



DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS
2000 NAVY PENTAGON
WASHINGTON, DC 20350-2000

IN REPLY REFER
TO

OPNAVINST 4441.12C
N412
26 October 1999

OPNAV INSTRUCTION 4441.12C

From: Chief of Naval Operations

Subj: RETAIL SUPPLY SUPPORT OF NAVAL ACTIVITIES AND OPERATING
FORCES

Ref: (a) DODD 4140.1-R of May 98 (NOTAL)
(b) OPNAVINST 4000.57F
(c) OPNAVINST 5430.34A
(d) OPNAVINST 4790.2G
(e) OPNAVINST 4790.4C
(f) OPNAVINST 5442.4M
(g) OPNAVINST 3000.12
(h) OPNAVINST 4400.9B
(i) OPNAVINST 4080.11D
(j) NAVCOMPT MANUAL, VOL 3

Encl: (1) Supply Support Goals for Naval Activities and Operating Forces
(2) Retail Supply Support Definitions
(3) Detailed Elements of Retail Supply Support Policy

1. Purpose.

a. To provide basic Navy policy governing the management of Navy-owned retail maintenance related inventories at Navy activities and Marine Corps aviation units, and specify minimum supply system performance goals, found in enclosure (1).

b. To incorporate DOD retail inventory management policy prescribed in reference (a).

2. Cancellation. OPNAVINST 4441.12B.

3. Changes. This instruction has been revised significantly and must be reviewed in its entirety. It incorporates the retail inventory management guidance provided in reference (a) (commonly referred to as the Super-Reg); the results of Defense Management Review Directive (DMRD) 901 on Navy retail Inventory Management; the concept of Response to

Failure (RTF); and the Fleet and Industrial Supply Center (FISC) approach to regional supply support.

4. Scope

a. This instruction applies to the following activities (exceptions are listed in second subparagraph):

(1) those that maintain Navy-owned retail secondary item inventories, regardless of funding source of the inventory;

(2) those commands and activities participating in, or responsible for, the development and maintenance of allowance lists; and

(3) contractors that hold Navy owned material through a material management contract or maintenance contract.

b. The policies of this instruction do not apply to the following and are specifically governed by separate policy guidance:

(1) Fleet Ballistic Missile submarines, which are governed by reference (b);

(2) material owned by a contractor providing supply support services to the Navy;

(3) management of wholesale inventories, which is governed by reference (a); and

(4) requirements determination for principal end items (such as vehicles and aircraft), ammunition, bulk petroleum, War Reserve Material (WRM), nuclear reactor plant, inert nuclear and design-controlled cryptographic material.

5. Definitions. The key terms that pertain to the primary change of this instruction are listed below. Related definitions are listed in enclosure (2). Response to Failure (RTF) is a primary performance measurement typically presented as a cumulative distribution curve depicting the elapsed time a customer waits for maintenance related parts required to repair failed equipment. Since RTF is based on the customer's 3-M data it provides a customer specific focus and reflects the collective contribution of all integrated logistics support (ILS) elements including maintenance as well as all segments of the supply chain. Using readiness based inventory models, RTF based performance goals can be determined for individual sites/weapon systems supporting readiness established goals, which can then be compared against actual performance to determine if deficiencies exist and corrective action is required.

a. Average Customer Wait Time (ACWT). A comprehensive measure of the time elapsed between the customer requirement submission time and the receipt time by the customer. ACWT is the collective indicator of the logistics response time for all customer demands (including Direct Turnovers; replenishments; forward positioned stock, such as shipboard, I-Level, and pre-expended bin issues; government purchase card; and web-based transactions, etc.). ACWT can be calculated using RTF data.

b. Logistics Response Time (LRT). The portion of ACWT that measures the average time from the date of the requisition to the time the material is received by the customer and reported to Defense Automated Addressing System (DAAS) by all activities in the supply chain. The majority of LRT is made up of off-station/off-ship response times. LRT consists of the following elements:

(1) Requisition Submission Time (RST). The measure of time from the Julian Date of the requisition to the time it is received by DAAS.

