

# Revitalizing the Shore

Navy Shore Strategic Guidance 2024-2029

**APRIL 2024**

**Commander, Navy Installations  
Command (CNIC)**



## Commander's Message



This is a consequential time in the history of our Navy and the Nation. The threat of major conflict is real, and its effects will impact the lives of all Americans in unprecedented ways. Navy Installations Command plays a critical role in our success against peer competitors. Navy installations are warfighting platforms from which our service generates *all* readiness, develops warfighting forces, and employs our warfighters. Each Sailor, Civilian, and contractor across the Shore Enterprise is a critical enabler to warfighting dominance.

However, the Shore is not ready for conflict today.

Many of our programs are resourced to a level that limits our warfighting and warfighters. Degradation of our infrastructure is accelerating at a time when a solid foundation is key to winning against global competitors, and we expect the demand for resources will continue to grow.

**Therefore, we must proceed with urgency to deliver innovative, resilient, and fiscally responsible solutions that align with the demanding warfighting requirements of the Fleet.**

The Navy Shore Enterprise, fully aligned with the Chief of Naval Operations' priorities for America's Warfighting Navy: Warfighting, Warfighters, and the Foundation that supports them, will develop and implement new and more effective ways to conduct business and deliver the outcomes the Fleet needs. We will challenge the status quo, get comfortable being uncomfortable, and drive results across the Shore Enterprise. We will measure our success in tangible outcomes that directly enhance warfighting readiness.

This plan provides the strategic guidance, priorities and actions that will enable the Navy Shore Enterprise to better deliver outcomes for the Fleet as we improve our ability to communicate requirements, constraints, risks, and mission impact to build a compelling case for additional resources in direct support of the Fleet.

**The time to prepare is now.** We must be focused, steadfast, and agile enough to deliver for the Fleet when and where it matters most. Together, with a shared focus and sense of urgency, we will rise to meet the challenges ahead.

Vice Admiral Scott Gray  
Commander, Navy Installations Command

# Strategic Guidance Commander, Navy Installations Command 2024-2029

## Purpose

This guidance establishes priorities for manning, training, equipping, and maintaining installation platforms to meet today's operational demands and the warfighting needs through 2029. It sets the course for the Shore Type Commander (TYCOM) to deliver advantage to the Fleet in this decisive decade. It describes how the Shore Enterprise is aligning to the Chief of Naval Operations' priorities for America's Warfighting Navy – Warfighting, Warfighters, and the Foundation that supports them.

## Current Situation

The U.S. is in a decisive decade of strategic competition with China and Russia. The next few years are critical to maintaining our competitive advantages and our ability to deter aggression and conflict. Additional threats from Iran, North Korea, and non-state actors, the proliferation of missile and unmanned systems, and rapid technological change create a complex security environment that demands a ready, agile, and resilient Navy. The Navy requires Shore platforms capable of supporting full spectrum, multi-domain conflicts with peer competitors, while also protecting against, responding to, and recovering from attacks or disruptions intended to degrade operations. Strategically located around the world, installations – both enduring bases and expeditionary places – are foundational platforms that support the Navy's missions.

Our installation platforms support Force Development ( $F_d$ ), Force Generation ( $F_g$ ), and Force Employment ( $F_e$ ). Our global footprint and forward basing underpin the Navy's ability to respond to crisis, contingency, or combat in order to be the nation's "away team." Installations and Shore activities support assigned / allocated ships, aircraft, and personnel throughout a wide range of operational conditions and tempos, including peacetime, crisis, major contingency, and conflict.

Yet, our infrastructure is degrading at an accelerating rate at a time when a solid foundation is the key to the Navy's ability to win against global competitors. The Navy has taken risk in the Shore for more than a decade to focus on afloat readiness and modernization. Similar to other Navy platforms, our installations require consistent resourcing for operations, sustainment, repair, and modernization to ensure they are ready to perform as designed throughout their service life.

Base Operating Support (BOS) funding has been essentially flat and remains so across the upcoming Future Year's Defense Program (FYDP). The Navy's Infrastructure Investment Plan (IIP) is designed to strategically recapitalize our installation platforms to reduce the risk of cascading infrastructure failures, by capturing Military Construction (MILCON) project requirements for all warfighting platforms, prioritizing nuclear deterrence, naval operational architecture, and critical readiness infrastructure. As the Navy pursues a multi-FYDP approach to recapitalizing our installation platforms, in the near term we will focus resources to the greatest needs that reduce risk and deliver mission outcomes.

