiatives to CNO N3/N5 prior to commencing the SLD design phase. This prioritized list should be generated from collective inputs across the fleet (from respective component commands and numbered fleet commanders) in order to properly capture and frame the strategic direction for the design phase working group.

   (3) Provide analysis of operational employment, environmental, and other appropriate planning documents. For example, COMUSFLTFORCOM must provide the various force elements master optimized fleet response production plans.
(4) Keep higher echelon (CNO N3/N5 and CNO N4) apprised of SLD-impacting initiatives and actions.

(5) Articulate fleet requirements throughout the SLD process and identify “key concerns” during the annual SLD CNO decision brief. Fleet concerns should reflect major issues that are essential to future readiness and warfare wholeness. If required, resourcing decisions are normally addressed through the Navy POM process vice SLD.

j. When directed, NCCs will provide analysis of operational employment, host-nation engagement, and other appropriate planning documents.

k. Navy TYCOMs (Commander, Naval Air Forces; Commander, Submarine Force; Commander, Navy Information Forces; Commander, Navy Expeditionary Combat Command (COMNAVEXPDCMBTCOM); Commander, Naval Surface Forces; and Commander, Military Sealift Command (MSC)) will:

(1) Provide capability analysis and other appropriate planning documents. For example, Commander, Naval Air Forces must provide the MAP.

(2) Recommend in close coordination with COMPACFLT, COMUSFLTFORCOM, and resource sponsors locations that best match the operating forces’ system capabilities to operational commander’s requirements.

l. CNIC will, in concert with subordinate regional commands, provide shore support capability analysis and other appropriate planning documents.

6. Policy

a. The Navy develops an SLD plan on an annual basis to reflect policy, security, fiscal, and environmental factors (see enclosure (5)) affecting the basing of the Navy’s operating forces.

b. The Navy uses processes throughout the design phase and assessment phase that are transparent, repeatable, strategically sound, and executable within the constraints of references (a) through (f).

c. The Navy’s SLD plan only includes those operating forces that meet the criteria outlined in enclosure (5).

d. The Navy does not initiate homeport or homebase changes based on a CNO-approved SLD plan. The Navy initiates homeport or homebase changes only through the formal fleet commander submission of an organization change request (OCR) followed by the Service approval (SECNAV or CNO) of the OCR as described in reference (a). There will be exceptions
where the fleet must submit a time sensitive OCR that is not specifically included in the SLD plan. In those cases, the fleet must inform the Director, Policy (OPNAV N51); the Director, Shore Readiness (OPNAV N46); and the appropriate resource sponsor of the emergent nature of the issue and compelling reason for the OCR to allow proper staffing by the Director of Navy Staff with key SLD working group members. OCR submissions to support CNO maintenance availabilities should be submitted as soon as the maintenance shipyard is determined per the Fleet Maintenance Plan. Prior to OCR submission, the homeport and homebase plans contained in the approved SLD plan are to be used as the basis for PPBE of construction and modification of facilities; procurement of equipment; and programming for manpower and support functions. Every effort must be made to inform the SLD plan during either phase by communicating with the CNO N3/N5 and CNO N4 SLD team.

e. Emergent changes to the SLD plan will be addressed within the SLD working group and briefed to the CNO as appropriate.

f. SLD resourcing recommendations do not supplant the resource sponsor role in the POM process, and do not supersede the need to follow established processes for validating requirements and costs.

g. Basing related requests by Navy (e.g., Navy International Programs Office) and non-Navy entities (e.g., U.S. Coast Guard, interagency) that may impact SLD must be submitted to CNO N3/N5 and coordinated with CNO N4, CNIC, and other stakeholders as required. Navy commands must not authorize use of facilities by non-Navy entities as a permanent homeport, homebase, or hub without submitting a request to and receiving approval from CNIC, who will inform the working group where conflicts are noted.

h. Headquarters Marine Corps Plans, Policies, and Operations may participate as a non-voting member in the SLD working group to facilitate awareness between the Navy and Marine Corps regarding laydown projects and requirements.

i. The Navy provides the annual SLD plan to appropriate forums (Congressional, etc.) upon the plan’s approval by CNO and in coordination with SECNAV.

