

OPNAVINST 11010.40A
27 May 2020

ENCROACHMENT MANAGEMENT PROGRAM



DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS
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OPNAV INSTRUCTION 11010.40A

From: Chief of Naval Operations

Subj: ENCROACHMENT MANAGEMENT PROGRAM

Ref: See appendix A

1. Purpose

a. To establish policies, procedures, and responsibilities for the Navy's encroachment management program per references (a) through (k).

b. This instruction contains updates including new procedures and guidelines, and transfers responsibility for the encroachment risk protection program from the Office of the Chief of Naval Operations (OPNAV), Shore Readiness Division (N46) to the OPNAV, Energy and Environmental Readiness Division (N45). This instruction is a complete revision and should be reviewed in its entirety.

2. Cancellation. OPNAVINST 11010.40; CNO letter 5090 Ser N4/11U156062 of 16 September 2011, Interim Guidance on Compatibility and Readiness Sustainment Assessment and Coordination; CNO letter 5000 Ser N4/15U129017 of 29 January 2015, Revised Regional Coordination Team Requirements; CNO letter 5090 Ser N4/11U156063 of 16 September 2011, Procedures to Address Renewable Energy Development; and Task Force Compatibility and Readiness Sustainment Charter dated 15 April 2015.

3. Applicability. This policy applies to all Navy activities and operations, installations, ranges, operating areas (OPAREA), special use airspace, and military training routes (MTR) within the United States, its territories, trusts, and possessions, and where the Navy manages, controls, or otherwise operates installations, ranges, OPAREAs, special use airspace, and MTRs.

4. Responsibilities

a. The Deputy Chief of Naval Operations for Fleet Readiness and Logistics (CNO N4) is responsible for establishing encroachment risk protection program policy guidance. OPNAV N45 is the lead office for oversight of the Navy encroachment risk protection program.

b. Chapter 1, paragraph 3, assigns execution responsibilities to OPNAV echelon 1 and echelon 2 commands.

c. Costs of implementing solutions to mitigate encroachment issues are the responsibility of impacted commands and their associated resource sponsors.

5. Records Management

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

b. For questions concerning the management of records related to this instruction or the records disposition schedules, please contact the local records manager or the Department of the Navy Directorate for Administration, Logistics, and Operations, Directives and Records Management Division program office.

6. Review and Effective Date. Per OPNAVINST 5215.17A, OPNAV N45 will review this instruction annually around the anniversary of its issuance date to ensure applicability, currency, and consistency with Federal, Department of Defense (DoD), Secretary of the Navy (SECNAV), and Navy policy and statutory authority using OPNAV 5215/40 Review of Instruction. This instruction will be in effect for 10 years, unless revised or cancelled in the interim, and will be reissued by the 10-year anniversary date if it is still required, unless it meets one of the exceptions in OPNAVINST 5215.17A, paragraph 9. Otherwise, if the instruction is no longer required, it will be processed for cancellation as soon as the need for cancellation is known following the guidance in OPNAV Manual 5215.1 of May 2016.

7. Information Management Control. Data collections contained within this instruction and enclosures are exempt from information management control per SECNAV Manual 5214.1 of December 2005, part IV, subparagraph 7k.



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Releasability and distribution:

This instruction is cleared for public release and is available electronically only via Department of the Navy Issuances Web site, <https://www.secnav.navy.mil/doni/default.aspx>

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CHAPTER 1

ENCROACHMENT RISK PROTECTION PROGRAM

1. Overview. The Navy's encroachment risk protection program ensures effective management of encroachment on the Navy mission. It is the policy of the Navy to support activities and development that are compatible with and do not impede the Navy's ability to execute its mission in support of the fleet and warfighter. The Navy's ability to sustain its activities, operations, and combat readiness requires Navywide awareness, collaboration, alignment, resources, and strategic planning to prevent or mitigate existing or potential encroachment issues as early as possible. The Navy's ability to properly manage encroachment relies upon an encroachment risk protection program that identifies and addresses encroachment challenges and issues early and systematically. This process requires a coordinated effort led by OPNAV N45 and involves the commands whose responsibilities include sustaining mission readiness at installations, ranges, and OPAREAs within the United States, its territories, trusts, and possessions, and assets where the Navy manages, controls, or otherwise operates.

2. Definitions

a. Compatibility. Compatibility is when Navy operational forces, installations, and missions exist in harmony with activities that require the same resources or operate in the same domain.

b. Encroachment. Encroachment is any action or condition that restricts or prohibits the attainment or sustainment of the Navy's statutory responsibilities to man, train, maintain, and equip a combat-ready force.

c. Encroachment Challenge. An encroachment challenge is a broad category of a type of encroachment.

d. Encroachment Issue. An encroachment issue is a specific or individual example of an encroachment challenge.

e. Readiness Sustainment. Readiness sustainment is the continued ability of the Navy to sustain or enable mission readiness or accomplish performance objectives.

