OPNAV INST 3111.17B

From: Chief of Naval Operations

Subj: STRATEGIC LAYDOWN AND DISPERsal PLAN FOR THE OPERATING FORCES OF THE UNITED STATES NAVY

Ref: (a) DoDD 4715.21
(b) OPNAVINST 5400.44A
(c) OPNAVINST 5090.1E
(d) SECNAVINST 5030.8C
(e) 10 U.S.C. §5032 and §5013
(f) OPNAVINST 5430.48E
(g) SECNAVINST 5450.4G

Encl: (1) Criteria for Inclusion into Strategic Laydown and Dispersal Plan
(2) Strategic Laydown and Dispersal Working Group
(3) Homeporting, Home basing, and Hubbing Criteria
(4) Basis for the Annual Strategic Laydown and Dispersal Plan
(5) Basing Decision Process for New Platforms
(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 (g).

    a. Summary of Changes:

        (1) Updated Timeline in Figure 1
        (2) Deleted enclosure 1 and moved into section 5 SLD Policy
        (3) Deleted section 7 Policy and merged into section 5, SLD Policy
        (4) Added Foreign Navy/USCG/NOAA vessels utilizing USN bases for SLD inclusion
        (5) Added N72 Strategy, N41 Logistics, and USCG
        (6) Replaced Fleet Commanders with NAVEUR/AF, NAVCENT, and NAVSOUTH
        (7) Changed signature from DNS to N3/N5

2. Cancellation. OPNAVINST 3111.17A.
3. **Scope and Applicability.** The annual SLD plan provides strategic rationale, guidance, and direction for approving and implementing individual homeport, home base, and hub shifts. This instruction is applicable to Chief of Naval Operations (CNO) N-codes; Commander, U.S. Fleet Forces Command (COMUSFLTFORCOM); Commander, U.S. Pacific Fleet (COMPAFCFLT); naval component commander (NCC); type commander (TYCOM); systems command (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 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 U.S.-based and forward deployed naval units must: 1) facilitate rapid deployment of combat units across transoceanic distances to provide U.S. military presence for both theater-shaping and contingency response, 2) execute operational and concept plans approved by the Secretary of Defense (SecDef), 3) balance competing demands for naval forces and 4) preclude unacceptable reduction of capability due to the loss of units in one location.

      (1) The SLD process reviews the laydown of forces to support force development (FD), force generation (FG), and force employment (FE). The underlying principle for rotational forces is that each unit has a defined Optimized Fleet Response Plan cycle, by instruction, and the laydown should optimize the generation of ready forces for operational employment.

      (2) The SLD process is used to optimize the force laydown of both existing and planned deliveries of new capabilities in existing locations and new locations. While primarily used to identify homeport locations, SLD can also be leveraged to analyze shore support for forward deployed forces in conjunction with the global defense posture forum and Global Force Management (GFM) in support of Combatant Command requirements.

   b. The annual SLD plan is the CNO’s expression of DoD guidance and policy, as well as Navy-specific guidance. This plan supports the Planning, Programming, Budgeting, and Execution (PPBE) process by forecasting 10 years of projected force laydown, and presents for approval the projected homeports, home bases, hubs, and shore posture locations of the Navy’s operating forces and staffs for a 5-year period aligned to support current year congressional testimony in the spring and inform the following year’s Future Years Defense Program beginning in the fall.

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

a. The SLD process consists of two major phases: a design phase led by Deputy Chief of Naval Operations (DCNO), Operations, Plans, and Strategy (CNO N3/N5), followed by an assessment phase led by Deputy Chief of Naval Operations, Fleet Readiness and Logistics (CNO N4). The design and assessment phases are aligned to provide CNO with a comprehensive plan for approval, to support and inform the Navy’s program objective memorandum (POM) submission, and to precede the Congressional testimony of senior Navy leadership. Approximate dates for deliberations follow subparagraph (5a) (1-13):

(1) June: Preliminary identification of SLD design initiatives by the Office of the Chief of Naval Operations (OPNAV), and Naval Component Commanders.

(2) July to October: Design phase.

(3) October to December: Assessment phase.

(4) January: CNO approves SLD plan.

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

(6) March to April: SLD military construction (MILCON) working group meets to conduct MILCON assessments to inform the Shore Mission Integration Group (SMIG) process using SLD derived metrics.