This guidance is a North Star for the Navy Shore. Throughout this document, the following framing is applied:

- CNIC refers to the Navy’s Shore TYCOM and all regions, installations, and other units in the TYCOM Administrative chain of command.
- Navy Shore refers to all Navy footprint, infrastructure, operating support, and related capabilities.
- The Shore Enterprise refers to a cooperative partnership across Title 10 stakeholder organizations (CNIC, NAVFAC, supporting SYSCOMs, and Resource Sponsors) focused on providing the required readiness for Navy Shore. This partnership will be collaborative, transparent, and cross-functional, focused on generating decision-quality information to resolve Navy Shore readiness issues.

### Mission

Provide ready regions and installation platforms that deliver warfighting readiness, base operations, and Quality of Service for the Navy.

### Vision

A reliable and resilient Shore Enterprise, with agile regions and installation platforms, delivering required Fleet capabilities in peacetime, competition, and conflict.

### Shore Lines of Effort (LOEs)

The Shore enables the Navy to:

- Develop, generate, and employ forces;
- Recruit, train, employ, and retain a supremely talented total force;
- Support resilience of Sailors, Civilians, and their Families;
- Develop and test capabilities, weapons, and platforms to support the future force; and
- Provide global support to Combatant, Component, and Fleet Commanders, enabling the effective transition from competition to crisis to conflict as needed.

The Shore Enterprise enables Fleet readiness and warfighting effectiveness. With the ultimate focus on our warfighting mission, we need to optimize support from the Shore. To optimize that support, and aligned with the CNO priorities, we will focus on four LOEs: Align the Shore Enterprise; Deliver Fleet-Focused Outcomes; Improve Quality of Service; and Bolster the Foundation.

Warfighting

Warfighters

Foundation

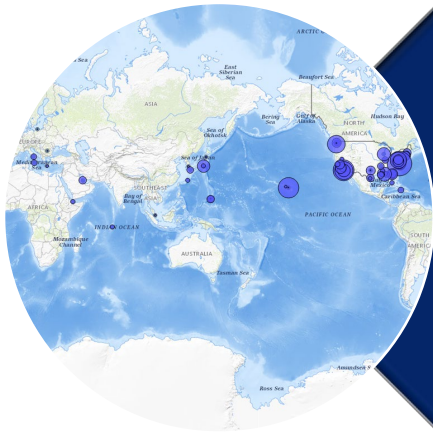
Align the  
Shore  
Enterprise

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Foundation

## Align the Shore Enterprise



**Align the Shore Enterprise:**  
Improve organizational alignment from the Type Commander, supporting regions and installations as operational units, focused on Fleet priorities.

In 2023, the Chief of Naval Operations designated CNIC as the Shore Type Commander (TYCOM) with the authority to man, train, equip and maintain U.S. Navy Shore installations. CNIC was also designated as a supporting commander to the Navy Component Commanders (NCCs) for installation support to generate positive Fleet outcomes more effectively.

Navy TYCOMs play a crucial role in the operational effectiveness and readiness of naval forces. These overarching responsibilities include operational readiness, training and doctrine, personnel management, equipment and maintenance, standards and inspections, policy implementation, and budgeting and resource allocation. CNIC will improve the organizational alignment of the Shore TYCOM administrative control (ADCON) chain of command, strengthening the ability of our regions and installation platforms to perform their operational responsibilities for the fleets and Component Commanders.

### Strategic Objectives:

- **Codify, Document, and Operationalize Shore Command and Control (C2).** Support updates to OPNAV issuances and Mission, Functions, and Tasks (MFTs) Instructions at all echelons to accurately reflect CNIC as the Shore TYCOM and Shore supporting commander. Align authorities, responsibilities, accountability, and resources to support the CNIC center of gravity – The installation Commanding Officer (CO). Working with Naval Facilities and Engineering Systems Command (NAVFAC) and other Shore stakeholders, we will continue to improve the effectiveness of Shore C2. This includes transfer of Defense Fuel Support Points (DFSP) C2 from Naval Supply Systems Command (NAVSUP) to CNIC, which achieved an Initial Operating Capability (IOC) date on 12 December 2023. Aligning DFSPs under the Installation CO now ensures there is a single accountable individual with Title 10 command authority, responsibility, and accountability to make day-to-day operational, maintenance, and risk decisions. Final Operating Capability (FOC) is expected NLT 01 October 2025. Concurrently starting in 2024, Commander, Navy Region Mid-Atlantic (CNRMA) will begin transfer of responsibilities, functions, associated billets, equipment, and materiel associated with installation-level maintenance and public works operations from NAVFAC. This alignment will make Installation Commanders fully accountable for installation-level maintenance and public works operations on their

installations.