3. Responsibilities. Each office and command will execute the responsibilities designated and prescribed in this instruction.

a. CNO N4 will serve as the lead OPNAV office to provide oversight and resources for the Navy's encroachment risk protection program.

b. OPNAV N45 will serve as the lead office to execute CNO N4 encroachment risk protection program responsibilities. In this capacity, OPNAV N45 will:

(1) serve as the policy, oversight, and coordination office for Navy encroachment risk protection program requirements and encroachment management tools;

(2) serve as resource sponsor for the range sustainment program, including range complex management plans, range sustainability environmental program assessments, weapons danger zone assessments, range complex sustainment support, and operational range clearance;

(3) resource and maintain an information system for reviewing, coordinating, documenting, and reporting encroachment efforts and action plans;

(4) coordinate with the appropriate OPNAV N-codes, Assistant Secretary of the Navy (ASN), and Office of the Secretary of Defense (OSD) offices and provide guidance to echelon 2 commands to ensure efficiency and alignment across the Navy in assessing and addressing encroachment issues;

(5) serve as the Navy point of contact (POC) for staffing actions concerning encroachment affecting Navy operations with the secretaries, including, but not limited to the appropriate ASN offices;

(6) serve as the Navy POC for staffing actions concerning encroachment affecting Navy operations with military departments, OSD components, and other agencies including the DoD Military Aviation and Installation Assurance Siting Clearinghouse;

(7) develop and coordinate consistent analytical approaches, policies, procedures, and positions relative to encroachment challenges affecting operations and training, and research, development, test, and evaluation (RDT&E) activities afloat and ashore including: reviewing documents submitted to the Navy by the DoD Military Aviation and Installation Assurance Siting Clearinghouse, and coordinating consistent responses with Federal organizations such as the Bureau of Ocean Energy Management;

c. OPNAV N46 will:

(1) serve as the policy developer, resource sponsor, and oversight office for shore installation management and facilities support;

(2) serve as the policy and resource sponsor for real estate, encroachment partnering, and land use management plans including Air Installation Compatible Use Zones (AICUZ) and Range Air Installation Compatible Use Zones (RAICUZ) studies;

(3) serve as resource sponsor for the community planning and liaison officer (CPLO) program; and

(4) validate shore installation encroachment impacts and mitigation recommendations provided by Commander, Navy Installations Command (CNIC) and Commander, Naval Facilities Engineering Command (COMNAVFACENGCOM).

d. Other OPNAV N-Codes listed in table 1-1 will support encroachment risk protection program efforts in order to ensure the efficient and effective employment of resources in meeting validated requirements. They will:

(1) manage specific encroachment issues related to their mission areas (see table 1-1 for a listing of programs with key encroachment risk protection program responsibilities),

(2) validate and support operator inputs for mitigation of encroachment issues that have mission impacts, and

(3) inform OPNAV N45 of mission requirements that could be impacted by encroachment.

OPNAV N-CODE	ENCROACHMENT MANAGEMENT PROGRAM AREA OF RESPONSIBILITY (AOR)
Deputy Chief of Naval Operations, Information Warfare (CNO N2N6)	Impacts related to frequency spectrum allocation, and ocean observing systems
Deputy Chief of Naval Operations, Operations, Plans and Strategy (CNO N3N5)	Impacts to operations and strategic laydown
Director, Supply, Ordnance, and Logistics Division (OPNAV N41)	Infringement on explosive arcs
Director, Innovation, Technology Requirements and Test & Evaluation (OPNAV N94)	Impacts to major range test facility base and training ranges
Director, Expeditionary Warfare (OPNAV N95)	Impacts to expeditionary operations
Director, Surface Warfare (OPNAV N96)	Impacts to surface warfare operations
Director, Undersea Warfare (OPNAV N97)	Impacts to submarine warfare operations and unmanned subsurface systems
Director, Air Warfare (OPNAV N98)	Impacts to air operations and air space use, and unmanned aerial systems

Table 1-1. OPNAV N-Code Encroachment Management Responsibilities

e. Systems commands (SYSCOM) will:

(1) manage encroachment challenges and issues affecting SYSCOM missions and activities to ensure access to ranges, facilities, and resources for the SYSCOM mission including Navy major range and test facility base capabilities;

(2) develop and validate mission impact assessments and provide via the chain of command;

(3) coordinate encroachment issues with subordinate and other affected commands and ensure their input is addressed by a SYSCOM representative to the regional coordination team (RCT) as described in chapter 3, paragraphs 1 through 3; and

(4) review encroachment issues identified by the RCT; provide input regarding mission requirements, training, and operational activities potentially impacted; and identify mitigation measures to minimize or eliminate adverse mission impacts or risks to national security.

f. Commander, U.S. Fleet Forces Command (COMUSFLTFORCOM) and Commander, U.S. Pacific Fleet (COMPACFLT) will:

(1) manage encroachment challenges and issues impacting fleet activities;

(2) develop and validate fleet training and readiness mission impact assessments, and provide via the chain of command;

(3) coordinate encroachment issues with type commanders and other subordinate and affected commands and ensure their input is addressed by a fleet representative to the RCT as described in chapter 3, paragraphs 1 through 3;

