



DEPARTMENT OF THE NAVY
COMMANDER, NAVY INSTALLATIONS COMMAND
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CNICINST 11010.1
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CNIC INSTRUCTION 11010.1

From: Commander, Navy Installations Command

Subj: ENCROACHMENT MANAGEMENT PROGRAM

Ref: (a) OPNAVINST 11010.40
(b) OPNAVINST 11010.36C
(c) OPNAVINST 3550.1A
(d) OPNAVINST 3770.2K
(e) DoD Instruction 3030.3, Joint Land Use Study (JLUS) Program, 13 July 2004
(f) DoD Directive 3200.15, Sustainment of Ranges and Operating Areas, 10 January 2003
(g) DoD Directive 4715.1, Environment, Safety, and Occupational Health (ESOH), 19 March 2005
(h) DoD Instruction 4715.2, DoD Regional Environmental Coordination, 28 August 2009
(i) DoD Instruction, 4715.13, DoD Noise Program, 15 November 2005

1. Purpose. To establish the Commander, Navy Installations Command (CNIC) Encroachment Management program in accordance with references (a) through (i) and to provide information and guidance on encroachment management policies, procedures, and Budget Submitting Office (BSO) responsibilities for all Navy installations in support of operational integrity of installations, ranges, air and water Operating Areas (OPAREAs), special use airspace, and military training routes (MTRs).

2. Background. Effective encroachment management requires an understanding of the sources of encroachment, their potential impacts to the Navy's testing, training, and general mission activities, and the need for Navy actions to prevent, minimize, or mitigate their negative impacts. The Navy defines encroachment as: "Primarily any non-Navy action planned or executed which inhibits, curtails, or possesses the potential to impede the performance of Navy activities. Additionally, the lack of action by the Navy to work with local communities and to monitor development plans, or to adequately manage its own

facilities and real property can also impact the Navy's ability to meet its mission requirements and result in encroachment." Reference (a) defines the encroachment challenges that the Navy is tracking for impact to existing mission sustainment, readiness, and future requirements.

3. Policy. It is CNIC policy that:

a. Regions and installations implement proactive installation, range, special use airspace, MTR, and OPAREA encroachment management initiatives that encourage and support communication, coordination, cooperation, and collaboration among all parties to resolve and mitigate encroachment challenges in accordance with the policies and procedures in references (a) through (i). Region Commanders (REGCOMs) and Commanding Officers (COs) of installations will be the Navy's lead voice to all internal and external stakeholders associated with Navy mission requirements and encroachment challenges. This includes Federal agencies; state, regional, local, and tribal governments; local and state organizations representing public planning and development; land and natural resources conservation organizations; and key community stakeholders. With respect to special use airspace, MTRs, and OPAREAS, coordination with Mission Component Commands, Regional Airspace Coordinators (RACs) per reference (d), and Regional Environmental Coordinators (RECs) on regional environmental issues per reference (h) is required. Encroachment management initiatives include the following:

(1) Installations, with Region approval, develop and implement Encroachment Action Plans (EAPs) to identify encroachment challenges and planned mitigation. The EAP is a strategic document for internal use that provides the installation/range a prioritized list of actions responding to encroachment challenges in order to maintain mission readiness.

(2) Installations submit Encroachment Partnering (EP) projects to the Region. The Region reviews, consolidates, and submits a prioritized Integrated Priority List (IPL) of EP projects to CNIC. EP is a Navy program implementing the land acquisition authority (10 U.S.C. §2684a) that allows a Service, in partnership, to acquire land designed to prevent incompatible land use or loss of habitat from impacting military missions.

(3) Installations develop community outreach strategies to include, but not limited to, distinguished visitor embarks for key stakeholders, tours for planners and public officials, and information on public Web sites, base newspapers,

etc. to outline the Navy's mission and its economic contribution.