(2) Inventory Control Point Processing Time (ICPT). The time from referral by DAAS to the ICP until the ICP submits a referral to the depot for issue.

(3) Depot Processing Time (DPT). The time from receipt of the referral at the depot to the time it is shipped.

(4) Transportation Time (TT). The period of time from the date that material is inducted into the transportation system until the material is received at the requesting activity.

(5) Receipt Take-up Time (RTT). The time it takes the customer's supply activity to receipt for the material and report that receipt to DAAS.

6. Objective. The primary objective of the Navy supply system is to provide supply support necessary to maintain and sustain the Navy's warfighting capabilities. Accordingly, site/weapon system specific support goals using RTF have been established and will be periodically issues by Commander, Naval Supply Systems Command (COMNAVSUPSYSCOM). RTF will work to align supply chain segments, including Navy wholesale and customer inventories, with Defense Logistics Agency (DLA) and other Service inventories to most cost effectively achieve a weapon system's operational availability (A_o) and other established support goals. Particular supply support goals are listed in enclosure (1).

7. Policy. An overview of this instruction's policy is listed below; detailed elements of the policy items are found in enclosure (3).

a. Retail inventory levels are categorized as consumer or intermediate. Navy's implementation of DMRD 901 resulted in the elimination of intermediate level inventories within the continental United States (CONUS), except for some High Usage Load List (HULL) materials and for local purchase items.

b. COMNAVSUPSYSCOM is the Navy's agent for setting policy and developing procedures for the global Navy supply system including material positioning, distribution and requisitioning.

c. Consumer inventory levels will be tailored to meet established site/weapon system support goals.

d. Policies that apply to both intermediate and consumer level inventories are listed in subparagraph 4d. of enclosure (3).

e. All inventory models to be used in implementing these policies must be approved by Chief of Naval Operations (CNO) (N41).

f. Policy concerning asset visibility of all Navy cog assets; availability to customers of consumer level inventories managed by the FISC; WRM portions of Tender and Repair Ship Load Lists (TARSLs), Fleet Issue Load Lists (FILLs) and Table of Allowances (TOAs); ashore inventory accounts of accountable officers; excess material identification and disposition; and operating space items and end items of support equipment are found in subparagraphs 4f – 4k of enclosure (3).

g. All requests for deviations from the policies stated here will be forwarded via the chain of command to CNO (N41) for approval.

8. Action

a. COMNAVSUPSYSCOM, within the responsibility assigned by reference (c), will develop the implementing procedures in coordination with other major claimants and appropriate commands.

b. All major commands will include compliance review of the policies stated in this instruction in command inspection programs.

9. Implementation. Major claimants will provide implementing instructions to CNO (N41).

DAVID P. KELLER
By direction

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OPNAVINST 4441.12C
26 October 1999

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SUPPLY SUPPORT GOALS FOR NAVAL ACTIVITIES AND OPERATING FORCES

1. Average Customer Wait Time (ACWT) Goals. The performance measure that is a collective indicator of supply system response time for all customer demands from the time the material requirement is presented until the material is received by the customer.

a. The goals specified below only apply to consumer levels supporting local customers.

(1) One-Hour Goal. A one-hour goal is established for every activity holding consumer level inventories to make Issue Priority Group (IPG) I material requirements available to the customer. Reference (d) specifies a one-hour goal for aviation IPG I material and reference (e) specifies a one-hour goal for IPG I material aboard ships. This goal applies if the customer and the supporting activity are located at the same site such as aircraft squadrons at Air Stations.

(2) Two-Hour Goal. A two-hour goal is established for every activity holding consumer level inventories to make IPG II material requirements available to the customer. This goal applies if the customer and the supporting activity are located at the same site such as aircraft squadrons at Air Stations.

