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OPNAV INSTRUCTION 3500.23D

From: Chief of Naval Operations

Subj: ASSEMBLY, ORGANIZATION, AND TRAINING OF CREWS FOR THE
COMMISSIONING OF U.S. NAVY SHIPS

Ref: (a) SECNAVINST 4950.4A
(b) NAVSO P-1000 Financial Management Policy Manual,
Chapter 3, Part B
(c) OPNAVINST 1000.16K
(d) OPNAVINST 1500.76A
(e) OPNAV P-751-1-9-97 Navy Training Requirements
Document Manual (NTRDM) (NOTAL)
(f) OPNAVINST 4700.8H

Encl: (1) Definitions of Terms
(2) Crew Phasing Plans
(3) Submarine Specific Requirements
(4) Scheduling
(5) Responsibilities

1. Purpose. To update policy and assign responsibilities related to pre-commissioning training for the crews of U.S. Navy ships. The same procedures will be used in time of national emergency. Enclosure (1) contains a list of definitions of terms used in this instruction. The recommended guidelines for crew member increment phasing are set forth in enclosure (2) and enclosure (3). Enclosure (4) contains amplifying information concerning personnel scheduling to ensure pre-commissioning training is complete. Pre-commissioning training for foreign crews of ships to be provided to foreign governments is conducted following reference (a) and financial responsibilities detailed in reference (b), paragraph 075365. This instruction is a complete revision and should be reviewed in its entirety.

2. Cancellation. OPNAVINST 3500.23C.

3. Requirements. Pre-commissioning training will be provided for the personnel of each ship being re-activated, converted, or constructed.

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4. Nature of Training. Individual training of personnel in nucleus and balance crews will be provided on a qualitative, as well as quantitative, basis to ensure ships are manned with the required skills. The time period for group and team training of balance crews will vary, depending on individual training requirements and the billet training profiles found in the ship class Navy Training Systems Plan (NTSP). Members of the nucleus crew are normally subject matter experts and, with some exceptions, have much of their required training and specific skill sets completed prior to arrival at the pre-commissioning unit (PCU).

5. Planning. The preliminary ship manpower document (PSMD) will be prepared following reference (c). An NTSP for each new class of ship and a crew scheduling and phasing plan (CSPP) for each ship requiring pre-commissioning training will be prepared following references (d) and (e). Implementation of the plans will be coordinated by the program executive officers (PEOs) with the type commander (TYCOM), until commissioning date. For this purpose, the ship is considered a "system" and the NTSP is prepared to provide for the training of personnel. The CSPP will identify the pre-commissioning training requirements by billet for each member of the crew, to include required team training. It will also include recommended initial training as per reference (f). Using the CSPP as a guideline, personnel will be ordered to the ship in accordance with fleet manning directives. Personnel will receive all required Navy enlisted classification (NEC) and initial training prior to reporting aboard, and TYCOM training requirements, including team training upon arrival. Supplementary training will be provided, as time permits, at the fleet training location where the pre-commissioning detachment (PCD) is geographically stationed prior to reporting to the PCU. Any additional training requested will be provided subject to the availability of time and/or funds.

6. Funding. The financial responsibility for the training and instruction of military personnel is contained in references (b) and (d). Responsibilities will be carried out by commands per current applicable directives and the provisions of enclosure (5), but does not take precedence over references (b) and (d).

7. Action. Addressees will take action necessary to carry out responsibilities as set forth in enclosure (5).

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8. Records Management. Records created as a result of this instruction, regardless of media and format, shall be managed in accordance with Secretary of the Navy Manual 5210.1 of November 2007.



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DEFINITIONS OF TERMS

1. Nucleus Crew. The nucleus crew is composed of selected experienced or specialized officer and enlisted personnel ordered to or near the building, modernization or conversion shipyard, reactivation activity, acquisition site or other special activity as stated in sections 1306-800 and 1320-320 of NAVPERS 15560D, Naval Military Personnel Manual, and are part of the PCU. The nucleus crew, under the command of the prospective commanding officer (PCO), will be responsible for developing and implementing the ship's load-out program; inspecting the ship to identify any deficiencies which might affect certification; keeping informed of and when crew availability permits observation of equipment testing; and conducting on-site training/ship familiarization in preparation for ship custody transfer (delivery), light off assessment (LOA), initial crew certification, sail-away and successful integration to fleet operations. The phasing plan may consist of one or more increment(s) as defined relative to the approved PSMD crew size and specific CSPP for the ship or ship class.