![Notional SLD Timeline](image)

Figure 1. Notional SLD Timeline
(7) SLD excursions may be executed on a case-by-case basis throughout the year with approval by Deputy CNOs, Vice CNO or CNO.

(8) 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 home base 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). NEPA actions must be complete prior to award of construction contracts or relocation of personnel.

b. Newly identified MILCON projects take a minimum of 6 years to complete construction. Figure 2 illustrates the timeline of a notional SLD project from identification during the SLD design phase to completion. Once validated by the SLD MILCON Working Group, it takes approximately 18 months to do the necessary scope and design work before it can be programmed in the next POM cycle.

Anticipate a minimum of 3 years for planning, programming, and budgeting of MILCON projects and 2 to 4 years for construction. Planning of MILCON project start dates must account for completion of necessary environmental and facility planning studies.
c. Up to 2 years to process an organization change request (OCR) followed by an overseas force structure change-host nation notification for moves outside the United States or its territories.

Note: The Navy does not initiate homeport or home base changes based on a CNO-approved SLD plan. Homeport or home base changes only through the formal fleet commander’s submission of an 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 (i.e., a fact of life change). In those cases, the fleet must inform the Director, Plans, Policy, and Integration (OPNAV N5); 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 home base 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 Deputy Chief of Naval Operations (CNO N3/N5) and (CNO N4) SLD team.

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

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

(10) 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.

(11) 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, home base, or hub without submitting a request to and receiving approval from CNO N3/N5, who will inform the working group where conflicts are noted.

(12) Headquarters, Marine Corps Plans, Policies, and Operations (PP&O) 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.
(13) United States Coast Guard, Office of the Deputy Commandant of Operations (CG-DCO) may participate as a non-voting member in the SLD working group to facilitate awareness between the Navy and Coast Guard regarding laydown projects and requirements.

6. **Roles and Responsibilities**

   a. CNO will provide strategic direction and guidance, and approval in concept of the annual SLD plan.

   b. Deputy Chief of Naval Operations, Operations, Plans, and Strategy (CNO N3/N5) will:

      (1) Execute primary responsibility for the design phase of the annual SLD plan.

      (2) Lead a cross-functional working group (enclosure (2)) to design a laydown plan that is bounded by strategy and supports the defense strategic guidance, the National Security Strategy, and the CNO’s Guidance for the Development of the Program Objective Memorandum. The working group must evaluate all changes that affect individual homeports, home bases, and hubs against the criteria in enclosure (3).

      (3) Draw upon policy, planning, programming, budgeting, and strategic documents, such as: the Contingency Planning Guidance, the 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); Submarine Distribution Plan; surface master plan; fleet schedules; master optimized fleet response production plans; naval strategic plan; front end assessment; Combatant Command theater posture plans; and decisions from the Global Posture Executive Committee to recommend assigning the Navy operating forces.

      (4) 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.

      (5) 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.

      (6) Upon completion of Secretary of the Navy briefing, provide all SLD working group participants with the final briefing material, long-range homeport summaries, and directed way ahead. This serves as a formal closeout of current year SLD.

   c. Deputy Chief of Naval Operations, Fleet Readiness and Logistics (CNO N4) will:
(1) Execute primary responsibility for the assessment phase of the annual SLD plan.

(2) Lead a cross-functional working group to identify and analyze the operational, support, and readiness factors associated with implementing the designed SLD plan as outlined in enclosure (2).

(3) Based on input from representatives of the working group, recommend to the CNO mitigations for any risks posed to operational, support, and readiness factors, including 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, home bases, and hubs against the criteria in enclosure (3).

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

(5) Upon the conclusion of the assessment phase, coordinate with Deputy Chief of Naval Operations, Integration of Capabilities and Resources (CNO N3/N5) to produce a comprehensive SLD plan for briefing to CNO, highlighting key findings and actions for decision and approval.

(6) Perform exploratory excursions of potential changes to the approved SLD plan to assess feasibility and inform the decision process. All excursions must be approved by OPNAV principal officers (e.g., DCNO, Vice Chief of Naval Operation (VCNO). CNO).

(7) Lead the SLD MILCON working group to inform the SMIG of high priority facility infrastructure requirements.