(4) Regions develop outreach strategies of a broader nature to include, but not limited to, land use summits, operational assurance forums, alternative energy seminars, and workshops.

b. Regions and installations each establish Community Planning and Liaison Officer (CPLO) positions at all regions and installations, where appropriate and resources permit, in order to assist in proactive encroachment management.

c. Regions and installations establish cross-functional encroachment management groups of relevant departments to serve as the internal coordinating body on encroachment issues and assist in the implementation of encroachment action plans.

d. Regions and installations ensure senior leadership, CPLOs, and other key staff avail themselves to encroachment awareness and training opportunities.

e. CNIC integrates into the Planning, Programming, Budgeting and Execution to develop and sustain the installation and enhance mission readiness. The process will include, at a minimum, reports to identify program requirements and project needs and status from each installation CO. These submissions will serve as the foundation for requirements determination at the Echelon II level.

f. CNIC funds EAPs for Navy installations and ranges based on recommendations from REGCOMs.

g. CNIC, Regions, and installations participate in appropriate Department of Defense (DoD) multi-state, regional initiatives and state-level Commanders' Councils designed to coordinate DoD encroachment concerns.

4. Responsibilities

a. Commander, Navy Installations Command. As specified in reference (a), CNIC is responsible for execution of the Encroachment Management Program for Chief of Naval Operations (CNO) and ensuring coordination with Mission Component Commands. CNIC Headquarters (HQ) executes the following responsibilities:

(1) CNIC is assigned encroachment management BSO responsibilities for installations and land-based ranges. CNIC

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coordinates the Encroachment Management program with all Mission Component Commands.

(2) Establish an annual IPL for EAPs by requesting Navy Regions to submit nominations.

(3) CNIC serves as the Navy point of contact for installation encroachment management policy development, coordination and program oversight for Navy Regions world-wide

(4) Establish an annual IPL for EP projects by requesting Navy Regions submit nominations for EP projects in coordination with applicable Mission Component Commands. CNIC HQ will provide detailed annual requirements for the IPL. CNIC HQ will review, consolidate, and submit a formal funding request package to the Office of the Secretary of Defense (OSD) via Assistant Secretary of the Navy (Energy, Installations & Environment) (ASN(EI&E)) as directed. If approved, project funds will be allocated by OSD with additional funds from CNIC as appropriate.

(5) Fund EAPs, EP projects and support, and CPLO positions for Navy installations and ranges.

(6) Coordinate a Navy-wide encroachment management database to include encroachment challenges identified by Regions, installations, and ranges, and those identified by Commander Fleet Forces Command (CFFC) and Commander Pacific Fleet (CPF) through the Navy's Tactical Training Theater Assessment and Planning (TAP) program.

b. Navy Region Commanders. REGCOMs will execute the Encroachment Management program within their region. REGCOMs will establish an encroachment management group to identify and provide recommendations on critical encroachment issues. Navy REGCOMs execute the following responsibilities:

(1) Designate the Regional CPLO who is responsible for advising the REGCOM and formulating the Command's encroachment management program.

(2) Publish Region Instructions directing the implementation of installation encroachment management programs.

(3) Coordinate with Mission Component Commands to identify and prioritize encroachment issues.

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(4) Maintain cognizance of all encroachment issues impacting their Region, and coordinate with appropriate Mission Component Commands, CNIC, RACs for special use airspace, and RECs for regional environmental issues.

(5) Work with regional stakeholders to resolve emerging encroachment issues. Stakeholders include, but are not limited to the following: state, regional, local, and tribal government agencies and legislative bodies; regional interest groups (state level planning associations, land developers, civil aviation groups, etc.), regional media outlets, regional Federal agencies, and other Service Headquarters within the region.

(6) Execute regional supporting elements of EAPs for installations and ranges.

(7) Populate and maintain the encroachment management database for their Region to include encroachment challenges identified by the Regions, installations, ranges, and Mission Component Commands.

(8) Coordinate with installations and ranges to prepare the EAP/EP IPL requirements. The Region will submit a list of the projects in priority order to CNIC, as directed, that will meet the Region's needs over the Future Years Defense Plan (FYDP).