2. Balance Crew. The remainder of the ship's force (those not part of the nucleus crew) reports for temporary duty at a designated training location. Prior to ship custody transfer, the balance crew is assembled at a training activity or the building, conversion, activation, or acquisition site for organization, group and team training, and any individual training which may be necessary. Balance crew training should include key members of the nucleus crew whenever feasible.

3. Pre-Commissioning Unit (PCU). All ship's personnel located at the builder's yard. The PCU is a separate and detached command from the Naval shipyard or supervisor of shipbuilding, commanded by the PCO.

4. Pre-Commissioning Detachment (PCD). The PCD consists of various ships' personnel located at the fleet concentration area. If applicable, personnel in the PCD shall be assigned to a sub-unit identification code (UIC) of the PCU, under the command of the PCO. PCO's must ensure senior leadership is present and involved at the PCD. Typically, the prospective executive officer (PXO) will act as the officer in charge (OIC) of the PCD.

5. Pre-Commissioning Training. Pre-commissioning training is the process of assembling, organizing and training the officers and enlisted personnel comprising the crews of ships and other waterborne craft being placed in commission or in service. Included in this training are preparation for ship custody transfer, LOA, initial crew certification, dockside trials, underway trials, readiness for sea period, qualification trials and special tests, and the shakedown period, as conducted following references (f) and OPNAVINST N9080.3G (NOTAL). This training consists of individual, group and team training, school and on-site, required in connection with new equipment and systems being installed and new capabilities or characteristics being incorporated. It also includes individual, group and team training required to perform watch, quarter, and station duties. Training on general military matters is included, as is other training determined necessary by the lead TYCOM to whom the ship will report.

6. Pre-Commissioning Crew. The pre-commissioning crew will consist of all personnel assigned at the PCU and PCD. All members of the pre-commissioning crew shall be assigned to the PCO for fitness/evaluation reporting purposes.

7. Lead Type Commander (TYCOM). Commander, Naval Surface Forces; Commander, Naval Air Forces; or Commander, Submarine Forces, as applicable, based on type of platform.

8. Fleet Commander. The fleet commander for new construction ships is that fleet commander in whose area of responsibility the ship will be homeported upon ship custody transfer.

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CREW PHASING PLANS

Listed here are recommended phasing timelines to be used for initial planning. Each new construction program must be evaluated separately and the final crew phasing and increment makeup should reflect Office of the Chief of Naval Operations (OPNAV), fleet, TYCOM and systems commands inputs. This will allow for flexibility to accommodate differences in mission capability, crew size, training availability and fiscal constraints. The foremost goal will be to man the nucleus crew at the minimum level necessary to ensure successful fleet introduction of new construction or reactivation ships.

1. Increment One. The PXO or another person with senior officer leadership and the training officer will be assigned to increment one. Receives 2 months of pre-commissioning training at a fleet location. Funded travel for production reviews and material zone inspections. Reports to the builder's yard 10 to 12 months prior to delivery.

Note: The command master chief, chief hospital corpsman, chief personnel specialist, and chief damage controlman arrive at the pre-commissioning training detachment with increment one personnel, then report to the builder's yard with the balance crew.

2. Increment Two. Receives 2 to 3 months of pre-commissioning training at a fleet location and transfers to the builder's yard 6 to 8 months prior to delivery.

Note: The training officer arrives at the pre-commissioning training detachment with increment two personnel, then reports to the builder's yard with the balance crew.

3. Increment Three. Receives 2 months of pre-commissioning training at a fleet location and reports to the builder's yard 3 to 4 months prior to delivery.

4. Increment Four. Receives 2 months of pre-commissioning training at a fleet location and arrives at the builder's yard upon delivery.

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Note:

1. Increments one through four should be tailored to best meet new construction key events. What is shown above is an example.
2. Personnel should arrive NEC Code trained at the platform at their proposed increments.
3. Team training does not occur prior to arrival due to the staggered increment arrival dates. The platform is responsible for identifying and scheduling team training to support initial crew certification.