(4) review encroachment issues identified by the RCT, provide input regarding mission requirements, training, and operational activities potentially impacted, and identify mitigation measures to minimize or eliminate adverse mission impacts or risks to national security;

(5) submit encroachment funding requirements to the appropriate OPNAV resource sponsor through the program objective memorandum cycle;

(6) provide range complex sustainment support personnel with the training required to perform mission-impact analyses; and

(7) maintain range utilization data to support assessment of encroachment impacts on fleet training.

g. CNIC will:

(1) serve as primary execution agent for the encroachment risk protection program ashore, to include encroachment management tools in chapter 2, subparagraphs 7a through 7e;

(2) develop, review, and validate installation mission impact assessments, including RCT inputs, and provide via the chain of command;

(3) staff and manage the regional community planning and liaison officer (RCPLO) and installation CPLO programs;

(4) ensure installation commanding officers (ICO), RCPLOs and CPLOs are trained and equipped to execute the encroachment risk protection program;

(5) direct regional commanders to establish RCTs, designate RCT leads, and ensure participation of key stakeholders in RCTs per chapter 3, paragraphs 1 through 3;

(6) ensure encroachment risks are assessed and encroachment action plans (EAP) are electronically maintained for each installation and range using the OPNAV designated information system;

(7) support and coordinate with COMUSFLTFORCOM, COMPACFLT, and SYSCOMs in the management of encroachment challenges affecting installations and mission activities, including areas adjacent to installation boundaries and land-based operational ranges;

(8) designate an installation spectrum manager (ISM) to serve as a central POC for all radio frequency and electromagnetic spectrum matters, and ensure facility planners or other appropriate installation personnel are coordinating with a regional or ISM to mitigate and manage safety or encroachment threats to the electromagnetic environment, per reference (a);

(9) initiate, maintain, and leverage partnerships and agreements with local, State, tribal, Federal, and non-governmental organizations to establish and sustain policies, regulations, and processes that promote compatibility with Navy operational equities; and

(10) submit encroachment funding requirements to OPNAV N46 through the program objective memorandum cycle.

h. COMNAVFACENGCOM in addition to the responsibilities assigned in subparagraphs 3e(1) through 3e(4), will:

(1) support CNIC, COMUSFLTFORCOM, COMPACFLT, and other SYSCOMs in encroachment management efforts; and

(2) provide technical support for the implementation of encroachment management tools to include AICUZ, RAICUZ, and readiness and environmental protection integration initiatives, as directed.

i. Commander, Naval Special Warfare Command will:

(1) manage encroachment challenges and issues potentially affecting its mission as the special operations force and the maritime component of United States Special Operations Command; and

(2) participate in RCTs as required to assist in identifying, prioritizing, and managing Commander, Naval Special Warfare Command related encroachment issues.

4. Key Internal DoD Stakeholders. The individuals and groups in the following subparagraphs 4a through 4j support the encroachment risk protection program through encroachment management, including issue identification, impact assessment, mitigation development and implementation, and coordination with the chain of command.

a. DoD Military Aviation and Installation Assurance Siting Clearinghouse. Congress directed DoD to establish the DoD Military Aviation and Installation Assurance Siting Clearinghouse in order to coordinate DoD assessment of energy projects with developers and Federal and State agencies and other stakeholders, per section 311 of reference (b). The objective of the DoD Military Aviation and Installation Assurance Siting Clearinghouse is to protect DoD missions from incompatible energy or energy related development, and to find solutions to prevent or mitigate adverse impacts on military operations, readiness, and testing.

b. OPNAV Encroachment Working Group (OEWG). The OEWG is a forum for Navy headquarters staff to provide engagement across various echelons, communities, and commands so encroachment programs are executed successfully and address encroachment on the Navy mission. The OEWG is led by OPNAV N45 and supports policy development, informed decision making, alignment of effort, efficient program execution, and adequate resourcing. OEWG membership consists of representation from OPNAV N45, OPNAV N46, CNIC, and COMNAVFACENGCOM. Additional participants may be included on an as-needed basis.

c. RCTs. RCTs comprise personnel from the region and installation level with affected missions or interests. RCTs are responsible for assessing, addressing, and coordinating reviews of potential encroachment issues within the region's AOR. Chapter 3 contains additional RCT requirements and guidance.

d. Mitigation Response Teams. Mitigation response teams are designated by the DoD Military Aviation and Installation Assurance Siting Clearinghouse to discuss measures that may mitigate the adverse impacts of a proposed energy project on military operations and readiness.