(9) Participate in DoD regional partnering efforts that support the Navy's encroachment management objectives.

c. Regional CPLOs. Regional CPLOs shall have the following responsibilities:

(1) Advise the REGCOM on formulating the command's encroachment management program. Serve as the REGCOM's main point of contact for encroachment issues. All matters pertaining to airspace shall be coordinated with the appropriate RAC as identified in reference (d).

(2) Maintain broad perspective of pan-regional issues crossing multiple installations, ranges, OPAREAs, and states.

(3) Review encroachment studies, plans, and project documentation and brief the REGCOM as necessary.

(4) Provide training, mentoring, and policy and technical support to installation level CPLOs.

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(5) Participate on the regional encroachment management group/cross-functional team and coordinate with the REC on environmental issues as needed.

(6) Develop and maintain relationships with elected and appointed officials at the appropriate federal, state, regional, local, and tribal levels to promote current and future military activities on Navy installations and ranges.

(7) Actively participate and monitor state and regional land use legislation and rulemaking. Coordinate with the REC on environmental legislative initiatives.

(8) Foster working relationships with state and regional agencies and non-governmental (NGO) organizations.

(9) Develop and maintain working relationships with regional entities such as Council of Governments, Regional Planning Councils, Metropolitan or other Transportation Planning Organizations, Regional Economic Development entities, and other regional partnerships, by participating in forums, long range planning efforts, or as in an ex-officio capacity.

d. Installations. The CO of an installation is the voice of the Navy to the local community with respect to encroachment. This requires personal involvement with landowners, local elected officials and their staffs, regional agencies, non-government organizations, local state and federal land managing agencies, regional and state regulators, local and regional media, and others. The CO is responsible for working with tenant commands to articulate their training requirements and concerns and for conveying this information to the Region Commander. Each CO's Encroachment Management Program shall:

(1) Establish a CPLO position reporting directly to the CO. The installation CPLO represents the CO to all internal and external stakeholders on matters pertaining to encroachment. The installation CPLO will coordinate matters pertaining to airspace with the Command Airspace Liaison Officer (CALO) per reference (d). A full-time CPLO should be justified based on an EAP, an Air Installation Compatible Use Zones (AICUZ) study, or other planning document clearly indicating that the installation is facing substantial encroachment challenges and that proactive, intergovernmental communication with local governments and other community stakeholders is necessary to protect the mission readiness. For those installations that do

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not require a full-time CPLO position, the CO will designate an individual to execute CPLO duties as a collateral duty.

(2) Coordinate with operational and training commands, tenant organizations, and other military activities that occupy or use the installation or range to determine mission impact of current or potential encroachment. Populate and maintain the Navy-wide encroachment management database.

(3) If not already captured in an EAP, identify a military mission sphere of influence area for the installation to alert underlying land owners and government agencies of military-compatibility issues.

(4) Establish an installation encroachment management group, led by the CPLO, which includes mission representatives, major tenants, operations, facility planning, base master planning, real estate, environmental, natural resources, legal, public affairs, and other relevant departments. Conduct staff awareness and professional development training.

(5) Execute the actions identified in the EAP. Maintain, and periodically update the EAP action items, as well as other applicable supporting encroachment management tools such as AICUZ studies, Range Air Installation Compatible Use Zones (RAICUZ) studies, Integrated Natural Resources Management Plans (INRMPs), Integrated Cultural Resources Management Plans (ICRMPs), and etc.

(6) Establish a communications and outreach program, participate in local and regional community planning/partnering processes, and coordinate with local/regional stakeholders.

(7) Establish the economic impact valuation of the installation to the community and surrounding region as appropriate.

(8) Submit EP project nominations to the Region.

(9) Submit an annual encroachment management status report via the Region to CNIC identifying progress made in executing approved EAPs, as directed. The purpose of the annual encroachment management status report is for Regions and installations to:

(a) Support earlier submitted IPLs.

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(b) Support project and funding requests for the upcoming budget year and future year funding requirements.

e. Installation CPLOs. Installation CPLOs execute the following responsibilities:

(1) Advise the installation CO on formulating the command's encroachment management program. Serve as the installation CO's main point of contact for encroachment issues, coordinate with the CALO on matters pertaining to airspace, and maintain encroachment management data consistent with regional and CNIC policies and procedures. Identify potential encroachment challenges at the installation or range and report potential encroachment issues to the Region and Mission Component Commands.