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SUBMARINE SPECIFIC REQUIREMENTS

Although the process of manning and training personnel for new construction submarines is similar to the surface community, there are some differences which require mentioning:

1. PCU. Submarine personnel are an integral part of the new construction and testing process. Because of this reliance on the Navy by the ship yards, all submarine personnel are ordered into the PCU. There is no requirement for a PCD.
2. Training. Ships force personnel are required to be trained on each system to facilitate the system turn over process. Because of this, the PEOs must make every effort to ensure personnel are trained to the maximum extent possible en route to the platform so that training does not impact the construction process.
3. Team Training. Due to the staggered increment arrival dates, team training does not occur until after a significant portion of the crew has arrived at the PCU. The platform is responsible for identifying and scheduling team training to support core competencies necessary for initial crew certification.
4. Class Documents. The PEO develops the PSMD, the NTSP, and the crew phasing plan (CPP). These documents are reviewed, approved, and promulgated by the Chief of Naval Operations (CNO). The CPP is the formal document used by the CNO's office to manage end strength requirements. The PEO also develops a CSPP that delineates the training requirements by billet. The detailers use the CSPP as a tool to satisfy en route training requirements.
5. Submarine Learning Center (SLC). The PEO coordinates with the SLC to provide training support to the PCU. The SLC staff personnel assist the PCU personnel in achieving their training objectives by providing assistance in scheduling, assembling, and executing required formal training and team training.

6. Manning. Increment arrival dates identified in the CPP are driven by key events occurring during the submarine new construction schedule and should be tailored to best meet construction milestones. What is shown below is provided as an example.

Increment A1: Administrative support staff to take custody of the PCU building and establish the ship's office and ship's local area network (LAN). Consists of the chief of the boat, chief storekeeper, chief yeoman, and three LAN personnel (chief fire control technician, first class petty officer electronics technician, second class petty officer fire control technician). [Arrives 8 months prior to initial fill].

Increment A2: Initial contingent of officers (new construction OIC, navigator (NAV), engineering officer (ENG), limited duty officer (general), and nuclear enlisted personnel) required to support reactor testing and start up. [Arrives 6 months prior to initial fill]

Increment B1: Non-nuclear enlisted maintenance personnel (fire control technician, electronic technician, sonar technician, machinist mate (MM) (weapons), MM (auxiliary)). [Arrives 12 months prior to float off]

Increment B2: Contingent of nuclear officers that will take platform to sea to include department heads and division officers (commanding officer, ENG, weapons officer). [Arrives 3 months prior to post core hot operations]

Increment C: Additional contingent of officers that will take the platform to sea (executive officer, NAV and division officers) and non-nuclear enlisted personnel trained in system operations. [Arrives 6 months prior to float off]

Increment D: Last contingent of remaining officer and enlisted crew (non-division assigned, junior officers, culinary specialists, yeoman). [Arrives 6 months prior to float off]

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SCHEDULING

1. Personnel will be scheduled for pre-commissioning training as required so that the crew will be available to the PCO to meet the requirements of references (f), article 0808 of U.S. Navy Regulations 1990, and OPNAVINST N9080.3G (NOTAL). All personnel of the crew will have completed pre-commissioning training as appropriate prior to crew certification for ships requiring such certification, and prior to the commissioning date for all other types. Training of personnel necessary for the operation of nuclear power propulsion plants will be scheduled for completion prior to the date manning is required to operate the plant to conduct dockside testing.

2. Manpower authorization and subsequent personnel assignment must precede the ship custody transfer date in order to allow for required special or general training. Manpower authorizations should be issued at least 24 months prior to the PCU report date. Ships under construction, conversion, and reactivation will be manned following fleet manning levels except in those areas where priority manning has been authorized by the CNO. Any class or fleet wide manning authorization changes, such as optimal manning modifications, will be officially communicated to all concerned as soon as practicable to allow the PCO to adjust initial practices, procedures, and watch bills. Typically, no manning authorization changes will be made to a PCU within 3 months of ship custody transfer.

3. Because detailing the crew for pre-commissioning training requires a long lead time, projected key event schedule changes must be announced as soon as possible. Accordingly, subject to contractual restrictions, any slippage or advance in schedule which affects the provisions of the NTSP must be officially issued to all concerned as soon as the change is confirmed.