(3) Twenty four-Hour Goal. A 24-hour goal is established to make IPG I and IPG II material requirements available, if the customer and the supporting supply activity do not have the same unit identification (UIC) or are not collocated, but the customer is either within a 35-mile radius of the supporting supply activity or is in the normal daily local delivery zone.

b. Logistics Response Time Goals (LRT). LRT measures off-station/off-ship response times. The Department of Navy goal for 2000, beginning in February, is 23 days.

c. Uniform Material Movement and Issue Priority System (UMMIPS) time frames.

(1) If neither a(1), (2), or (3) above is applicable, then UMMIPS time frames will be applied. UMMIPS goals are specified in reference (a).

(2) UMMIPS time frames also apply to all IPG III requirements for end use (Direct Turnover) and stock replenishment, except for activities covered by reference (d), for which the 24-hour standard exists.

d. Intermediate and Wholesale Level. The UMMIPS time frames are in effect for intermediate and wholesale levels of inventory.

e. Wholesale Level. A Supply Material Availability (SMA) goal that ultimately supports a weapon system's A_o and the enabling site/weapon system support goals will be reviewed and established annually by the Naval Inventory Control Point (NAVICP).

2. Response To Failure (RTF) Standards and Goals. RTF is a metric indicative of the aggregate performance of the supply system across all echelons (retail, intermediate, and wholesale). RTF measures both the on-station/ship effectiveness and the off-station/ship support of a requirement. RTF goals are site specific and will vary across ship, submarine, carrier, naval air station, ship intermediate maintenance activity, and other activities that have maintenance-related functions. Achieving the goal is dependent on inventory gross availability at the consumer level; the performance of the components of logistics response time (paragraph 5a(2)(a)-(e) of the instruction); SMA at the wholesale level; purchasing / procurement lead time, and UMMIPS transportation times.

a. ACWT. ACWT periods, which are reflected in RTF times, are directly related to the level of investment in each inventory echelon. RTF times for weapon system associated items are related to the respective system's target A_o. Full Mission Capability (FMC)/Mission Capable (MC) goals are detailed in reference (f). Times for non-weapon system items are an outcome of the optimum sparing levels based on the pertinent allowance model.

b. Exhibits (1) and (2) presented below and on the next page illustrate notional RTF curves.