A mitigation response team communicates with the project developer and is typically led by a representative of the command most affected by the proposed project or the ICO, and may include representation from other affected services.

e. RSPLOs. RCPLOs are staff dedicated to developing and executing a regional encroachment strategy. RCPLOs are responsible for:

- (1) oversight, tracking, and reporting of regional encroachment issues;
- (2) support of the regional commander at RCT meetings, as required;
- (3) coordination with mission component commands;
- (4) interface and coordination with installation CPLOs;

(5) coordination with Navy regional environmental coordinators (REC); Navy and Marine Corps spectrum offices; regional airspace coordinator; regional public affairs officer; and other personnel with encroachment risk protection program responsibilities to ensure awareness of issues and a unified approach to encroachment management; and

(6) tracking and reporting annual expenditures for implementation of the encroachment risk protection program.

f. RECs. RECs are designated representatives in each region that coordinate environmental matters in support of mission sustainment. RECs and RCPLOs or CPLOs should coordinate to ensure the appropriate POCs (environmental or encroachment) are involved in addressing specific issues. References (c) and (d) provide responsibilities and procedures for RECs.

g. ICOs. ICOs are the voice of the Navy to the local community with respect to encroachment. ICOs also 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. ICOs may leverage CPLOs to manage encroachment issues and to implement management strategies to prevent, minimize, or mitigate mission impacts.

h. Installation CPLOs. Installation CPLOs act as primary agents for encroachment management in support of the fleet and warfighter. CPLOs are responsible for:

(1) oversight, tracking, and reporting of encroachment challenges (table 2-1) and encroachment issues;

(2) implementing management strategies to avoid, minimize, or mitigate potential encroachment issues and mission impacts; and

(3) working with operational commands, ICOs, RCPOs, and the regional commander to engage and coordinate on local, State, and Federal actions pertaining to encroachment.

i. Range Sustainability Offices. Commands may designate sustainability office personnel who are responsible for identifying encroachment issues impacting missions conducted at ranges, OPAREAs, special use airspace, and MTR; and implementing management strategies to avoid, minimize, or mitigate mission impacts, in coordination with CPLOs, as required.

j. Range Complex Sustainment Support. Range complex sustainment support comprises COMPACFLT range complex sustainment coordinator personnel and COMUSFLTFORCOM range complex support team personnel. Range complex sustainment support personnel are responsible for assisting in identifying emerging encroachment issues and implementing management strategies to avoid, minimize, or mitigate potential impacts to fleet activities, in coordination with CPLOs, as required.

5. Key External Agency Stakeholders. National priorities for energy, land-use, and economic initiatives can encourage development in previously unimpeded military controlled or used spaces. The Navy engages with Federal, State, and local agencies, such as those described in subparagraphs 5a through 5d below, to maintain and provide strong coordinated and validated justification of operational, training and RDT&E capability requirements to manage competing national interests.

a. Department of Commerce. Within the Department of Commerce, the Navy primarily engages with the National Oceanic and Atmospheric Administration regarding climate, weather, oceans, coasts, marine ecosystems, and national marine sanctuaries.

b. Department of the Interior. Within the Department of the Interior, the Navy engages with Bureau of Ocean Energy Management, United States Bureau of Reclamation, Bureau of Land Management, National Park Service, and United States Fish and Wildlife Service.

c. Department of Transportation. Within the Department of Transportation, Navy engages with the Federal Aviation Administration and Federal Highway Administration.

d. United States Department of Agriculture. Within the United States Department of Agriculture, the Navy engages primarily with the United States Forest Service and National Resource Conservation Service.

CHAPTER 2

ENCROACHMENT MANAGEMENT

1. General. Encroachment is any action or condition that restricts or prohibits the attainment or sustainment of the Navy's statutory responsibilities to man, train, maintain, and equip a combat-ready force. Additionally, any lack of action by the Navy to work with stakeholders and monitor development plans or to adequately manage its facilities and real property can impact the Navy's ability to meet its mission requirements and result in encroachment.

2. Encroachment Management Framework. Encroachment threats continue to increase, impeding the Navy's ability to operate, train, and execute RDT&E requirements at sea, in the air, and on land. Addressing these threats proactively is essential. Maintaining readiness depends on encroachment management that prevents or mitigates encroachment challenges through awareness, proactive engagement, collaboration, alignment, resources, and strategic planning. Impacts from encroachment may be more apparent to mission operators and installation or range staff than they are at higher echelons. Similarly, national policy goals affecting the development of natural and energy resources may be more visible at higher echelons than they are to mission operators and installation or range staffs. Therefore, it is imperative that the Navy's management of encroachment be coordinated across all echelons and commands early and often.

3. Encroachment Challenges. The following subparagraphs 3a through 3l contain a list of encroachment challenges and provide examples of encroachment issues. Encroachment issues are addressed at the installation or range level unless there is a need for higher Navy echelon support or approval. Issues requiring higher echelon support are addressed via the chain of command and RCT.
 - a. Competition for Air, Land, and Sea Space. The Navy requires air, land, and sea space of sufficient size and quality to allow for effective testing, training, and operational missions. The areas established for testing and training are increasingly infringed upon as competition for air, land, and sea space grows. Public pressure to share or relinquish some of these resources may inhibit the Navy from accomplishing its training and test objectives. For example, civilian and commercial use of airspace or development under airspace may prevent military forces from taking full advantage of MTRs or special use airspaces. In testing or training, aircraft may be forced to fly at artificially low or high altitudes or artificially low airspeeds, which reduces realism and may result in aircrews adopting practices that must be "unlearned" or "relearned" in actual combat. Similarly, physical obstructions built inside MTRs create avoidance areas where historical low level training flights occurred. Other examples of encroachment issues related to competition for air, land, and sea space include the rapid expansion of unmanned aerial vehicles and conflicting host and tenant needs.

b. Onshore and Offshore Energy Development

(1) Onshore Energy Development. Land-based traditional and renewable energy development and its associated infrastructure (e.g., wind turbines, solar towers, and transmission lines) can create safety of flight, obstruction, and radar interference concerns. Geothermal development or solar panels may result in physical barriers; glint and glare issues; and infrared, heat, or other signatures that interfere with night vision and other technologies.