RESPONSIBILITIES

1. CNO. Deputy CNOs and directors of major staff offices within their areas of cognizance will:

a. State governing policy and provide procedural guidance and planning factors for pre-commissioning training.

b. Validate manpower requirements based on the configuration list provided by the PEOs. Approve and issue PSMD submitted by the PEOs, per reference (c). Develop and issue the ship manpower document as specified by reference (c). Issue manpower authorizations within the time frame indicated in enclosure (2).

c. Approve and issue the NTSP and CSPP for the ship.

d. Assign new homeports for each ship at least 18 months prior to projected ship custody transfer date to facilitate crew detailing.

2. Fleet Commanders

a. Coordinate with TYCOM and numbered fleet commanders to ensure efficient training and certification to provide PCU ready for tasking in the most efficient manner.

b. Coordinate with TYCOM and PEOs to ensure adequate fleet services are available to support training and pre-commissioning certification.

c. Provide assessment and training support as necessary.

3. PEOs

a. Coordinate and conduct pre-commissioning master planning/scheduling conference to coordinate pre-commissioning test, certification, and training in the most efficient manner to support final delivery of a unit ready for tasking to the fleet.

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b. Prepare detailed documentation of the planned configuration describing every system to be installed down to the "mark" and "mod" number and/or manufacturer's nomenclature for every major piece of equipment.

c. Develop and provide to CNO an NTSP for the ship class per reference (d) and a draft PSMD following reference (c).

d. Advise CNO and all others concerned of slippages or advances in ship delivery dates, in order to conduct proper manpower planning.

e. Direct application of the policies and procedures of reference (d) and SECNAVINST 5400.15C by the cognizant project manager for each ship activation, conversion, construction, modernization, and acquisition.

f. Prepare a CSPP for each pre-commissioning crew following the approved NTSP and in accordance with SECNAVINST 5400.15C.

g. Provide initial training for new equipment and systems on the ship following reference (f) for personnel of nucleus and balance crews as needed. This instruction by vendor representatives may take place at the vendor's plant, at a Navy school, or on a Navy ship or shore station.

h. Provide on-site training for personnel of nucleus crews as necessary to familiarize the nucleus crew with the specific shipboard installation and to ensure capability to monitor and inspect installation and operation of equipments and systems. This should include access to the ship for hands on system training and observation of the equipment tests and operation following Navy approved operating procedures.

i. Provide consulting services and assistance commensurate with the size and complexity of the ship to the PCO in the management of material resources, and other matters as required in preparation to operate the ship.

j. Schedule time during the shipbuilding period for crew training aboard ship to ensure personnel have attained an adequate level of readiness for completion of the LOA and initial crew certification and to guarantee the safety of the ship during fast cruise and underway trials.

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k. Provide to the cognizant supervisor of shipbuilding or shipyard commander resources and requirements for office space and office equipment for use by the nucleus crew.

l. Coordinate with fleet commander, Commander, Naval Personnel Command (COMNAVPERSCOM) and lead TYCOM prior to crew establishment to ensure that applicable directives are in place to support pre-commissioning crews with funding required for certifications, team training and individual training as specified in the NTSP and applicable OPNAV, fleet commander and TYCOM directives.

m. Prior to the PCU crew arrival, ensure required funding and resources are in place to provide for crew billeting for the duration of the construction process at the shipbuilding site.

4. Commander, Naval Installations Command (CNIC)

a. Shall coordinate with PEOs and lead TYCOM to ensure adequate berthing and facilities support are available to support the pre-commissioning crews.

b. Coordinate with lead TYCOM to ensure long-term homeport facilities are available.

5. Commander, Naval Education and Training Command (NETC)

a. Review and provide comment on the NTSP, in accordance with reference (d), recommended training at all learning centers under their jurisdiction, including, training materials, instructions and services necessary to prepare personnel for assignment to pre-commissioning crews.

b. Provide for the pre-commissioning training at training activities under their jurisdiction and to prepare and maintain instructional materials for pre-commissioning training.