- **Improve Fleet Integration.** Develop and implement processes to impose discipline in the generation and execution of validated NCC and Fleet requirements. Validate the required Navy region construct to ensure alignment with the NCCs. Orient the installation platforms to meet the needs of our Navy in a wartime, rather than peacetime environment, focusing efforts on the resilience of our most critical assets and improving our readiness to reliably perform Mission Essential Tasks (METs). We will increase participation in planning, tabletops, and war games to better understand fleet requirements and ensure the right outcomes are generated from our installation platforms within existing resource levels.
- **Hire, Train, Educate, Align, and Certify the Workforce.** Review and align the total workforce to ensure we apply the right skills to the right missions at our regions and installation platforms. Focusing on key skill sets first, we will improve our hiring processes to attract and retain the talent required across the Shore. Develop a system for continuous evaluation and improvement of training programs. Use data analytics to identify the most significant areas where training can be enhanced, keeping personnel prepared for evolving challenges. Modernize training for Shore leaders to emphasize delivery of key METs to better prepare region and installation leadership focus Shore capabilities on delivering outcomes.
- **Improve TYCOM Communications.** Elevate our communications to build trust, enhance the credibility of the Shore, and execute our responsibilities as a supporting commander. Increase Shore TYCOM participation, at appropriate leadership venues with Shore-related equity, to better identify areas of risk and allow decisions to be made at the appropriate level of the chain of command. Establish processes to align messaging. Embracing transparency, we will provide regular communications that are timely, relevant, and align key messages at all echelons of our enterprise.
- **Foster a Problem-Solving Culture.** Implement a TYCOM change management plan to transform the culture and emphasize fleet-focused, data-driven decision making throughout the enterprise. This includes committing to continuous learning, fixing or elevating barriers, self-assessing, sharing lessons learned, and taking ownership of the Shore.
- **Establish Data Architecture.** Develop a Shore TYCOM data management strategy and architecture, that establishes processes to identify, store, process, share and govern CNIC's data. Implement data and analytics capabilities to transform data into actionable information used to evaluate and articulate risk, identify opportunities to improve service delivery, and predict impacts on future Fleet outcomes.

## Deliver Fleet-Focused Outcomes



**Deliver Fleet-Focused Outcomes:** Ensure the Fleet is supported by ready and resilient installation platforms, capable of meeting mission tasking.

CNIC provides installation platforms worldwide. Operational relevance requires installations capable of providing the right capacity and capabilities at the right place at the right time, for both infrastructure and Base Operating Support (BOS) services. We must improve region and installation capabilities to enable and support the mission requirements of assigned operating forces, across  $F_d$ ,  $F_g$ , and  $F_e$  requirements.

Main operating bases, forward operating stations, cooperative security locations, and contingency locations – from fleet concentration areas to remote and isolated areas – our bases and places exist to meet warfighting requirements. Our capabilities must satisfy both current operations and conflict requirements, supporting integrated defense and operations with the Joint Force as well as our Allies and partners. We must adequately prepare our installation platforms for all conditions, not just today's steady state operations. We will begin to better prepare now, applying creativity and innovation, so that in times of emergency when our capabilities are most needed, they will be ready and responsive to the needs of the nation. We must prioritize limited resources by understanding fleet requirements at all echelons and then invest for impact.

### Strategic Objectives:

- **Facilitate Integrated Operational Planning.** Establish a collaborative and integrated operational planning framework and capacity to ensure support for all  $F_d$ ,  $F_g$ , and  $F_e$  requirements. Measure capability gaps and deconflict platform TYCOM response requirements for common capabilities including ammunition wharves, munitions teams, and support infrastructure required to onload supplies, munitions, and fuel, at all phases. Develop required communication channels and processes to empower regions to synchronize installation platform capabilities with the evolving requirements of assigned operating forces. Coordinate with Fleets to address key priorities that enable Operations Plan (OPLAN) execution.
- **Establish and Maintain Standards.** Deliberately develop, validate, and publish authoritative TYCOM standards for our installation services. This includes thoroughly assessing installation man, train, equip, and maintain status to identify strengths, weaknesses, and areas for improvement. We will focus on the most critical enabling

functions across the areas of Air / Port Operations; Protection (Emergency Management, Fire, Safety, Security); Base Support and Logistics; Command, Control, Communications, Computers, Cyber, Intelligence, Surveillance and Reconnaissance (C5ISR); and Quality of Service (QOS).