Ships/Subs Notional RTF Curve

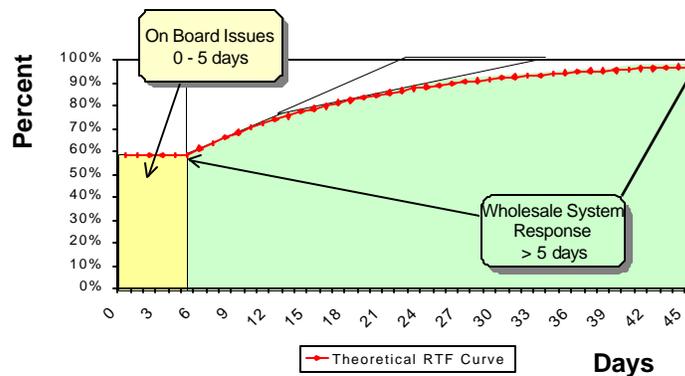


Exhibit (1). Notional RTF Curve, ships and submarines

Aviation-related Unit's *Notional* RTF Curve

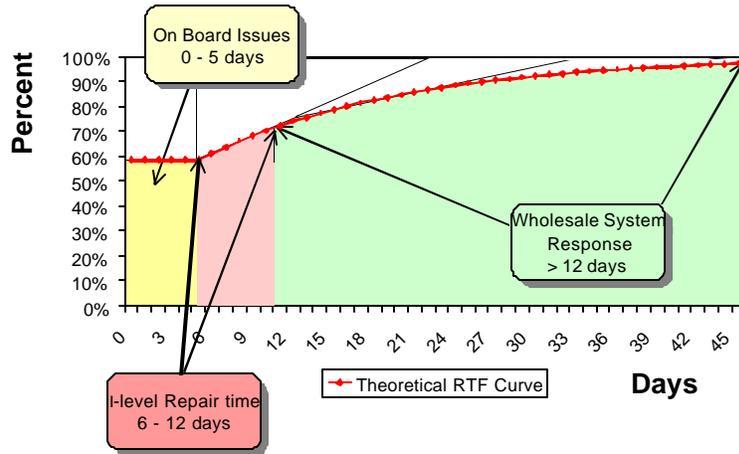


Exhibit (2). Notional RTF Curve, aviation unit

RETAIL SUPPLY SUPPORT DEFINITIONS

1. Wholesale Level Inventory. Inventory for which the designated inventory manager has asset visibility at the national level and exercises unrestricted asset control to meet worldwide inventory management responsibilities.
2. Retail Level Inventory. Inventory, regardless of funding source, held below the wholesale level. The retail level is made up of intermediate and consumer level inventory.
 - a. Intermediate Level Inventory. That part of the retail inventory regardless of funding source that is required between the consumer and wholesale levels of inventory. It is held for support of a defined geographic area or for tailored support of specified consumer organizations or activities. Only limited intermediate inventories are authorized at CONUS FISCs consisting of HULL items, Casualty and Equipment Repair Material (CERM), gases and cylinders, and local purchase. Navy depots in the Western and Mid-Pacific Ocean are authorized to hold full intermediate levels.
 - b. Consumer Level Inventory. That part of the retail level inventory, regardless of funding source, usually of limited supply distribution system for the sole purpose of internal consumption or utilization. The FISCs manage the consumer level for their partners.
3. Mobile Inventory. An inventory in direct support of mobile operating forces and an integral part of and under the physical control of a military unit/activity whose primary mission requires the continuing geographical relocation of that inventory. To qualify, this inventory must be required to accompany the unit on a continuing basis, and the unit must have the capability to achieve the mobility as a matter of routine. Mobile inventory may be either consumer or intermediate levels.
4. Demand Based Item (DBI). Items that have a relatively high issue rate. Normally, an item that experiences a demand frequency of two or more in a period of six months and continues to have at least one demand every six months afterwards. The DBI quantity is that portion of the requisitioning objective that supplements the allowance and/or load list quantity; if a DBI item is not an allowance or load list item, the entire quantity of the requisitioning objective is considered to be DBI stock. DBI items are stocked based on forecasted usage; stocking is based on economics or on military essentiality for limited demand items. Averaging or calculation of demands for similar equipment or

organizations to establish stocking criteria does not qualify for identification as a demand based item. However, demand forecasts may be a factor of program data.

5. Non-Demand Based Item (Non-DBI). The two types of non-demand based items are insurance items and program based. A Non-DBI is one that has no previously recorded demands but qualifies for stocking based on other criteria. Typically, the decision to stock is based upon program related data or weapons system essential data rather than previously recorded demands. Inventory levels for non-DBIs are usually developed and monitored by the NAVICP, and are reflected in allowance lists or stock lists.

6. Allowance List. A list or document specifically tailored to an activity for support of maintenance and/or supply mission. Examples include:

a. Aviation Consolidated Allowance List (AVCAL). A consolidated listing of Aviation Depot Level Repairables (AVDLRs) and Field Level Repairables (FLRs) fixed allowances required for an afloat and deployable activities (ashore or afloat) to perform aviation organizational and intermediate level maintenance in support of assigned aircraft.

b. Shore Based Aviation Consolidated Allowance List (SHORCAL). A consolidated listing of components, repair parts, and consumable items and depot and field level repairable items required to support planned operational and maintenance missions at designated naval and Marine Corps Air Stations.

c. Consumable Aviation Consolidated Allowance List (CAVCAL). A consolidated listing of recommended consumable fixed allowances for an activity (ashore or afloat) to perform aviation organizational and intermediate level maintenance in support of assigned aircraft.