7. Definitions. Definition of terms used within this instruction are provided in enclosure (6).

8. Records Management. Records created as a result of this instruction, regardless of media and format, must be managed per SECNAV Manual 5210.1 of January 2012.

9. Review and Effective Date. Per OPNAVINST 5215.17A, CNO N3/N5 will review this instruction annually on the anniversary of its effective date to ensure applicability, currency, and consistency with Federal, DoD, SECNAV, and Navy policy and statutory authority using
OPNAV 5215/40 Review of Instruction. This instruction will expire 5 years after effective date unless reissued or canceled prior to the 5-year anniversary date, or an extension has been granted.

J. G. FOGGO
Director, Navy Staff

Releasability and distribution:
This instruction is cleared for public release and is available electronically only via Department of the Navy Issuances Web site, http://donidocumentservices.dla.mil/
1. The ability to modify, postpone, and shift individual homeport and homebase assignments is a strategic necessity in response to threats, capabilities, and programmatic adjustments. The SLD process is the basis for determining homeport, homebase, and hub assignments of the Navy’s operating forces and staffs. The SLD process has two major sequential phases: a design phase followed by an assessment phase. The design phase is informed and framed from preliminary coordination between OPNAV and the fleets, incorporating the previous year’s SLD plan, as well as fleet strategic initiatives and long-term strategic objectives. Following the design phase, CNO N3/N5 will provide a mid-cycle progress review to CNO. After the CNO progress review, CNO N4 will conduct the assessment phase to determine SLD plan feasibility, recommending program of record changes or mitigations due to constrained resources to best meet Title 10, United States Code; responsibilities to organize, man, train, maintain, equip, and sustain naval forces to meet combatant commander and NCC warfighting capability and operational readiness requirements. At the conclusion of the SLD plan assessment, CNO N3/N5 will present the fully assessed SLD plan to CNO for approval. Following CNO approval of the SLD plan, the SLD working group will focus on SLD MILCON prioritization to inform the shore mission integration group.

2. While the efforts of the SLD working group across this timeline are focused on assessing near term (budget year) risks to execution, stakeholders are urged to identify all potential future homeport and homebase shifts as soon as possible to facilitate these staffing requirements:
a. Up to 3 years for completion of environmental analysis as required under the National Environmental Policy Act (NEPA), depending on the level of potential impacts and documentation required as identified by Navy environmental planners. NEPA actions must be complete prior to award of construction contracts or relocation of personnel.

b. Minimum of 3 years for planning, programming, and budgeting of MILCON projects, and 2 to 4 years for completion of MILCON projects. Planning of MILCON project start dates must account for completion of necessary environmental studies.

c. Up to 2 years to process an OCR followed by an overseas force structure change-host nation notification for moves outside the United States.

d. Additional time for installation of equipment (applicable in most construction projects). For certification of secure facilities, add an additional 6 to 12 months.
SLD WORKING GROUP

1. **Composition**. OPNAV N51 chairs the SLD design phase. OPNAV N46 chairs the SLD assessment phase. Representatives as specified in subparagraph 1a through 1i will serve as members. Members assigned to the SLD working group should be an O-5 (or GS equivalent) and above paygrade:

   a. **OPNAV**

      (1) CNO N1/Chief of Naval Personnel

      (2) CNO N2N6

         (a) OPNAV N2N6E – Oceanography and Navigation

         (b) OPNAV N2N6F – Warfare Integration

         (c) OPNAV N2N6I – Deputy Director, Naval Intelligence

      (3) CNO N3/N5

         (a) OPNAV N31 – Operations and Plans

         (b) OPNAV N51

      (4) CNO N4

         (a) OPNAV N42 - Strategic Mobility and Combat Logistics

         (b) OPNAV N45 – Energy and Environmental Readiness

         (c) OPNAV N46

      (5) CNO N8

         (a) OPNAV N80

         (b) OPNAV N81

         (c) OPNAV N83 – Fleet Readiness
(6) CNO N9
(a) OPNAV N9I – Integrated Warfare
(b) OPNAV N95 – Expeditionary Warfare
(c) OPNAV N96 – Surface Warfare
(d) OPNAV N97 – Undersea Warfare
(e) OPNAV N98 – Air Warfare