- **Develop our Installation Platforms.** CNIC will improve the Fleet’s ability to posture today’s forces, while also setting the stage to support surge forces. This includes informing the establishment of future bases and places. We will develop installation-specific support plans that clearly articulate force flow requirements and resourcing, and outline BOS support to forces at enduring and contingency locations in a theater of operations. Identify the capacity needed to meet platform-specific requirements and critical base support requirements and service levels to support prioritization by Fleets and other tenants. Ensure all installations and regions are prepared to provide specific support required by OPLANs / Concept of Operations Plans (CONPLANs).
- **Revalidate Fleet Protection Requirements and Delivery.** Prioritize the protection of our most critical mission assets and communicate risk to all stakeholders. Improve efforts to employ and sustain Physical Security Equipment (PSE) and Electronic Security Systems (ESS) across installations. Assess, analyze, and execute actions to leverage technologies as a force multiplier, increasing efficiencies and repurposing personnel where they deliver the most mission outcomes. Execute opportunities to employ proven technologies that reduce reliance on high cost, manpower-intensive solutions. Coordinate with the NCCs to ensure support plans are defined and understood.
- **Codify Shore TYCOM Role in Capability Development.** Late or inconsistent Shore infrastructure planning for Major Defense Acquisition Programs (MDAPs) results in increased costs and project delays that negatively impact Fleet readiness. Integrate CNIC into formal Navy requirements and acquisition processes for future operational platforms, improving early identification of new capabilities, and enabling deliberate planning and programming, and improving the connection of installation master plans to Fleet requirements.
- **Reinforce Culture of Safety.** We will recommit at all levels of leadership to never accept any avoidable loss of life or equipment as the cost of doing peacetime business. We will implement, track, report, and refine our safety programs and installation platform safety culture. In alignment with the Naval Safety Command (SAFECOM), we will identify life, health, and safety risks, and apply mitigations to assess the most consequential items for immediate correction. Our programs will incorporate risk management to increase communications, ensure the right risk decisions at the right level in the chain of command, and reinforce accountability.



## Improve Quality of Service



**Improve Quality of Service:**  
Build trust by delivering innovative, comprehensive, and responsive Quality of Life services in direct support of warfighter recruitment, readiness, resilience, and retention.

Our personnel are the foundational strength of the Navy. Individual well-being, mental and physical fitness, resilience, and Quality of Service (QOS) are vital readiness factors for the entire force. These factors are often more significant in remote, isolated, or forward locations, where our personnel must be ready to “fight tonight”.

QOS comprises both Quality of Life (QOL), the experience of a Sailor and their family outside the workplace, and Quality of Work (QOW), the Sailor's experience in the workplace. Our Navy's fully ready combat force deserves QOS that meets or surpasses established standards. Health and wellness programs, family readiness, housing, childcare, education, and recreational opportunities are of primary importance.

We will empower physically, mentally, and emotionally fit and resilient individuals equipped with the tools and services necessary to confront future challenges. The Navy is committed to taking care of our total force – Sailors, Civilians, and their families. Stronger, healthy, and resilient families make for a stronger fleet. The Navy Shore aims to provide a high QOS experience, acknowledging the daily service and sacrifice of the total force. By enhancing QOS for Sailors and their families we will improve individual readiness and retention.

### Strategic Objectives:

- **Refine Core QOL and Establish QOS Standards.** CNIC has well-established QOL programs. Identify and fund a clear set of programs and QOS standards to increase recruiting, readiness, and retention, while accounting for variation in local requirements (such as remote or isolated locations). Assess and improve spiritual, mental, emotional, and physical well-being programs, with more proactive outreach. Identify non-core competency functions better suited for industry outsourcing and opportunities to divest. Develop Fleet-informed, installation-specific plans, to support population surges of deploying forces while maintaining ability to provide required QOL services.
- **Improve Junior Sailor Living Options.** The Navy is focused on improving the options to house our junior Sailors to include Unaccompanied Housing (UH), access to parking, access to food, and other key factors. Establish habitability and livability standards for UH

facilities. Improve the condition of our existing UH facilities, our assessment capability, and accountability for maintaining standards. Standardize our UH management systems to maximize occupancy and improve efficient administration. Where practical, pursue authorities and opportunities to expand privatized UH to provide steady-state demand and contingency lodging required at each installation platform.