(8) Upon approval of the SLD plan conduct a review of previously identified SLD MILCON projects and provide an analysis of execution status.

d. Deputy Chief of Naval Operations, Manpower, Personnel, Training, and Education (CNO N1) will:

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

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

e. Deputy Chief of Naval Operations, Information Warfare (CNO N2/N6) 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 that it aligns with applicable policies, directives, and concepts of employment.

(5) Incorporate the results of the assessment phase to inform the development of a wholeness balance review (WBR) as part of the POM process.

f. Deputy Chief of Naval Operations, Warfighting Development (CNO N7) will:

(1) Provide strategic guidance for development of the SLD.

(2) Assess the SLD for strategic alignment.

g. Deputy Chief of Naval Operations, Integration of Capabilities and Resources (CNO N8) will:

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

(2) Ensure deliberate identification of SLD-related program decisions in the program budget information System.

(3) Provide POM planning memoranda that specifically identify POM development tasks, responsibilities, and deliverables.

(4) Produce the Warfighting Capability & Capacity Assessments in order to provide a comprehensive capabilities-based evaluation to identify gaps in force structure to the CNO.

(5) Assess material condition of ships recommended for forward deployed naval forces (FDNF) assignment.

(6) Provide campaign analysis support of homeporting decisions.

(7) Participate in the preliminary identification of SLD design initiatives to prioritize assessment analysis.
h. Deputy Chief of Naval Operation, Warfighting Requirements and Capabilities (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 inform the development of the WBR as part of the POM process.

i. Chief of Information (CHINFO) will:

   (1) Provide public affairs guidance and other appropriate planning documents.

   (2) Recommend strategic communications plans to (CNO N3/N5).

j. NCCs 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 before 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. This input shall be reviewed by DNS-14, upon which a 5215/9 is signed.

   (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) Provide capability analysis and other appropriate planning documents from the Navy TYCOMs (Commander, Naval Air Forces; Commander, Submarine Force; Commander, Navy Information Forces; Command, Navy Expeditionary Combat Command (COMNAVEXPDCMBTCOM); Commander, Naval Surface Forces; Commander, Military Sealift Command (MSC)). For example, Commander, Naval Air Forces must provide the MAP.

   (5) Keep higher echelon (CNO N3/N5 and CNO N4) apprised of SLD-impacting initiatives and actions.
(6) Articulate fleet requirements throughout the SLD process and identify key concerns during the annual SLD decision brief for CNO. Fleet concerns should reflect major issues that are essential to future readiness and warfare wholeness. If resourcing decisions are required, they are normally addressed through the Navy POM process vice SLD.

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

l. CNIC, in coordination with subordinate regional commands and Commander, Naval Facilities Engineering Command (COMNAVFACENGCOM), will provide shore support capability analysis and other appropriate planning documents.

m. The Chief of Legislative Affairs (OPNAV N09L) will recommend an engagement strategy for Congressional interest items to appropriate offices. It will provide informational inputs based on Congressional interest items.

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

8. **Records Management**

   a. Records created as a result of this notice, regardless of format or media, must be maintained and dispositioned per the records disposition schedules located on the Department of the Navy Assistant for Administration, Directives and Records Management Division portal page at https://portal.secnav.navy.mil/orgs/DUSNM/DONAA/DRM/Records-and-Information-Management/Approved%20Record%20Schedules/Forms/AllItems.aspx.

   b. For questions concerning the management of records related to this notice or the records disposition schedules, please contact the local records manager or the OPNAV Records Management Program (DNS-16).

9. **Review and Effective Date.** Per OPNAVINST 5215.17A, (the responsible OPNAV organization) will review this instruction annually around the anniversary of its issuance date to ensure applicability, currency, and consistency with Federal, Department of Defense, Secretary of the Navy, and Navy policy and statutory authority using OPNAV 5215/40 Review of Instruction. This instruction will be in effect for 5 years, unless revised or cancelled in the interim, and will be reissued by the 5-year anniversary date if it is still required, unless it meets one of the exceptions in OPNAVINST 5215.17A, paragraph 9. Otherwise, if the instruction is no longer required, it will be processed for cancellation as soon as the need for cancellation is known following the guidance in OPNAV Manual 5215.1 of May 2016.
Releasability and distribution:
This instruction is cleared for public release and is available electronically only via Department of the Navy Issuances Web site, https://www.secnav.navy.mil/doni/default.aspx
CRITERIA FOR INCLUSION INTO STRATEGIC LAYDOWN AND DISPERASAL PLAN