(2) Offshore Energy Development. Offshore energy development, including oil, gas, and wind energy, can interfere with at-sea testing and training. The requirements for realistic military testing, training, and operational activities must be recognized as part of any plan to develop energy resources offshore.

c. Competition for Scarce Resources. Pressure to develop or extract valuable resources such as oil, gas, minerals, and water located on land or sea spaces that the Navy owns or controls, or in which the Navy operates, may affect the Navy's ability to use this land or sea space for test or training objectives. There is also pressure to limit the Navy's use of public resources such as water supplies.

d. Urban Development. As communities continue to develop, they may grow toward the boundaries of installations, ranges, and OPAREAs, and beneath MTRs and special use airspaces. Land-use development could become incompatible with the Navy's mission, seriously compromising the quality of the Navy's test and training mission requirements, pressuring the Navy to modify tactics, techniques, and procedures. Urban development may not emerge as an immediate threat, but continued incompatible development could present a long-term threat to Navy missions. Urban development also may damage habitat needed for wildlife to survive, making the installation or range the only available habitat in the area, which could increase Navy's species management requirements.

e. Threatened or Endangered Species. Protecting critical habitat or threatened and endangered species may restrict the types of permissible activities in terms of composition, magnitude, or timing on an installation, range, or OPAREA. Additionally, development in surrounding communities can force threatened or endangered species onto Navy lands, resulting in potential impediments to Navy missions.

f. Cultural Resources. Under the National Historic Preservation Act, the Navy is required to "take into account" and avoid, minimize, or mitigate adverse effects on historical and archaeological resources. Protecting historical resources can impact Navy operations and use of testing and training areas. For example, construction, testing and training activities may be restricted to avoid physically disturbing historical or cultural artifacts. Discovery of historical sites or artifacts could stop operations and create potential avoidance areas while the site's protected status under the National Historic Preservation Act is determined.

g. Wetlands and Maritime Interests. Requirements for protecting wetlands and pressure from maritime interests may restrict the types of permissible activities in terms of composition, magnitude, or timing on an installation, range, or OPAREA. Amphibious, riverine, estuarine, and other salt and fresh water-related operations can be impacted by discharge permit requirements and timelines and result in prohibited or restricted access to wetlands and their buffer zones. Marine mammal considerations can limit where, how, and when the Navy can test and train at sea. Other maritime issues such as recreational and commercial boating activities in and out of ports and in critical testing and training ranges can effect operations, testing and training.

h. Infringement on Explosive Safety Quantity Distance Arcs. Land within and adjacent to installations, ranges, ordnance impact areas, range safety zones, or any other operation generating an explosives safety quantity distance arcs arc may not be suitable for certain types of land use or economic development.

i. Frequency Spectrum Concerns

(1) Frequency Spectrum Competition. The Navy faces challenges related to frequency spectrum infringement. On the macro-level, the National Broadband Plan is reallocating spectrum for commercial uses, thereby impacting frequencies used by the military for testing and training. Spectrum encroachment has the potential to decrease the effectiveness of live training by restricting the number of war-fighting systems that can participate. In addition, spectrum limitations may restrict the use of state-of-the-art instrumentation systems, and may also limit development testing of new technologies.

(2) Electromagnetic Interference. Projects both on and off installation have the potential to affect activities or equipment sensitive to interference or can result in a physical obstruction that interferes with existing transmissions. As the potential for residential and commercial encroachment increases, so does the risk of increased radio frequency emitters and receivers, which could result in electromagnetic interference problems between Navy systems and public or commercial systems. Sources of Doppler-caused electromagnetic interference, such as spinning wind turbine blades, can deflect air, land, and sea-based radar signals.

j. Foreign Proximity. Establishment of a persistent foreign presence in proximity to Navy installations, ranges, OPAREAs, and associated airspace may provide opportunities for surveillance or observation of sensitive Navy activities. Suspected potential threats to Navy interests or infrastructure will be forwarded, via the chain of command, to the OPNAV encroachment risk protection office using the appropriate classification level. For foreign direct investment please refer to table 2-1.

k. Ocean Observing System Concerns. Ocean observing systems are primarily used by Federal, State and local government, academic, and commercial entities to collect data for weather and climate research, tsunami warning and verification, seismic activity monitoring, and

marine mammal monitoring. The increased proliferation of non-DoD ocean observing systems on or adjacent to at-sea test and training ranges and OPAREAs may result in risks to Navy security interests. If an ocean observing system is identified as an encroachment issue, OPNAV, Oceanography and Navigation Division (N2N6E) should be notified and they will work with the ocean observing system situational awareness office to enhance fleet awareness of the issue.