- **Deliver a Flexible Portfolio with Market-Driven, Agile Programs.** Reconnect with Sailors and their families to deliver accessible services, information, and resources of highest value. Provide the right programs at the right locations based on the needs of Sailors and their families. Continuously improve Unit, Personal, and Family Readiness programs to include areas such as remote clinical workforce availability, counseling and intervention services, childcare, healthy food choices, fitness options, and prevention of high-risk behaviors. Develop and deploy innovative single Sailor programming initiatives that may include internal delivery mechanisms, outsourcing, or external partnerships, to rapidly expand proven choices at scale. Where our services are not required or sparsely utilized, eliminate those offerings to increase service capabilities in higher need locations.
- **Foster Sailor Connectedness.** In today’s virtual age, connectedness means many things – connection to friends, family, access to online digital resources, opportunities for training, and more. CNIC’s Virtual Single Sailor Program (VSSP) initiative will enhance the lifestyle of the modern Sailor by providing a new virtual entertainment environment while supporting their overall health through access to fitness and nutrition content and other virtual resources. Develop constant contact and outreach for Sailor and Family connectedness. Consistent with lessons learned through ongoing Wi-Fi pilot, expand access to high-speed Wi-Fi and 5G networks in UH, Morale, Welfare and Recreation (MWR) facilities, and industrial areas as allowable by law and policy.
- **Strengthen Oversight of Public Private Venture (PPV) and Government Housing.** While we have improved quality and responsive support to military families provided by the Military Housing Privatization Initiative (MHPI), we will further strengthen our oversight. Improve our home inspection capability, ensuring homes are ready for move in, with minimal existing outstanding work orders. Ensure service members and families have an equitable voice in the dispute resolution process, and advocates in their chain of command, installation leadership, and government housing teams. Assess our inventory to right-size and encourage appropriate recapitalization of inventory to meet the Navy’s changing needs.
- **Maximize Childcare Opportunities.** Maximize capacity at existing installation Child Development Centers (CDCs) by hiring and maintaining the required staffing levels. Examine opportunities and partnerships to expand both on-base and off-base childcare capacity. For future CDCs, implement standard designs to accelerate speed of construction and maximize our infrastructure investments.

## Bolster the Foundation



**Bolster the Foundation:** Arrest degradation, accelerate recovery, and modernize the Navy's infrastructure through innovative solutions providing resilient installation platforms for the future fight.

Support from the Shore requires a deliberate focus and prioritized investment, so we can address the most critical fleet capabilities, QOS, safety, and other issues first – and maintain that focus in a disciplined manner to make progress over time. Our Shore deficit will not be fixed in a single FYDP but will require long-term commitment and execution discipline. Our execution must arrest the accelerating degradation of our infrastructure in key mission areas. We need to ensure we are planning the right projects with the right delivery methods to execute the Infrastructure Investment Plan (IIP) and bring the right capabilities online at the right time.

Across our portfolio, our investments will be aligned to improve QOS and enhance operational capability, resilience, and readiness of our installation platforms. We will deliberately focus and prioritize investment on the most consequential levers that support delivery of Fleet outcomes.

### Strategic Objectives:

- **Innovate Delivery of Infrastructure Capabilities.** Embrace and aggressively pursue opportunities to implement innovative tools that improve readiness, lower the cost-of-service delivery, maximize the value to the Navy, and leverage investment from other parties. Pursue innovative opportunities to exploit available technologies (e.g. off-site / modular construction, tension-fabric structures, etc.) and strategies to deliver the required capabilities at the best costs and timelines. Maximizing available authorities to effectively reuse and restore existing facilities and reduce the backlog of new Military Construction (MILCON) requirements. Smartly invest in more sustainable and lower lifecycle cost technologies.
- **Right-Size the Shore.** Implement a rigorous asset management process that identifies critical assets, opportunities to consolidate and eliminate excess inventory, to improve the overall responsiveness and resiliency of our required infrastructure. Apply limited resources to achieve better outcomes by expending no funds in facilities planned for demolition, exploiting space consolidation opportunities afforded by increased telework across installation tenants, and accelerating the elimination of excess infrastructure.