(7) CHINFO

b. Force Providers

(1) COMUSFLTFORECOM
(a) COMUSFLTFORECOM N020 – Fleet Resource Integration
(b) COMUSFLTFORECOM N041 – Global Force Management
(c) COMUSFLTFORECOM N46 – Fleet Installations and Environment
(d) COMUSFLTFORECOM N5 – Fleet Policy
(e) COMUSFLTFORECOM N7 – Fleet Training
(f) COMUSFLTFORECOM N8/N9 – Fleet Capabilities and Force Development

(2) COMPACFLT
(a) COMPACFLT N42 – Logistics Current Operations
(b) COMPACFLT N43 – Fleet Maintenance
(c) COMPACFLT N46 – Director Shore Readiness
(d) COMPACFLT N5 – Plans and Policy
(e) COMPACFLT N7 – Fleet Training
(f) COMPACFLT N8 – Warfare Requirements, Resources, & Force Structure
c. **TYCOMs**

(1) Commander, Submarine Forces

(2) Commander, Naval Air Forces

(3) Commander, Naval Surface Forces

(4) Commander, MSC

(5) COMNAVEXPDCMBTCOM

(6) Commander, Navy Information Forces

d. **Numbered Fleet Commands**

e. **CNIC and Regional Commanders**

(1) Commander, Navy Region Mid-Atlantic

(2) Commander, Navy Region Southeast

(3) Commander, Navy Region Southwest

(4) Commander, Navy Region Northwest

(5) Commander, Navy Region Hawaii

(6) Commander, Joint Region Marianas

(7) Commander, Navy Region Japan

(8) Commander, Navy Region Korea

(9) Commander, Singapore Area Coordinator

(10) Commander, Navy Region Europe, Africa, Southwest Asia

f. **SYSCOMs**

(1) Commander, Naval Sea Systems Command

(2) Commander, Naval Air Systems Command
(3) Commander, Naval Facilities Engineering Command

(4) Commander, Naval Supply Systems Command

(5) Commander, Space and Naval Warfare Systems Command

(6) As directed by higher authority

g. SECNAV

(1) OLA

(2) FMBE

(3) Deputy Assistant Secretary of the Navy for Budget

h. Headquarters Marine Corps Plans, Policies, and Operations

(1) PO - Operations Division

(2) PL – Plans Division

i. Additional Commands. Any additional commands will be assigned as required.

2. Process. The detailed SLD process is specified in subparagraphs 2a through 2g.

a. Strategic Guidance Review. The objective of the SLD plan is to project the homeports, homebases, and hubs of the Navy’s operating forces for the next decade so that the distribution of forces reflects DoD and Department of the Navy (DON) strategic guidance. Therefore, the first step of the process is to review all strategic-level guidance that would affect the SLD plan.

b. Ship Document Review. When considering the development of the SLD plan related to aircraft carriers, surface ships, submarines, and MSC ships, the working group must review and incorporate inputs from the documents and information in subparagraphs 2b(1) through 2b(7).

(1) The Report to Congress on the Annual Long-Range Plan for Construction of Naval Vessels (30-year shipbuilding plan) which indicates:

(a) planned decommissioning dates;

(b) planned delivery dates; and

(c) overall ship totals by year per the battle force inventory.
(2) The Submarine Distribution Plan which incorporates:

(a) planned delivery locations and dates, homeport changes during service life, and planned inactivation locations and dates;

(b) submarine locations by hull by fiscal year by assigned squadron throughout service life, individually and in aggregate for all locations; and

(c) maintenance and modernization requirements which are reflected where homeport changes are required for CNO availabilities; otherwise these are executed in assigned homeports.

(3) Program acquisition timelines which detail:

(a) initial operational capability;

(b) MILCON and significant restoration or modernization projects required to homeport new ships and submarines;

(c) squadron transition timelines; and

(d) plans to resource GFM and other operational requirements.

(4) The surface master plan which incorporates:

(a) planned delivery, commissioning, and decommissioning dates (ship planning and execution);

(b) overall ship and surface squadron totals;

(c) GFM Allocation Plan; and

(d) maintenance and modernization requirements.