1. The operating forces of the U.S. Navy 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 delineated in paragraphs 3-8 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:
   a. Commissioned vessels in the battle force inventory.
   c. Select MSC vessels (i.e., maritime prepositioning ships, hospital ships).
   d. Operational aircraft squadrons (both manned and unmanned) and select enduring squadron detachments.
   e. Select unmanned aerial systems, unmanned surface vehicles (USV) and unmanned underwater vehicles and associated operational squadrons and flotillas.
   f. Operational staffs for ships and squadrons that meet the criteria in subparagraphs f(1)-f(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 of this enclosure must be coordinated with CNIC.

   g. Select platforms of foreign and non-Navy entities (e.g. National Oceanic and Atmospheric Administration (NOAA), USCG) where basing agreements exists for use of U.S. Navy installations

   h. Units specifically designated by the CNO.

   i. Select ballistic missile defense systems (e.g. Sea-based X-band radar (SBX-1))

4. For the purposes of considering a fleet distribution ratio, 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.

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

7. NECC 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.

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.
SLD WORKING GROUP

1. **Composition.** OPNAV N5 chairs the SLD design phase. OPNAV N46 chairs the SLD assessment phase. Members assigned to the SLD working group should be O-5 and above (or GS equivalent). The following representatives will serve as members:

   a. **OPNAV**

      (1) CNO N1

         (a) Chief of Naval Personnel

      (2) CNO N2/N6

         (a) OPNAV N2/N6E – Oceanography and Navigation

         (b) OPNAV N2/N6F – Information Warfare Integration

         (c) OPNAV N2/N6I – Deputy Director, Naval Intelligence

      (3) CNO N3/N5

         (a) OPNAV N3 – Operations and Plans

         (b) OPNAV N5 – Plans, Policy, and Integration

      (4) CNO N4

         (a) OPNAV N41 – Logistics Programs

         (b) OPNAV N42 - Strategic Mobility and Combat Logistics

         (c) OPNAV N45 – Energy and Environmental Readiness

         (d) OPNAV N46 – Shore Readiness

      (5) CNO N7

         (a) OPNAV N72– Warfare Directorate

      (6) CNO N8

         (a) OPNAV N80 – Programming
(b) OPNAV N81 – Assessments

(c) OPNAV N83 – Fleet Readiness

(6) CNO N9

(a) OPNAV N91 – 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 and NCCs

(1) COMUSFLTFORCOM

(2) COMPACFLT

(3) Commander, U. S. Naval Forces, Europe/ U. S. Naval Forces, Africa

(4) Commander, U.S. Naval Forces Central Command

(5) Commander, U.S. Naval Forces Southern Command

(6) U.S. Fleet Cyber Command

c. TYCOMs

(1) Commander, Submarine Forces

(2) Commander, Naval Air Forces

(3) Commander, Naval Surface Forces

(4) Commander, Military Sealift Command

(5) Commander, Navy Expeditionary Combat Command
(6) Commander, Navy Information Forces

d. **CNIC**
e. **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, Navy Region Europe, Africa, and Central

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, Naval Information Warfare Systems Command

g. **SECNAV**

   (1) (OLA)

   (2) Deputy Assistant Secretary of the Navy (Financial Management and Comptroller), Appropriation Matters Office
h. Headquarters Marine Corps Plans, Policies, and Operations (PP&O)

(1) PO - Operations Division

(2) PL – Strategy and Plans Division

i. United States Coast Guard, Deputy Commandant of Operations (CG-DCO)

(1) Office of Cutter Forces (CG-751)

(2) Office of Shore Forces (CG-741)

(1) Office of Aviation Forces (CG-711)

j. Additional Commands. Additional commands will be assigned as required.

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

a. Strategic Guidance Review. The objective of the SLD plan is to project the homeports, home bases, 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 including the National Defense Strategy and the Navy Strategy. 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;

(d) maintenance and modernization requirements.

(e) port loading to maintain or grow port capacity and capability.