d. Coordinated Shore Based Allowance List (COSBAL). A consolidated listing of components, repair parts, and consumable items tailored to the requirements of shore activities to support organizational level maintenance for authorized equipment.

e. Shore Intermediate Maintenance Stock List (SIMSL). A consolidated listing of material tailored to support the corrective and planned maintenance missions of a Shore Intermediate Maintenance Activity (SIMA), or a U.S. Naval Ship Repair Facility (NAVSHIPREPFAC) overseas.

- f. Coordinated Shipboard Allowance List (COSAL). A consolidated listing of the equipment, components, repair parts, consumables, and operating space items required for an individual ship to perform its operational mission.
- g. Operational Support Inventory Stockage List (OSISL). An allowance list, provided to the FISCs, that combines quantities from the SIMSL, tender load list, Regional COSBAL, geographic support (GEOSUP) considerations, and other special project computations. The OSISL is normally updated annually.
- h. Tender and Repair Ship Load List (TARSLL). A consolidated listing of equipment, components, repair parts, and consumables required to support the mission of an individual tender or repair ship. As tender and repair ships are decommissioned and maintenance moves ashore, supply support will be the responsibility of the regional repair center (RRC), which holds supporting consumer level inventories ashore. These RRCs will have their inventories positioned near the point of consumption and will be managed as sites managed by the regional FISC.
- i. Fleet Issue Load List (FILL). A consolidated listing of items positioned on T-AFSs to provide supply support of deployed fleet units, less items peculiar to submarines and Navy-managed aviation cognizance material.
- j. Table of Allowance (TOA). A specially prepared list of equipment, components, repair parts, consumables and operating support items to support Navy mobile activities, other than ships and aircraft, such as Advance Base Functional Components (ABFCs) (i.e., Navy Cargo Handling Battalions, Naval Mobile Construction Battalions, Fleet Hospitals, P-3 Mobile Maintenance Facilities, Seal Teams and other special combat units).
- k. Provisioning Lists. A list of newly provisioned items that may be stocked, as documented on a Preliminary Allowance List (PAL), for an interim period (normally prior to the Navy Material Support Date - MSD) by specifically designated retail level inventory activities prior to receiving actual demands.
- l. Installation and Checkout Spares List. A list of items required to initially support the installation and checkout of a new equipment/component.

7. Allowance Models. Mathematical techniques for determining stocking quantities specifically tailored to an activity for support of the maintenance and/or supply mission of that activity. Three types of allowance models have been developed for computing Navy activity allowance lists:

a. Fixed Protection Level. Computes allowances on the basis of a single factor (demand). This technique provides the same level of protection to all items having the same demand rate. Current FILL, TARSSL, SIMSL, COSBAL range and depth computations are based on specific effectiveness goals.

b. Variable Protection Level. Computes allowances on the basis of several factors, e.g., demand, item price and item essentiality. This technique provides higher protection levels for more essential items having low unit prices while providing lower protection levels for less essential, high cost items. This technique is constrained by the availability of variable essentiality data. An example of this type model computation is the Fleet Logistic Support Improvement Program (FLSIP) 5 Plus (.5FLSIP+) COSALs. This spare parts allowance model reduced both the cost and count of Storeroom Items by removing low usage insurance spares while adding ship flight/class tailored maintenance material management (3-M) and casualty report (CASREP) items.

c. Optimal Sparing Methodology. Computes allowances to achieve a given level of performance at least cost; or, conversely, to achieve a maximum level of performance at a given cost. These allowances will be developed to meet A_o goals. An example is Readiness Based Sparing (RBS), which is defined in paragraph 11 below.

8. Gross Availability. The percent of total demands, for both stocked items and non-stocked items, received and satisfied from stock on hand at any given echelon of inventory.