(5) New initiatives or program-specific crewing concepts or deployment models.

(6) Major maintenance and modernization availability periods requiring homeport shifts in order to allocate platforms to the theater of greatest need, per reference (b).

(7) Current fleet schedules (“Slider”) which indicates the composition and schedule of carrier strike groups, expeditionary strike groups and amphibious ready groups.
c. **Aviation Document Review.** When considering the development of the SLD plan with respect to aviation squadrons the working group must review and incorporate inputs from the documents and information in subparagraphs 2c(1) through 2c(4).

   (1) The MAP which indicates:

      (a) planned delivery dates; and

      (b) overall aircraft and squadron totals.

   (2) Program acquisition timelines which detail:

      (a) initial operational capability; and

      (b) MILCON and significant restoration or modernization projects required to establish new squadrons or transition existing squadrons.

   (3) New initiatives or program specific concepts or deployment models.

   (4) Major aircraft transition periods requiring homebase shifts, per reference (a).

d. **Incorporate Recommendations and Modifications.** The design phase must review and incorporate recommendations made by the assessment phase on the previous year’s SLD plan. Additionally, resource sponsors and force providers must provide the working group with near-term concerns, pending programmatic shifts, changes to planning assumptions, and recommended modifications to the previous year’s plan. The working group must also collaborate with OLA and FMBE to identify items likely to be of high interest for Congressional members.

e. **Designation of Homeports, Homebases, and Hubs.** The design working group must designate the homeports, homebases, and hubs of the operating forces by type and quantity.

   **Note:** MSC ships operate out of hubs vice being homeported at specific locations.

f. **Assessment.** CNO N4’s designated representative leads the assessment phase to identify execution and readiness impacts, prepare recommendations to mitigate these impacts, develop a plan of actions and milestones, and make planning and programming recommendations to inform the budget year plus one in support of the POM process. The working group addresses a broad range of support attributes to include, but not limited to, operational, manpower (to include civilian and contractor personnel), and shore infrastructure. This assessment includes functional areas and fields of expertise (functional area lead in parenthesis) as specified in subparagraphs 2f(1) through 2f(20).
1. **Intelligence** (OPNAV N2N6I): Assess current and anticipated future capabilities of potential state and non-state adversaries; cyber mission force adequacy and capacity; and appropriate warfare wholeness platforms as they relate to SLD.

2. **Strategic Rationale** (OPNAV N51): SecDef, SECNAV, and CNO guidance and policy; A Cooperative Strategy for 21st Century Seapower; operation plans (OPLAN); concept plans (CONPLAN); and combatant commander theater posture plans.

3. **Host-Nation Engagement** (COMUSFLTFORCOM, COMPACFLT, and NCCs AOR dependent): Coordinates and communicates the SLD plan impacts on overseas ports with the host nation, North Atlantic Treaty Organization, and treaty partners to jointly work mitigations and access.

4. **Operations and Plans** (OPNAV N31; COMUSFLTFORCOM, COMPACFLT, and NCCs AOR dependent): Ensures the SLD plan is compatible with current OPLANs, CONPLANs, and GFM.

5. **Training** (COMUSFLTFORCOM, COMPACFLT, and NCCs AOR dependent): Fleet access to naval training ranges to include encroachment, operational areas, and synthetic training.

6. **CNO N1**: Provide costing analysis for homeport summary.

7. **Warfare Wholeness** (CNO N9): Warfighting doctrine, organization, training, materiel, leadership and education, personnel, and facilities (DOTMLPF) adequacy and sufficiency, along with associated DOTMLPF costs, manpower, and new platform and new capability-related costs (including MILCON).

8. **Fleet Readiness** (OPNAV N83): Maritime and aviation maintenance and operations scheduling impacts, costs, and maintenance capacity.

9. **Logistics and Supply** (OPNAV N41): Waterfront logistics support, materiel, transportation, and storage.

10. **Combat Logistics Force, Service Support, and Sealift** (OPNAV N42): Policy oversight, resource sponsorship, and fiscal assessment of MSC ships’ operations and support costs.