- **Focus Investment on Most Consequential Fleet Outcomes.** Execute the multi-FYDP IIP. Impose discipline in IIP execution, ensuring resources are executed to best deliver modernized and effective infrastructure. Pursue investments to improve the resiliency of our most critical military infrastructure, including hardening and redundancy efforts for Task Critical Assets (TCAs). Better maintain existing infrastructure through disciplined preventive maintenance and accelerate efforts to better manage the logistical burden of the Shore by prioritizing the systems we buy to the most reliable, low-maintenance options.
- **Improve Planning, Acquisition, and Programming.** Implement standardized planning and programming tools and processes to improve requirements definition and cost and schedule to reduce project schedule changes and cost growth. In partnership with NAVFAC, significantly reduce overall planning, design, and construction cost and risk to ensure appropriate levels of quality, through the development and adoption of standard and/or modular designs and design criteria. Implement comprehensive facilities master planning, effective management of existing facilities, and increase our planning and design capacity to identify facilities projects that support the Fleet’s steady-state and surge requirements, to include contested logistics support.
- **Execute Shipyard Infrastructure Optimization Program (SIOP).** The Navy's four public shipyards are essential elements of national defense. In a cost disciplined manner, without sacrificing other required critical infrastructure investment, we will support the execution of SIOP to modernize and optimize these shipyards to support the capability and capacity requirements of the current and future fleet.
- **Improve Installation Sustainability.** Sustainability is a mission enabler that facilitates essential operations; enhances readiness; maximizes independence, resilience, and security; minimizes environmental impact; and supports natural and man-made systems. The Navy Shore will support the 2022 DON Climate Action 2030 Strategy to address the impacts of climate change on readiness, operations, and our ability to fight and win. We will complete baseline installation platform resilience plans to integrate information from energy, climate, water, and other relevant resilience analyses to comprehensively identify and prioritize solutions to address all-hazard risks to our installation platforms. We will improve energy management, seek innovative ways to modernize our utilities infrastructure, explore long-term utility cost sharing agreements, and implement validated recommendations from energy resilience exercises.

## **Conclusion**

Implementation of this strategic guidance supports wide-ranging improvements to manning, training, equipping, and maintaining our installation platforms. Across all LOEs, detailed implementing guidance with specific objectives and key performance indicators will be developed to ensure alignment, hold ourselves accountable, and drive results. We will not underestimate the complexity of our dynamic environment or the magnitude of our challenges, but we must move out, with speed, precision, and focus.

The development of installation platform capabilities is the essential corollary to increasing our Fleet platform capabilities. Fleets and installations both exist for the needs of battle. However, the Fleet's ability to fulfill its mission will be limited if our installation platforms are not similarly developed to support the range of operational conditions and tempos expected from the Shore.

Across all LOEs, we will not allow the past to dictate the future. We cannot remain attached to what we think worked in the past, or how we have always operated. We need to retain what is good, discard what is not, and improve what remains, all aligned towards our mission and vision.

We have required action across all three of CNO's priorities – Warfighting, Warfighters, and the Foundation that supports them – we will not hide from these challenges but instead embrace them head on. That is our task, and the work begins now.

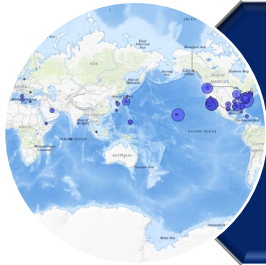
## Shore Lines of Effort 2024-2029

### Mission

Provide ready regions and installation platforms that deliver warfighting readiness, base operations, and Quality of Service for the Navy.

### Vision

A reliable and resilient Shore Enterprise, with agile regions and installation platforms, delivering required Fleet capabilities in peacetime, competition, and conflict.



**Align the Shore Enterprise:** Improve organizational alignment from the Type Commander, supporting regions and installations as operational units, focused on Fleet priorities.



**Deliver Fleet-Focused Outcomes:** Ensure the Fleet is supported by ready and resilient installation platforms, capable of meeting mission tasking.



**Improve Quality of Service:** Build trust by delivering innovative, comprehensive, and responsive Quality of Life services in direct support of warfighter recruitment, readiness, resilience, and retention.



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