9. Net Availability. The percent of total demands received for stocked items and satisfied from stock on hand at any given echelon of inventory.

10. Operational Availability (A_o). A_o is the probability that a weapon system or individual equipment will be ready to perform satisfactorily in an operating environment when called for at a random point in time. A_o depends on reliability as measured by Mean Time Between Failure (MTBF); maintainability (i.e., Mean Time To Repair (MTTR)); supportability, as measured by Mean Logistic Delay Time (MLDT); and operating time (e.g., flight hours, steaming hours, or equipment operating periods). Reference (g) applies.

11. Readiness Based Sparing (RBS). The establishment of optimum spares allowances that are designed to meet a sustained readiness threshold for the aggregate system that is being supported. It is designed to set certain repairable and other critical item inventory levels where best needed. RBS was mandated by the CNO as the preferred aviation sparing methodology for repairable spare parts in 1985. RBS is designed to achieve CNO-designated Full Mission Capable (FMC) readiness goals by type-model-series (TMS) aircraft at an individual air station, carrier, or L-Class ship. It does so by calculating the least-cost mix of repairable items necessary to achieve the TMS aircraft readiness goal. It was first implemented aboard a carrier in 1993 and it was found that readiness levels were maintained despite significantly reducing the spare parts requirement. RBS does not set wholesale inventory levels.

DETAILED ELEMENTS OF RETAIL SUPPLY SUPPORT POLICY

1. Retail inventory levels are categorized as consumer or intermediate. Navy's implementation of DMRD 901 resulted in the elimination of intermediate level inventories within CONUS (except for some HULL materials and for local purchase items). Intermediate levels are authorized at overseas FISCs in Yokosuka, Japan, and Pearl Harbor, Hawaii. Any proposed changes to intermediate level authorized activities will be forwarded to CNO (N41) for approval. COMNAVSUPSYSCOM (04) must approve development of consumer level inventories.
2. COMNAVSUPSYSCOM is the Navy's agent for setting policy and developing procedures for the global Navy supply system including material positioning, distribution and requisitioning. Requisitioning channels are instituted by COMNAVSUPSYSCOM. Changes in requisitioning channels must be approved by COMNAVSUPSYSCOM (04). Requisitioning channels will be between the consumer level and the wholesale system. However, customer requisitions can be filled from any consumer, intermediate or wholesale level inventory depending on the availability of material, criticality of the requirement and the urgency of need. Customer requisitions will normally be filled from the closest source of supply to reduce supply system costs. All requisitions will be electronically submitted via DAAS to the designated Point of Entry. Central Point of Entry Network (CPEN) logic will determine the closest source of supply for afloat units.
3. Consumer inventory levels will be tailored to meet established site/weapon system support goals. These levels may consist of readiness-based, demand-based, limited demand, and non-demand-based items. As specified by NAVICP, AVCALs, COSALs, SIMSLs, COSBALs, and SHORCALs are updated at frequency intervals exceeding 1 year. These intervals need not be reviewed to comply with this instruction. Aviation retail requirements and allowance lists for mobile units will be reviewed in accordance with schedules developed jointly by the fleet commanders and NAVICP via the Aviation Allowance Working Group (AAWG).
4. The following policies apply to both intermediate and consumer level inventories.
 - a. Wholesale and retail inventories may be collocated or commingled provided separate line item records are maintained.

b. Levels of inventory for demand-based items will be computed by Navy standard inventory policies approved by the Office of the Secretary of Defense (OSD) as specified in reference (a).

c. Mission essentiality will be the primary criterion used in the selection and approval of the non-demand-based items stocked on a continuing basis.