11. **Environmental** (OPNAV N45): Identification of potential environmental impacts to the quality of the human environment (including the natural and physical environment) and the relationship of people with that environment and determination of the appropriate level of compliance with environmental regulations including, but not limited to NEPA and Executive Order 12114, Environmental Effects Abroad of Major Federal Actions.
(12) **Oceanography and Navigation** (OPNAV N2N6E): Ensuring availability of suitable safety of navigation products and potential impacts of climate change, to include sea level rise.

(13) **Installations Support** (OPNAV N46 and CNIC): Balancing of port capacity and loading; base operating support services providing Sailor and family quality of life (morale, welfare, and recreation; schools, etc.); facilities support (power, water, steam, etc.) for piers, surface ships, submarines, aircraft carriers, airfields, and hangars; required facilities investments to include MILCON, encroachment, real property; and spectrum management, sustainment, and restoration projects.

(14) **Information Warfare** (CNO N2N6): Reviews afloat modernization plans for C4I, electronic warfare, information operations, and other assigned systems; ashore support plan for information technology systems; and cryptographic support, etc. Assess warfighting DOTMLPF adequacy and sufficiency, manpower costs, and new platform and new capability-related costs including MILCON, etc. Coordinate with OPNAV N2N6E as required.

(15) **Resourcing** (CNO N8): Validation of resource sponsor and budget submitting office identified unprogrammed requirements resulting from the strategic laydown decision and assessment.

(16) **Congressional Engagement** (OPNAV N51): In coordination with OLA and FMBE, identify potential Congressional interest items and legislative action impacting SLD.

(17) **Public Affairs** (CHINFO): Communicate the plan to internal and external audiences except those outlined in subparagraphs 2f3 and 2f16 of this enclosure.

(18) **SYSCOMs:** Address materiel issues related to the SLD plan.

(19) **Others As Directed** (e.g., Judge Advocate General of the Navy (OPNAV N09J); Surgeon General of the Navy (OPNAV N093); Chief of Navy Reserve/Commander, Navy Reserve Force (OPNAV N095); Chief of Legislative Affairs (N09L), Chief of Chaplains (OPNAV N097); Chief of Information (OPNAV N09C); Master Chief Petty Officer of the Navy (OPNAV N00D)).

(20) **Headquarters Marine Corps Plans, Policies and Operations**

   (a) PO - Operations Division

   (b) PL – Plans Division
g. **Approval Process**

(1) One-star, two-star, and senior executive service (SES) review and endorsement of the draft plan.

(2) Three-star and SES review and endorsement of the draft plan.

(3) OPNAV N51 must brief the proposed SLD plan for Vice Chief of Naval Operations concurrence, in preparation for CNO approval.

(4) CNO approval of the SLD plan must be captured in an official decision memo in concert with the SLD decision brief.
HOMEPORTING, HOMEBAING, AND HUBBING CRITERIA

Homeporting, homebasing, and hubbing recommendations must be evaluated using the criteria specified in paragraphs 1 through 13.

1. Are aligned with overarching strategic guidance and enhances the overall operational availability and efficiency of Navy forces.

2. Facilitate rotational and forward deployed or forward stationed presence in support of GFM.

3. Improve OPLAN and CONPLAN response times.

4. Align capability (individual unit and group) with the appropriate theater to support combatant commander theater posture plans, OPLANs, and CONPLANs.

5. Maximize Navy forces’ ability to surge globally.

6. Limit risks associated with natural disasters or manmade catastrophes.


8. Facilitate access to training ranges, operating areas, and training support assets, including live, virtual, and constructive training resources.

9. Maximize the use of existing infrastructure such as maintenance, training, and support facilities. Also, maximize the use of existing organizations and manpower resources in maintenance, training, and support functions by geographical concentration of warfare communities.

10. Minimize homeport and homebase shifts to provide the greatest possible quality of service and stability for Sailors and families without compromising the naval forces’ ability to support operations.

11. Comply with environmental laws and regulations and identify and mitigate potential negative impacts to the environment.

