

**STRENGTHENING NATIONAL DEFENSE:
Countering Encroachment Through
Military-Community Collaboration**

**An Academy Panel Report
For the Department of Defense Office of Economic Adjustment**

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NAPA Process

- National Academy of Public Administration
 - chartered by Congress
 - Fellows elected by peers
 - Conducts studies at all levels of government
- Study funded by DoD Office of Economic Adjustment
- Standard NAPA study practice
 - NAPA Fellows make up the panel
 - NAPA staff support
- Panel findings and recommendations based on 6 site visits, research, and meetings with experts
- Report completed and now ready for distribution

STRENGTHENING NATIONAL DEFENSE: Countering Encroachment Through Military-Community Collaboration

Panel Members

- **David J. Berteau**, *Chair*—Senior Adviser, Center for Strategic and International Studies
- **Larry E. Byrne**—President, Byrne and Associates
- **John J. Callahan**—Former Assistant Secretary for Management and Budget, and Chief Financial Officer, U.S. Department of Health and Human Services
- **Gerald E. Galloway, Jr.**—Glenn L. Martin Institute Professor of Engineering, Department of Civil and Environmental Engineering, and an Affiliate Professor, School of Public Policy, University of Maryland College Park
- **Stephen (Tim) Honey**—Former Executive Director, Sister Cities International, and former City Manager of Boulder, Colorado
- **Gregory Lashutka**—Former Senior Vice President for Corporate Relations, Nationwide Insurance, and former Mayor of Columbus, Ohio
- **Mitchell Rice**—Professor of Political Science and Public Administration, Texas A&M University
- **Jacqueline H. Rogers**—Senior Fellow, School of Public Affairs, University of Maryland College Park

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Encroachment Examples

- Military installations and civilian communities in their vicinity can encroach on each other in ways that can seriously limit military operations
- This study examined programs that reduce encroachment
- Encroachment by communities on military operations may include:
 - Obstacles to low-flying aircraft
 - Interference with military communications frequencies
 - Light pollution that interferes with night-vision training
 - Wildlife hazards and endangered species protection
 - Civilian complaints
- Encroachment by the military on civilian communities may include:
 - Loud noises and vibrations
 - Potentials for airplane crashes
 - Water and air pollution
 - Ecosystem damage that affects wildlife and wildfire hazards
 - Stress on public infrastructure and public services
- Encroachment is worsened by inadequate communication and misunderstandings between military and community officials

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DoD Encroachment Mitigation Programs

- Panel initial focus was JLUS, Joint Land Use Studies
- Expanded to broader encroachment challenges and mitigation tools
- Three main DoD programs for encroachment impacts
 - Joint Land Use Studies (JLUS)
 - Readiness and Environmental Protection Initiative (REPI)
 - Sustainable Ranges Initiative (SRI)
- The NAPA Panel made 6 findings about ongoing DoD encroachment mitigation programs and offices and 6 recommendations for improving the performance of those programs and offices

STRENGTHENING NATIONAL DEFENSE: Countering Encroachment Through Military-Community Collaboration JLUS Program

- Technical assistance and cost-shared financial assistance to communities to study encroachments limiting military operations or readiness
- Initiated in 1985 and reengineered in 1998, \$1-\$2 million per year
- JLUS studies recommend adjustments in land use plans, regulations and practices to deal with existing and future encroachments
- JLUS recommendations are implemented by local and state governments or by the military installation
- 48 studies were completed in 20 states during 1985-2008, average study length is 12 months
- JLUS benefits include:
 - promoting comprehensive community planning
 - encouraging cooperation between local military and community leaders
 - integrating local community and military installation plans
 - reduced military work-arounds in its training and weapons testing operations

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Readiness and Environmental Protection Initiative (REPI)