(2) The installation CPLO is responsible for internal and external coordination of encroachment planning, execution of the EAP, integration of stakeholder engagement, and development of EP projects.

(3) Coordinate with the Regional CPLO to ensure the Region is cognizant of ongoing encroachment issues at the installation/range and that the installation/range is cognizant of Region initiatives on broader subject areas such as alternative energy.

(4) Liaison with local/state governments and private parties to stay abreast of land use plans, zoning regulations, development trends, environmental issues, and any other plans/programs which may impede the installation/range mission.

(5) In conjunction with Public Affairs, conduct outreach to educate the public regarding the importance of the installation, its economic impact, and its ability to support military activities to sustain a combat-ready Navy. Types of community events include, but are not limited to, the following: planning, zoning or other boards/commissions, embarks, open houses, base visitation, and public information meetings and hearings.

(6) Participate in outside community events to raise public awareness of the Navy's encroachment management role, the mutual benefits of compatible resource use planning, and the economic contributions the installation provides the community. Stakeholders to inform include, but are not limited to, the following: government officials, civic and service organizations, encroachment groups, planning/zoning

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organizations, citizen groups, news media, real estate groups, developer/builder associations, mortgage banker associations, and federal, state, regional, and tribal agencies.

f. Naval Facilities Engineering Command (NAVFAC). NAVFAC supports the execution of the Encroachment Management Program by providing planning, environmental, legal, real estate execution, training, and program management for CNIC. NAVFAC negotiates and executes all real estate agreements and acquisitions in support of the EP program. NAVFAC responsibilities include:

(1) Provide technical oversight for the CNIC Encroachment Management Program.

(a) Coordinate with the Regions in developing and recommending an IPL of CPLO position requirements, EAPs, and EP projects.

(b) Coordinate with the Regions to develop and recommend IPLs for other encroachment studies (e.g., AICUZ, RAICUZ, JLUS nominations) and include those requirements in the CNIC budget preparation process.

(c) Develop supplemental guidance for the Encroachment Management Program.

(d) Establish and maintain an accurate web-based Navy-wide encroachment database to identify and quantify encroachment challenges.

(2) Conduct training and outreach for the CNIC Encroachment Management Program.

(a) Establish CNIC Encroachment Management Program awareness opportunities and training for Commanders, CPLOs, and other key staff. Conduct applicable training and update materials as required. Where appropriate, and as requested by CNIC, NAVFAC will:

1. Integrate encroachment issue training into existing Navy leadership, management, and skill training.

2. Utilize DoD and Navy conferences and workshops to provide encroachment information.

(b) Conduct, as directed by CNIC in coordination with Navy Regions, sustainment and readiness outreach with

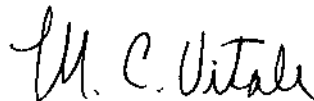
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Federal agencies, national non-government organizations (NGOs), and other strategic and operational level stakeholders.

(3) Represent CNIC on DoD working groups, committees, and integrated product teams (IPTs) including, but not limited to, the Defense Noise Working Group, the Readiness and Environmental Protection Initiative (REPI) Inter-service Working Group, the Office of Economic Adjustment's Land Use Inter-Service Working Group (LUIWG), and the OSD Range Sustainability IPT.

(4) Execute the Encroachment Partnering program, including the OSD REPI program, on behalf of the Department of the Navy per reference (a).

5. Applicability. This instruction is applicable to all CNIC commands within the United States, its territories, trusts and possessions or where Navy manages, controls or otherwise operates ranges or OPAREAs. This instruction will be implemented in foreign countries only to the extent the requirements of this Instruction do not contravene existing Status Of Forces Agreements and other treaties/executive agreements with a host nation or otherwise contravene mandatory policy guidance issued by a joint command or a sub-unified command. Addressees shall comply with the procedures outlined herein.



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