6. Commander, Naval Personnel Command (COMNAVPERSCOM)

a. Detail personnel to ships under construction, conversion, or reactivation. Include in members' permanent change of station (PCS) orders specialty (NEC) training required by the CSPP and team training only when accomplished en route to the PCU (shipyard), and other NEC related initial training to

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assist in the qualification of personnel for assignments so that ships are manned with the required skills established in the applicable manpower authorization per sections 1306-800 and 1320-320 of NAVPERS 15560D. This should be accomplished using the CSPP as a guideline.

b. Modify enlisted transfer orders to provide for additional individual initial, on site, service school, or special training subsequent to crew reporting and prior to projected ship delivery date as funded by the PEOs, appropriate lead TYCOM, or fleet commander.

c. Order PCOs to the cognizant TYCOM for temporary duty as appropriate and to the PCU under PCS orders. (The cognizant TYCOM will be the reporting senior until an immediate superior in command (ISIC) is designated, and serve as general court martial convening authority (GCMCA).)

d. Screen COMNAVPERSCOM records of all rated/designated personnel to ensure they meet the quality requirements for reactivation or new construction duty prior to issuing orders to the pre-commissioning crew.

e. Coordinate with lead TYCOM to establish a principal UIC for the PCU, with a subordinate UIC for the PCD.

7. Lead TYCOM

a. Perform duties as ISIC and GCMCA for the PCU and PCD and reporting senior for the PCO. These duties may be delegated in accordance with applicable instructions to other commanders (i.e., class squadrons (CLASSRONS), squadron commanders, or readiness support organizations).

b. Monitor manning of pre-commissioning crew. Act as adjudication authority for all requests from external activities for pre-commissioning crewmember reassignment or individual augmentation.

c. Prepare and maintain instructional materials for pre-commissioning training as well as modifications necessary to adjust to specific requirements.

- d. Provide to PCOs the documentation necessary for organization, administration, and training of nucleus and balance crews.
- e. Fund as necessary temporary additional duty targeted budget requirements for crew training expenses associated with new fleet requirements which is not under the purview of the PEOs to fund, which is identified in the NTSP or CSPP.
- f. Coordinate with CNIC/NETC actions to provide berthing and messing facilities, office space, transportation, disbursing, and other services for personnel of the PCD.
- g. Provide and maintain lessons learned for use by the PCOs describing procedures for planning for and accomplishing the assembly, organization, and training of the pre-commissioning crew.
- h. Evaluate whether pre-commissioning training has been adequate to prepare the crew for LOA, initial crew certification, and shakedown training, and recommend additional training which may be necessary. Underway training will not commence until the crew is organized, adequately trained, and ready for sea.
- i. Certify crew for fleet operations.
- j. Coordinate with fleet commander as applicable.
- k. As GCMCA, provide primary legal support, including standards of conduct/ethics and, when necessary, designate the OIC for disciplinary purposes.

8. Chief of Navy Reserve

- a. Identify the consulting services and other assistance which will be made available by Navy Reserve personnel on active duty for training or temporary active duty in connection with ships or craft requiring such services. Provide training for Navy Reserve personnel on duties of this nature.
- b. For ships being transferred to the Navy Reserve Force (NRF):

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- (1) Establish Navy Reserve units 2 years before the transfer.
- (2) Develop reserve billet training plans for the NRF crews.
- (3) Develop indoctrination pre-arrival/replacement crew training for the NRF crews.

9. PCOs

- a. Assume responsibility and accountability as commanding officer for personnel assigned to the pre-commissioning crew.
- b. Assemble and organize the nucleus and balance crews.
- c. Utilize personnel assigned by the PEOs to assist with training, production, and administrative tasks (e.g., fleet introduction, respective CLASSRON, common support directorate, etc.).
- d. Ensure that the pre-commissioning crew is properly organized and trained per sections 1306-800 and 1320-320 of NAVPERS 15560D.
- e. To the extent authorized and funded by the PEOs and fleet commander, interchange personnel between on board nucleus and balance crews as necessary to optimize their training, career progression and utilization.
- f. Identify training which may be necessary beyond that provided or planned, make recommendations to the PEOs and fleet commanders for changes to the NTSP and CSPP as considered necessary, and to the extent authorized and funded by the cognizant fleet commander, obtain the additional training.
- g. Screen local records of personnel reporting to the pre-commissioning crew to ensure they meet the quality requirements for new construction duty. Inform COMNAVPERSCOM in cases where individuals do not meet the requirements of new construction duty and as appropriate, detach those individuals.

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h. Arrange administrative support, crew billeting, office space, pre-commissioning pay, messing space, class quotas, etc., as required by the CSPP for proper support of the pre-commissioning crew.