- DoD Military Departments are authorized to provide financial assistance to states, local governments, and private conservation organizations to acquire real estate in the vicinity of military installations for such purposes as:
 - limiting incompatible land uses
 - creating conservation buffers
 - removing land from developable status
- Ownership or easements
- \$89.5 million provided by DoD in 1st three years
- Additional \$121.4 million contributed by 16 state-local government partners and 22 non-governmental organizations

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Sustainable Ranges Initiative (SRI)

- Broad program supporting efforts to ensure sustainment of operational testing and training ranges
- SRI Program includes many activities:
 - Range inventory and database
 - Assessments of range capabilities and encroachment risks
 - Comprehensive range management plans to address concerns
 - SRI goals, actions, and milestones
 - Other efforts, such as JLUS and REPI
- Congress required DoD to develop a comprehensive plan to address constraints on military training ranges and report annually to Congress on the status of the Plan's implementation

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Overall Panel Findings

- Panel concluded that DoD encroachment mitigation programs are not systematically integrated with one another
 - Encroachment data are incomplete
 - Comparative risk-based assessments and priorities are not available
 - Progress toward encroachment mitigation tends to be measured and managed case-by-case

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Panel Finding 1

- **Encroachment presents a serious national security issue affecting military missions and operations**
 - Risks created by civilian development close to installations pose an increasing threat to the preservation of mission capability
 - Military encroachments on civilian spaces (land, water, and airspace) can adversely impact civilian living conditions
 - Military and community perspectives on encroachment differ significantly
- If current and potential encroachment problems are left unattended, addressing them in the future will be more difficult and costly

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Panel Finding 2

- **Congress, DoD, and the Military Departments have been addressing the encroachment challenge, but progress from these efforts has been insufficient**
- DoD and Congress have programs and initiatives—JLUS, the Sustainable Ranges Initiative, REPI, and Service programs—to respond to encroachment risks, but the problems of encroachment continue to grow
- Mechanisms for coordinating the response to encroachment bring together groups with responsibility for encroachment mitigation and prevention, but those mechanisms often end before implementation is complete.

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Panel Finding 3

- **There is no DoD-wide system to**
 - identify encroachment risks
 - assess priorities
 - set requirements
 - provide standards
 - communicate objectives
 - coordinate resources
- DoD does not prioritize encroachment challenges or set DoD-wide goals
- Limited resources may not be aimed at the most serious encroachment impacts on military operations and readiness

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Panel Finding 4

- **Collaboration is a vital factor in successful encroachment mitigation**
- JLUS-led collaboration has contributed significantly to positive results in addressing encroachment
- Collaboration works best when information is shared openly between headquarters and the installation, and between the installation and the community
- Involving states and regional bodies help create encroachment solutions that are more comprehensive and involve all relevant parties
- Collaboration can leverage the full range of resources needed to address costly mitigations now and in the future

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Panel Finding 5

- **Strong military and community leadership is required to address encroachment**
- Base commanders committed to collaboration with support from their chain of command
- Local leaders engaged proactively with installations
- More support from OEA, whose charter, field structure, and experience with state and local governments, position it to provide more support for encroachment mitigation and prevention efforts

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Panel Finding 6

- **There is a need for a reliable, continuing process to maintain encroachment mitigation and prevention activities between installation and communities**
- Although the JLUS program has had positive results, program improvements are possible, especially to ensure that actions begun by a JLUS are sustained.
- Such a process needs to
 - monitor implementation
 - recognize future encroachment risks
 - educate local government officials and the general public to bridge transitions brought by elections
 - ensure that the encroachment mitigation and prevention activities continue over the long run

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Panel Recommendation 1

- **The Panel recommends that the Secretary of Defense issue a directive to increase the emphasis on analysis, prioritization, and mitigation of encroachment issues. The directive should:**
 - Establish standard DoD criteria for the inventory, analysis, assessment, and prioritization of current and future encroachment challenges at installations and ranges
 - Clearly set forth the roles of the Military Departments and DoD components in implementing this directive
 - Identify the organization within the Office of the Secretary of Defense responsible for overseeing the encroachment analysis, prioritization, and mitigation process