(5) New initiatives, 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 which indicate the composition and schedule of carrier strike groups, expeditionary strike groups, amphibious ready groups, and surface action 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 c(1)-c(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 home base 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 to Congressional members.

e. Designation of Homeports, Home Bases, and Hubs. The design working group must designate the homeports, home bases, 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; 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, including, but not limited to operational, manpower (including civilian and contractor personnel), shore infrastructure, material condition, and training readiness. While the SLD Design lays out homeports, home bases, and hubs, the SLD assessment is more comprehensive than just the SLD proposed design. Shore related mission critical paths (Kill Chains) support the various warfare enterprise platforms across a network of shore installations. Shore infrastructure analysis will include mapping the production, maintenance, and operation of each platform to include any supporting functions such as supply chains and weapon provisioning, as well as the assignment and training of related operators and maintainers. This assessment includes functional areas and fields of expertise (functional area lead in parenthesis) as specified in subparagraphs f(1)-f(20):
(1) **Strategic Rationale** (OPNAV N72, COMUSFLTFORCOM, COMPACFLT and NCCs AOR dependent): Present (SECDEF), (SECNAV), and CNO guidance and policy; operation plans (OPLAN); concept plans (CONPLAN); and combatant commander theater posture plans.

(2) **Intelligence** (OPNAV N2/N6I): 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.

(3) **Host-Nation Engagement** (COMUSFLTFORCOM, COMPACFLT, and NCCs AOR dependent): Coordinate and communicate 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 N3; COMUSFLTFORCOM, COMPACFLT, and NCCs AOR dependent): Ensure that the SLD plan is compatible with current OPLANs, CONPLANs, and GFM.

(5) **Training** (COMUSFLTFORCOM, COMPACFLT, and NCCs AOR dependent): Ensure fleet access to naval training ranges including encroachment, operational areas, and synthetic training across all phases of Fd, Fg, and Fe. Monitor training readiness of FDNF ships.

(6) **Manpower Costing** (CNO N1): Provide costing analysis for homeport summary.

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

(8) **Fleet Readiness** (OPNAV N83): Assess maritime and aviation maintenance and operations scheduling impacts, costs, and maintenance capacity and material condition for ships recommended for FDNF assignment.

(9) **Logistics and Supply** (OPNAV N41): Assess waterfront logistics support, materiel, transportation, and storage across all phases of Fd, Fg, and Fe.

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

(11) **Environmental** (OPNAV N45): Identify potential environmental impacts to the quality of the human environment (including the natural and physical environment), and the relationship of people with that environment including an explicit description of the affected environmental impact; determine 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; determine compliance with encroachment plans, Air installations compatible use zones (AICUZ) studies, natural and cultural resources plans.


(13) **Installations Support** (CNIC and COMNAVFACENGCOM): Across all phases of Fd, Fg, and Fe (Refuel, Rearm, Resupply, Repair, Revive (5R) vector model; support from the shore), ensure balancing of port capacity and loading; base operating support services that provide Sailors and their families with 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 including MILCON, encroachment compliance, and real property; compliance status with installation master plan; on and off base land use planning impacts, on and off base transportation impacts, compliance with mission assurance plans; and spectrum management, sustainment, and restoration projects.

(14) **Information Warfare** (OPNAV N2/N6): Across all phases of Fd, Fg, and Fe review afloat modernization plans for Command, Control, Communications, Computers, Intelligence, Surveillance and Reconnaissance (C4ISR), 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 N2/N6E 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** (Chief of Legislative Affairs; Director of Navy Appropriations Office (FMBE)): Identify potential Congressional interest items, and SLD impacting legislative actions and recommend opportunities for senior leaders to communicate the plan to Congress.

(17) **Public Affairs** (CHINFO): Communicate the plan to internal and external audiences except those outlined in subparagraphs 2f(3) and 2f(16) of this enclosure.

(18) **Force Flow** (OPNAV N81): Assess campaign and force flow impacts as part of the SLD process.

(19) **SYSCOMs**: Address materiel issues related to the SLD plan.
(20) **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 Chaplains (OPNAV N097); Master Chief Petty Officer of the Navy (OPNAV N00D)).

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 N5 will 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, HOME BASING, AND HUBBING CRITERIA

1. Are aligned with overarching strategic guidance and enhance 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 the combatant commander’s theater posture plans, OPLANs, and CONPLANs.

5. Maximize Navy forces’ ability to surge globally.

6. Limit risks associated with natural disasters or manmade catastrophes and per reference (c) assess and manage risks associated with the impacts of climate change.


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 home base 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 home bases.