1. Impacts of a Changing Climate. As a result of changes in climate, some Navy installations will be at risk from rising sea levels, increased flooding, water resource challenges, increases in wildfires, and more frequent extreme weather events. The intensity and frequency of weather events may vary depending on location. Impacts beyond Navy property also can affect Navy installations, ranges, and testing and training operations. Critical infrastructure planning should be coordinated with the surrounding communities for projects inside and outside the fenceline. Active planning will help enable climate-resilient naval bases to meet mission requirements.

4. Mission Impacts. Encroachment issues resulting in degradation of a training or testing capability, or elimination of mission capability, may impact the overall readiness of the Navy. Impacts may include, but are not limited to:

- a. creation of avoidance areas;
- b. reduced usage days and operating hours;
- c. prohibited training and testing events;
- d. reduced access to ranges and OPAREAs;
- e. segmented testing, training, and reduced realism;
- f. limited use of new technologies;
- g. restricted flight altitudes and airspeeds;
- h. inhibited new tactics development;
- i. reduced live-fire proficiency;
- j. restricted night and all-weather operations;
- k. increased physical security risks or collection capability; and
- l. increased direct and indirect costs in executing mission operations.

5. Communications and Outreach. Navy must focus at the regional, State and installation level to educate and advise local and State governments and communities on the safety and operational impact of decisions affecting resource use on and around installations. Commands should engage in more active involvement at the installation and regional level in all aspects of State and local planning that could impact readiness.

a. Key Stakeholder Engagement. Per reference (e), educating the American public about the capability, importance, and value of today's Navy is essential. As resources allow, commands should proactively engage key stakeholders (including media, government agencies, non-government agencies, and Federally recognized Indian tribes) and the American public to increase awareness of the Navy's national security mission. Reference (f) contains communication and outreach guidance specific to community outreach and encroachment challenges.

b. Media Engagement. Many community planning issues are of local, national, and international interest. Per reference (g), all information provided to national or international news media must be coordinated with the chain of command and approved in advance by Navy Chief of Information and OPNAV N45. Local media inquiries require less coordination. If a command learns that a news report will receive national or international attention, the command must inform Navy Chief of Information and OPNAV N45 via the chain of command. Controversial issues may require increased coordination and planning among Navy Chief of Information, OPNAV N45, relevant echelon 2 commands, and the fleets to ensure an effective public affairs and communications response.

c. Congressional Inquiries and Requests. Responses to Congressional inquiries on Navy programs and policy, and requests to respond to the concerns of a constituent must be coordinated with OPNAV N45 and the Office of Legislative Affairs.

d. Environmental Outreach Requirements. For additional outreach and communications requirements related to natural and cultural resources, National Environmental Policy Act, or other environmental laws and regulations, refer to reference (d).

6. Encroachment Issue Coordination Process. Subparagraphs 6a through 6c below describe the standard process for coordination of encroachment issues from identification to mitigation and reporting. In some cases, issues are managed and routed using additional procedures as described in table 2-1.

a. When an encroachment issue is identified, the CPLO will coordinate with the affected mission owners and the chain of command as appropriate. If required, the issue can be elevated to the RCT as described in chapter 3, subparagraphs 1a through 1c.

b. If an issue, review, or assessment needs to be elevated by the RCT, operational and training issues afloat or ashore are directed to fleet commanders; shore installation issues are

directed to CNIC; and RDT&E and other mission specific issues are directed to SYSCOMs. If required, issues will be forwarded to OPNAV N45 for additional action.

c. OPNAV N45 coordinates review and endorsement of operations, training, RDT&E issues, and mission impact assessments across OPNAV. When an issue is potentially controversial or will have Navywide impact, OPNAV N45 forwards the issue to ASN for review or action. ASN coordinates with other secretariat offices, military departments, and DoD components as needed.

ENCROACHMENT ISSUE	OTHER COORDINATION REQUIREMENTS
Commercial Energy Development Projects	When a formal or informal review request is received by DoD from a developer, DoD Military Aviation and Installation Assurance Siting Clearinghouse notifies the appropriate Military Service representative (ASN for Navy), which will notify OPNAV N45. OPNAV N45 will task the appropriate RCT, or fleet or SYSCOM (in cases of offshore and outer continental shelf energy development), to initiate coordination and assessment efforts for chain of command review or action. If commercial energy development projects are identified before entering the DoD Military Aviation and Installation Assurance Siting Clearinghouse process, they will be reported via the chain of command to OPNAV N45, who will report to the DoD Military Aviation and Installation Assurance Siting Clearinghouse via ASN.
Military Renewable Energy and Construction Projects	Navy commands proposing renewable energy and construction projects are responsible for early coordination with all potentially affected war-fighting and mission-related commands to identify mission impacts prior to development and scheduling construction.
Frequency Spectrum Competition or Interference	Frequency spectrum issues, including electromagnetic effects, interference, or compatibility concerns, will be directed to ISMs and, if required, to regional Navy and Marine Corps spectrum offices and the Navy and Marine Corps spectrum center, and then to CNO N2N6. When required, CNO N2N6 forwards issues to the Department of the Navy Chief Information Officer for review or action.
Explosive Safety Issues	Explosive safety issues, including hazards of electromagnetic radiation to ordnance, and hazards of electromagnetic radiation to personnel, will be directed to the host command explosives safety office and, if required, to the Naval Ordnance Safety and Security Activity, and then to OPNAV N41. When required, OPNAV N41 forwards issues to the Deputy ASN for Safety for review or action.
Foreign Direct Investment Concerns	Information about foreign investments in or around Navy installations and ranges where there is a suspected potential threat to Navy interests or infrastructure will be forwarded via the secret internet protocol router (SIPR) e-mail address:

ENCROACHMENT ISSUE	OTHER COORDINATION REQUIREMENTS
	CNO_PTGN.N45_CFIUS@navy.smil.mil. CNO N4 will monitor this account, coordinate staff actions, and make appropriate reports to Navy leadership and DoD.
Ocean Observing Systems Issues	Ocean observing systems will be reported to OPNAV N2N6E, who serves as Chairman of the Navy's ocean observing system security group. OPNAV N2N6E will coordinate with all ocean observing system security group members, including Commander, Undersea Surveillance. Commander, Undersea Surveillance provides ocean observing system screening capability for cabled and autonomous systems of interest. The SYSCOMS and fleets should ensure they consider these systems when performing mission impact assessments.

Table 2-1. Other Encroachment Issue Coordination Process Requirements

7. Encroachment Management Tools. The following subparagraphs 7a through 7e include tools, both internal and external to Navy or DoD, that commands, installation, and range staff are encouraged to utilize for effective encroachment management.

a. EAP. An EAP is the strategic blueprint for encroachment management at the installation level and should address any encroachment affecting tenant command missions. Each installation, range, and OPAREA must have an EAP or an equivalent plan such as a range complex management plan. EAPs must include encroachment challenge assessments, encroachment issue identification, and mitigation strategies with associated short, mid, and long-term actions. CPLOs, or personnel whose primary duties include encroachment management, will maintain EAPs electronically using the OPNAV-designated electronic system. This maintenance will include continual encroachment challenge and associated mitigation strategy review and reporting. Status of short-term actions and strategies should be updated, at a minimum, once per quarter. Mid-term and long-term objectives must be updated annually. Strategies must incorporate and leverage DoD, Navy, and State or local planning efforts (i.e., AICUZ, RAICUZ, joint land use study (JLUS)).

b. Encroachment Partnering. Encroachment partnering is a cooperative, multi-party program that should be utilized to help mitigate the impacts of encroachment. Central to encroachment partnering is an active local command or regional effort that works with local, regional, and State land conservation and planning or zoning organizations, agencies, and leaders to identify partnering opportunities. It is incumbent upon all personnel with encroachment risk protection program responsibilities to be alert for other encroachment partnering opportunities that are or may become available in the future.

(1) Readiness and Environmental Protection Integration Program. The readiness and environmental protection integration program is an example of an encroachment partnering program that allows commands to leverage partner and congressional funds to promote

compatible uses near military installations and ranges. readiness and environmental protection integration is an OSD-administered program for protecting military readiness by enabling partnerships with private conservation groups, and State and local governments, authorized by Congress, per section 2884a of Title 10, U.S.Code and reference (h). The annual Office of the Assistant Secretary of Defense for Energy, Installations, and Environment Readiness and Environmental Protection Integration Program Guide for Encroachment Management Partnerships provides procedures for submitting a readiness and environmental protection integration project proposal to obtain OSD funding.

(2) Sentinel Landscape Partnership. The sentinel landscape partnership, a DoD, United States Department of Agriculture, and Department of the Interior jointly administered initiative, is another example of encroachment partnering. The sentinel landscape partnership coordinates mutually beneficial programs and strategies with Federal, State, local and private stakeholders to preserve, enhance, or protect habitat and working lands near military installations in order to reduce, prevent, or eliminate restrictions due to incompatible development that inhibit military testing and training. Further information is available at <http://sentinellandscapes.org/>.

c. JLUS. JLUS is funded by the DoD's Office of Economic Adjustment to promote cooperative planning efforts among communities and surrounding military installations, ranges, and military training corridors to address existing and future encroachment challenges. Reference (i) provides responsibilities and procedures for executing a JLUS.

d. AICUZ and RAICUZ Programs. AICUZ, explained in reference (j), and RAICUZ, explained in reference (k), seek to protect the public's health, safety, and welfare and to prevent encroachment from degrading the operational capability of military air installations in meeting national security. These studies recommend land uses that are compatible with noise levels, aircraft accident potential, obstruction clearance criteria, and weapons danger zones associated with military operations at air installations.

e. Geographic Areas of Concern. Geographic areas of concern are areas identified and published on a DoD or Navy Web site to inform potential developers of areas of Navy interest and concern. The goal of a geographic areas of concern is to inform developers, State and local officials, and the general public that development in these areas is likely to adversely impact military readiness activities, and to invite developers and others to work with the Services to identify compatible solutions. Geographic areas of concern do not prohibit development but are provided to inform and allow developers to engage with the Navy and DoD before investment decisions are made.