12. Consider approved and programmed MILCON projects at installations designated as homeports and homebases.

13. Consider MSC ships’ maintenance requirements, crew rotations, and logistical support capabilities for loading cargo, fuel, stores, and customer fleet freight, as well as offloading customer retrograde material.
BASIS FOR THE ANNUAL SLD PLAN

These factors provide the basis for an annual SLD plan:

1. Major force structure changes (to include projections 10 years into the future).

2. Changes in GFM allocation and assignment requirements brought on by significant changes in the international security environment or required operational response times.

3. Changes in shipbuilding or aviation procurement programs.

4. Changes to requirements as new developments in technology arrive in the fleet.

5. Revised joint-basing requirements.

6. Increased requirements for homeland defense.

7. Homeporting, homebasing, and hubbing requirements that arise from revised carrier strike group or expeditionary strike group, organizational or operational constructs.

8. Requirements associated with changes in host nation policies regarding forward access and basing.

9. Homeporting and homebasing impacts brought on by changes in MILCON project status.

10. Base realignment and closure (BRAC) decisions.

11. Changes in requirements brought on by SecDef-approved new global defense posture sites assigned to Navy as lead service.

12. Changes to Navy Total Obligation Authority.
CRITERIA FOR INCLUSION INTO SLD PLAN

The Navy includes in the SLD plan only those operating forces that meet the criteria specified in paragraphs 1 through 8.

1. The operating forces of the U.S. Navy are those forces whose primary missions are to participate in combat and the integral supporting elements thereof.

2. The operating forces of the U.S. Navy comprise the numbered fleets, seagoing forces, MSC, and other forces and activities that may be assigned thereto by the President of the United States or the SECNAV.

3. For the purposes of SLD, the forces to be included in the database are those in subparagraphs 3a through 3g.

   a. Commissioned vessels in the battle force inventory.


   c. Select MSC vessels (i.e., maritime prepositioning ships, hospital ships, and patrol craft).

   Note: Some MSC ships are not included in the battle force inventory.

   d. Operational aircraft squadrons (both manned and unmanned).

   e. Operational staffs for ships and squadrons that meet the criteria specified in subparagraphs 3e(1) through 3e(5).

      (1) **Command and Control.** Serves as the administrative control or operational control immediate superior in command for combat units and combat support units being assessed in SLD.

      (2) **Echelon.** Serves at the echelon 4 or echelon 5 level to plan and direct the employment of assigned units to meet mission requirements of the specific phase (maintenance; basic; integrated and advanced; sustainment and deployment) the unit is progressing through in the optimized fleet response plan cycle.

      (3) **Oversight Role.** Provides leadership, management, and guidance to maximize the overall warfighting capability and operational readiness of the force. Oversee Manning, operations, combat systems, engineering, maintenance, training, logistics, administration, and support of assigned units to achieve the highest levels of combat readiness.
(4) **Coordination.** Lead coordinator to obtain direction and support in the administrative or operational chain of command to resolve unit issues. Coordinate with external organizations for products and services to directly support a unit's mission readiness.

(5) **Plans and Movement.** Basing plans and movement of operational assets and staffs not meeting the criteria in paragraphs 1 through 3 must be coordinated with CNIC.

f. Units specifically designated by the CNO.

g. Ballistic missile defense systems.

4. For the purposes of considering a fleet distribution ratio policy (e.g., 60 percent in the Pacific), only vessels in the battle force inventory will be included. Battle force inventory ship and submarine basing will be counted by their administrative chain of command for the fleet distribution ratio. However, the nuclear aircraft carrier undergoing refueling and complex overhaul, and new construction submarines prior to the post shipyard availability, will not be included in the ratio.

5. MSC ships will be included in the SLD development and execution if the battle force inventory is impacted by MSC DOTMLPF and policy analysis.

6. All units included in SLD that have approved OCRs to relocate homeport or homebase must be represented in their actual geographical location.

7. COMNAVEXPDCMBTCOM and Navy Information Forces may be considered in SLD plan development when they will directly compete for resources with other platforms noted in this instruction. COMNAVEXPDCMBTCOM and Navy Information Forces units must not be included solely for the purposes of ensuring additional resourcing or visibility.