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

1. Major force structure changes (including 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, home basing, and hubbing requirements that arise from revised organizational or operational constructs.

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

9. Homeporting and home basing 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.

13. Congressional Actions directed by the National Defense Authorization Act, Defense Appropriations Act or other applicable laws.

14. Ability to support the full burden of kill chain requirements across all phases of Fd, Fg, and Fe (5R Refuel, rearm, resupply, repair, revive; support from the shore).
BASING DECISION PROCESS FOR NEW PLATFORMS

1. **Identify Basing Concept**: TYCOM will provide a requirements letter to CUSFFC and or
   CPF, specifying shore support requirements, platform delivery schedule, operationally-preferred
   basing strategy, and assessment concept to facilitate course of action (COA) development.

2. **Provide Basing Options**: CUSFFC and or CPF will endorse basing concept and provide
   basing options to the SLD Working Group for inclusion into the next design and assessment
   phases. fleet commanders may also submit preferred basing location, if desired. In the event
   there is only one viable option for the homeport, homebase, or hub, CUSFFC and CPF will
   submit that option. Identify as early as possible the level of National Environmental Policy Act
   (NEPA) documentation required to support basing alternatives.

3. **Assess Basing Options**: The SLD Working Group will assess basing options during the next
   Design Phase and Assessment Phase. The level to which basing options are assessed within SLD
   will be determined by OPNAV N5 during the Design Phase (i.e., whether the assessment can be
   completed during normal working group discussions, or if it requires a separate excursion). Off-
   cycle SLD basing assessments require approval from CNO N3/N5. The NEPA actions should be
   coordinated as early as possible with the fleet, TYCOM, SYSCOM, and region to minimize
   platform schedule impacts.

4. **Preferred Basing Decision**: During annual final SLD briefings, OPNAV N5 will present the
   preferred homeport, homebase, or hub to CNO as a recommendation for a final basing decision
   by SECNAV. CNO endorsement of preferred basing location allows the required NEPA actions
   and infrastructure planning to proceed until the basing process is complete.

5. **Basing Decision**: The basing decision process is considered complete when the applicable
   NEPA analysis and decision documents have been finalized, SECNAV publishes a basing
   memorandum, and an (OCR) is approved.

   **NOTE**: Historically, non-fleet platforms (e.g. Research Development Testing and Evaluation
   (RDT&E)) have not followed the same basing decision process through SLD. However,
   when these platforms have potential to impact SLD plans, they require a shore supportability
   assessment. Program offices requiring shore support for non-permanent durations during
   new platform RDT&E will submit a non-permanent support request to CNIC (through their
   TYCOM). These support requests only require a CNIC supportability determination and
   approval prior to stationing platforms and proceeding with any necessary NEPA and
   infrastructure planning.
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. **Awarded Project.** Active construction of MILCON contracts and funds obligation.

5. **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))

6. **Basing.** Actions taken to position Navy or non-Navy entities on Navy real property.

7. **Battle Force Inventory.** A battle force ship is commissioned a United States Ship (USS) warship capable of contributing to combat operations, or a United States Naval Ship (USNS) that contributes directly to Navy warfighting or support missions and is maintained in the Naval Vessel Register. (Source: reference (b))

8. **Budgeted Project.** MILCON Included in President’s Budget submission to Congress, not yet enacted by law.

9. **Dispersal.** Dispersal refers to the assignment of operating forces to homeports and home bases 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 and aircraft 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.

10. **Enacted Project.** MILCON project enacted by law.

11. **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 MAP; programmatic adjustments (new construction, maintenance, transition delays); funding proposals, or congressionally directed by the National Defense Authorization Act or Defense Appropriations Act language.
12. **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.

13. **Home base.** 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 home base. (Source: reference (a))

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

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

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

17. **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)

18. **Planned Project.** Proposed MILCON project validation.

19. **Programmed Project.** MILCON included in current POM submission under review (often includes fiscal year of the POM and the latest review “lock”).

20. **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 (d))

21. **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)

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

23. **SLD Important Projects.** Projects that will have manageable impact on SLD execution. Mitigation is available to ensure SLD plan execution.
24. **SLD Required Projects.** MILCON projects that are direct enablers of SLD plan execution and will create a severe impact if left unresolved or unmitigated.

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

26. **Un-programmed Project.** Validated MILCON requirement assessed by the SMIG, but not included in the current POM submission.