CHAPTER 3

REGIONAL COORDINATION TEAM REQUIREMENTS AND GUIDANCE

1. Objective. The RCT is a group comprising various commands, echelons, and AORs within a region, all of whom play a vital role in the overall encroachment risk protection program. The RCT provides a framework to communicate encroachment issues, validate mission impacts, and develop and implement mitigation options via the chain of command as described in chapter 2, subparagraphs 5a through 5d. Each region must establish and maintain an RCT and encourage participation among key stakeholders. The primary goals of the RCT are to:

- a. coordinate regular reviews of all encroachment challenges and issues that could impact one or more installations, SYSCOMs, or fleets, or otherwise have a regional impact;
- b. include mission stakeholders in the planning and decision making process; and
- c. ensure leadership is able to make informed decisions regarding mission impacts based on verified analyses.

2. Membership. The RCT lead is designated by the regional commander. The lead must include members as required. Membership is dependent on factors such as the region AOR, the type of project review, and primary type of encroachment challenges the RCT is addressing. The RCT should include representatives from:

- a. CNIC region (lead);
- b. appropriate fleet(s) (COMUSFLTFORCOM or COMPACFLT);
- c. appropriate SYSCOM(s);
- d. ranges and OPAREAs within the region;
- e. regional Navy and Marine Corps spectrum offices;
- f. appropriate ISM(s);
- g. regional airspace coordinators;
- h. RECs;
- i. appropriate explosives safety office;
- j. RCPLO and appropriate installation CPLO(s); and

k. others as required: facility planners, public affairs officers, legal counsel, installation air operators, and other Military Service representatives when addressing Joint Service issues.

3. RCT Responsibilities

a. Convene bi-annually, at a minimum.

b. In support of the fleets and warfighters, serve as a multi-disciplinary coordination team with the capabilities to identify all potential or existing sources of encroachment or mission impacts within the region's AOR.

c. As required, provide support for mission impact analyses such as compatibility and site suitability analyses; environmental and conservation planning; land-use planning; and community outreach and public engagement.

d. Provide early notification to the regional commander regarding identified potential mission impacts and mitigation strategies, or when encroachment issues will rise up the chain of command.

e. Maintain consistent, strategic communication with OPNAV N45, CNIC headquarters, and other appropriate echelon 2 commands on encroachment matters that currently, or will potentially, affect readiness or mission execution and require senior leadership endorsement.

f. Utilize the OPNAV-designated electronic system to document and report encroachment management.

APPENDIX A
REFERENCES

- (a) OPNAVINST 2400.20F
- (b) Public Law 115-91
- (c) DoD Instruction 4715.02 of 28 August 2009
- (d) OPNAVINST 5090.1E
- (e) OPNAVINST 5726.8C
- (f) DoD Range Commanders Council Sustainability Group, Commander's Guide to Community Involvement, August 2012 (NOTAL)
- (g) SECNAVINST 5720.44C
- (h) DoD Instruction 4715.24 of 9 November 2016
- (i) DoD Instruction 3030.3 of 13 July 2004
- (j) OPNAVINST 11010.36C
- (k) OPNAVINST 3550.1A

APPENDIX B
ACRONYMS

AICUZ	air installations compatible use zones
AOR	area of responsibility
ASN	Assistant Secretary of the Navy
CNIC	Commander, Navy Installations Command
CNO	Chief of Naval Operations
CNO N2N6	Deputy Chief of Naval Operations, Information Warfare
CNO N3N5	Deputy Chief of Naval Operations, Operations, Plans, and Strategy
CNO N4	Deputy Chief of Naval Operations, Fleet Readiness and Logistics
COMNAVFACENGCOM	Commander, Naval Facilities Engineering Command
COMUSFLTFORCOM	Commander, U.S. Fleet Forces Command
COMPACFLT	Commander, U.S. Pacific Fleet
CPLO	community planning and liaison officer
DoD	Department of Defense
EAP	encroachment action plan
ESQD	explosive safety quantity distance
ICO	installation commanding officer
ISM	installation spectrum manager
JLUS	joint land use study
MTR	military training route
OEWG	Office of the Chief of Naval Operations Encroachment Working Group
OPAREA	operating area
OPNAV	Office of the Chief of Naval Operations
OPNAV N2N6E	Office of the Chief of Naval Operations, Oceanography and Navigation
OPNAV N41	Office of the Chief of Naval Operations, Logistics Programs and Business Operations
OPNAV N45	Office of the Chief of Naval Operations, Energy and Environmental Readiness
OPNAV N46	Office of the Chief of Naval Operations, Shore Readiness
OSD	Office of the Secretary of Defense
POC	point of contact
RAICUZ	range air installations compatible use zones
RCPLO	regional community planning and liaison officers
RCT	regional coordination team

RDT&E	research, development, test, and evaluation
REC	regional environmental coordinator
SYSCOM	systems command
USDA	United States Department of Agriculture