d. Requests to carry items not authorized (i.e., by range or depth) by standard demand-based and non-demand-based stocking policies, CNO (N41)- approved inventory models or other CNO (N41)- approved special support initiatives, must be justified in writing. Additionally, the letter must be favorably endorsed by the major claimant and submitted to the NAVICP with copy to COMNAVSUPSYSCOM 04. This includes additives to allowances funded through the Central Managed Account (SAC 207/224) funded under the Navy Working Capital Fund (Supply Management). The NAVICP will liaison directly with a major claimant or his designated point of contact to determine specific requirements (i.e., by national stock number (NSN), quantity, etc.), plan, budget and procurement lead times, and direct the requesting activity on procedures and timing for the ordering of additive requirements.

e. Consumer retail inventory range and depth of stock will be based on established site/weapon goals linked to A₀ for weapons-related items to the maximum extent possible. ACWT goals for non weapons-related items are provided per reference (a).

f. Except for authorized Selected Item Management (SIM) or demand level adjustments for consumable items, and NAVICP- generated allowance/stock list updates, all new inventories and inventory level changes must be programmed to provide for a budget and procurement lead time. These actions must be coordinated with the NAVICP prior to any ordering of the wholesale level inventory. Any exceptions not concurred with by the NAVICP or other deviations from this requirement must be approved by CNO (N41).

g. All items will have both a Requisitioning Objective (RO) and a Reorder Point (ROP) established. An economic reorder policy considering the investment cost and risk of stockout must be established for demand-based items. For fixed allowances, the RO is the allowance quantity, and the ROP equals RO minus one unit or one Minimum Replacement Unit (MRU), (i.e., a one for one reordering policy). For locally (e.g., FISC or ship) computed requirements, a non-unit economic order quantity, or operating level (OL), may be computed so that the RO equals the sum of the OL and ROP. Repairable items

will continue to be managed under a one for one reorder policy to allow NAVICP carcass tracking and to meet the repairable item management requirements of reference (h).

h. NAVICP will optimize individual non-demand-based allowances for those items that exist in more than one allowance or load list for the same stocking activity or at multiple sites within a region under FISC management.

i. Inventory records will be coded as to their reason for stocking as specified in reference (a).

5. All inventory models to be used in implementing these policies must be approved by CNO (N41). Selected Item Management (SIM) items afloat will have an Order and Shipping Time (OST) level authorized. Inventory models used to develop mobile inventories will provide for a variable endurance level subject to concurrence by CNO (N41). No separate OST level is authorized for these endurance levels. The endurance level would be designated as War Reserve Material Stock (WRMS), per reference (i). Other parameters for all models will be developed by COMNAVSUPSYSCOM in coordination with affected major claimants for approval by CNO (N41).

6. The NAVICP will be provided asset visibility of all Navy cog assets held at activities with Transaction Item Reports (TIR) capabilities. Additionally, retail assets subject to the CPEN will have asset visibility; CPEN business rules apply for these assets available for redistribution.

7. Consumer level inventories managed by the FISC will be available to non-partner customers only when the FISC inventory level is above the Requisitioning Objective. However, all Issue Priority Designators (IPD) 01, 02 and 03 NMCS/PMCS/CASREP requirements will be available to all customers. All Issue Priority Group (IPG) I bearer walkthroughs will be filled from available inventories including FISC partner stocks.

8. The WRM portions of TARSLLs, FILLs and TOAs will be managed in accordance with reference (i).

9. Except as provided in paragraph 034001 of reference (j), all inventories at shore activities will be included in the inventory accounts of accountable officers. All mobile

OPNAVINST 4441.12C
26 October 1999

inventories maintained with Automated Data Processing systems will be included in the inventory accounts of accountable officers.

10. Excess material will be identified and disposition made in accordance with reference (a).

11. Operating space items and end items of support equipment will be authorized in specific quantities determined by the appropriate weapon system manager. These items will be expended to an end-use appropriation.

12. All requests for deviations from the policies stated here will be forwarded via the chain of command to CNO (N41) for approval. Fleet commanders retain the prerogative to modify afloat and aviation allowances for a period not to exceed 6 months to meet unusual situations, but must coordinate modifications to range and depth for items with NAVICP .