8. Joint use issues will also be considered in the SLD plan. For example, in the case of joint bases such as Pearl Harbor-Hickam or Joint Region Marianas, where Navy is the lead Service agent, operational platforms belonging to other services must be considered if units draw resources from or conflict with SLD-related platforms and capabilities.
DEFINITION OF TERMS

1. Allocation. Distribution of limited forces and resources for employment among competing requirements. (Source: JP 5-0)

2. Apportionment. In the general sense, distribution of forces and capabilities as the starting point for planning. (Source: JP 5-0)

3. Assign. To place units or personnel in an organization where such placement is relatively permanent, or where such organization controls and administers the units or personnel for the primary function, or greater portion of the functions, of the unit or personnel. (Source: JP 3-0)

4. Base Realignment and Closure (BRAC). BRAC actions are disestablishment or realignment actions directed by a Presidential commission when established periodically as a DoD cost savings measure. The BRAC process applies only to stateside activities. Closures of activities overseas are directed by service decisions involving forces structure and location. (Source: reference (a))

5. Basing. Basing refers to the actions taken to position Navy or non-Navy entities on Navy real property.

6. Battle Force Inventory. Battle force ships are commissioned United States Ship (USS) warships capable of contributing to combat operations, or a United States Naval Ship (USNS) that contributes directly to Navy warfighting or support missions and are maintained in the Naval Vessel Register. (Source: reference (b))

7. Dispersal. Dispersal refers to the assignment of operating forces to homeports and homebases within in a fleet commander’s AOR for the purpose of increasing survivability. (Source: JP 3-01). For the purposes of this instruction, the strategic dispersal process is used to determine the distribution of ships by homeport in regard to infrastructure, operational availability, proximity to ranges and support, port loading, quality of service, and quality of life, and antiterrorism and force protection factors.

8. Fact of Life Change. A change to the CNO-approved SLD plan, resulting from: changes to the 30-year shipbuilding plan, surface master plan, and MAPs; programmatic adjustments (new construction, maintenance, transition delays); funding proposals, or Congressionally directed by the National Defense Authorization Act or Defense Appropriations Act language.

9. Force Structure. For the purposes of this instruction, force structure is the combination of military equipment (numbers, size, and composition of the units) and military personnel that constitute the U.S. Navy.
10. **Homebase.** Homebase assignment refers to the location at which fleet activities or units other than ships are permanently assigned for administrative purposes by the CNO and approved by the SECNAV. The term permanent duty station is also used administratively for homebase. (Source: reference (a))

11. **Homeport.** Homeport assignment is the location a ship is permanently assigned for administrative purposes by the CNO and approved by the SECNAV. (Source: reference (a))

12. **Hub.** Port routinely used by MSC ships for maintenance, crew rotations, and other logistical support that does not drive infrastructure or permanent support requirements.

13. **Laydown.** Laydown is the pattern of where forces will be geographically distributed according to homeports and homebases. (Source: reference (a))

14. **Operating Forces.** Operating forces of the U.S. Navy are those forces whose primary missions are to participate in combat and the integral supporting elements thereof. The operating forces of the Navy are comprised of the numbered fleets, seagoing forces, MSC, and other forces and activities that may be assigned thereto by the President or the SECNAV. (Source: U.S. Navy Regulations, chapter 2)

15. **Shore Activity.** A SECNAV established activity on shore with a prescribed mission. (Source: reference (a))

   **Note:** a shore activity is a component of the “shore establishment.” (Source: reference (c))

16. **Shore Establishment.** The shore establishment is comprised of shore activities with defined missions approved for establishment by the SECNAV. (Source: U.S. Navy Regulations, chapter 2)

17. **Shore Installation.** A SECNAV established activity on shore with a prescribed mission that is a holder of real property and facilities. (Source: reference (a))

18. **SLD Important Projects.** Projects that will have manageable impact on SLD execution. Mitigation is available to ensure SLD plan execution.

19. **SLD Required Projects.** MILCON projects that are direct enablers of SLD plan execution and will create a severe impact if left unresolved or unmitigated.

20. **Unit Identification Code.** The five digit alpha-numeric code used to identify organizations or units within the DON for budgetary purposes. (Source: reference (a))