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Panel Recommendation 1, Continued**

- The Directive should clearly set forth the roles of the Military Departments and DoD components in implementing this directive, including, among other elements:
 - Providing dedicated on-site installation community liaison personnel
 - Ensuring base and range commanders are trained to work with communities to address future-oriented encroachment and growth issues from both the military and community perspectives
 - Requiring that DoD develop and communicate standards for encroachment factors such as urban light and electro-magnetic fields
 - Requiring expanded sharing of information with communities on upcoming changes that could affect them
 - Requiring that base and range commanders provide timely reviews of community proposals that could impact military readiness and operations

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Panel Recommendation 2

- **The Panel recommends that Congress require DoD to combine the annual reports on Sustainable Ranges and REPI and integrate them with an annual report on the JLUS program**
- Congress should require that DoD report on
 - Installations, ranges, and the access corridors that connect them
 - Estimates of future readiness capabilities and encroachment impacts
 - Military impacts on communities as well as community impacts on military facilities and readiness
 - Progress of the JLUS, SRI, and REPI programs in helping to mitigate and prevent military and civilian encroachments

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Panel Recommendation 3

- **The Panel recommends that the Secretary of Defense strengthen coordination among the groups that deal with encroachment issues**
- Coordination should be strengthened by:
 - Making fuller use of the existing coordination groups within DoD
 - Enhancing the roles and memberships of existing coordination groups in DoD
 - Assigning to these groups future-oriented, prioritized, and proactive roles
 - Reactivating and expanding the activities of the Economic Adjustment Committee

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Panel Recommendation 4

- **The Panel recommends that the Secretary of Defense redefine and strengthen the roles of OEA in facilitating military-community relationships**
- DoD should enhance OEA's roles by:
 - In coordination with the Military Departments and Services, making OEA DoD's main bridge between DoD and communities
 - Assigning OEA the added role of incorporating community viewpoints into DoD's encroachment analysis and mitigation
 - Administering all DoD community assistance programs through OEA
 - Allocating funds in accordance with risk-based priorities established by DoD
- Establishing a new advisory committee—representing the interests of state, tribal, and local governments; non-governmental organizations; and other civilian parties—to connect DoD more systematically to the non-federal stakeholders

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Panel Recommendation 5

- **The Panel recommends reshaping the financial assistance mechanisms in which the military and surrounding communities partner in support of military missions. The funds now available for DoD-wide programs could be consolidated into a single, flexible program to provide continuous funding to communities and states associated with military installations.**
- Allocate funds consistent with risk-based priorities
- Provide continuing assistance to communities and states.
- Institutionalize continuing organizations to prepare and maintain current long-range comprehensive plans and priorities and to partner with the military to ensure mission sustainment of the military facilities and the livability of the surrounding communities
- Help to marshal implementation funds from all sources
- Schedule needed implementation actions by all the parties involved
- Continuously monitor progress toward achieving planned performance goals
- Build and maintain the capability of community and state officials to identify and implement best practices
- Use appropriate internet-based collaborative technology to promote coordination and collaboration

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Panel Recommendation 6

- **The Panel recommends that the Director of OEA strengthen OEA's emphasis on the JLUS Program**
- Put greater emphasis on, and resources into, the implementation of JLUS recommendations by communities and states
- Help to sustain the local level on-going collaborative process established during the JLUS
- Monitor implementation of JLUS recommendations and make results available in a collaborative data base

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Concluding Panel Observation

- The Panel believes its Recommendations are feasible and essential and can be instrumental in:
 - Improving military operations and readiness
 - Enhancing national security
 - Sustaining more livable civilian communities
- However, federal actions alone will not be sufficient
- State and local governments share inherent responsibilities to support national defense
- DoD should initiate a national dialogue to develop a fuller understanding of state and local roles in supporting national defense

Backup Slides

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