

# Commander's Guide to Community Involvement



Range Commanders Council  
Sustainability Group



## Cover Images

### Navy picture:

050725-N-0610T-048 Pacific Ocean ( July 25, 2005 ) – The Nimitz-class aircraft carrier USS Ronald Reagan ( C VN 76).

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OVER FLORIDA -- A formation of 325th Fighter Wing F-15 Eagles and an F/A-22 Raptor.

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## **RANGE COMMANDERS COUNCIL SUSTAINABILITY GROUP**

The mission of the Range Commanders Council (RCC) is to serve “the technical and operational needs of U.S. test, training, and operational ranges.” The Sustainability Group (SG), founded in 2000, is one of many RCC workgroups.

The SG meets twice a year to review and discuss the latest issues affecting the ability of installations and ranges to sustain their missions and to share tools for proactively addressing these concerns. SG efforts focus on outreach, land use, urban sprawl and other sustainability areas (e.g., airspace and seaspace). The SG shares latest trends and approaches used to assist the military mission as well as recommending solutions to commanders. The SG’s goal is to equip its members with tools necessary to address encroachment issues so that they are aware of the latest best practices.

Meetings are interactive and open to all military entities. Membership includes representatives from ranges and installations throughout the United States and is not limited to Major Range Test Facility Base (MRTFB) installations. Meetings are open to all DoD personnel and include operators, sustainability professionals and community planners. This cross-sharing of information has proven to be helpful to member ranges and other DoD and non-DoD entities.

In order to meet its objectives, the Sustainability Group developed the Commander’s Guide to Community Involvement, which also includes selected best practices and lessons learned.

***“PRESERVING VITAL NATIONAL RANGES THROUGH:***

Good stewardship of our air, sea, land, airspace, and frequency spectrum, by working with DoD, community, regional, state, and Federal partners.”



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# FRAMING THE ISSUE

## *The Issue*

Encroachment on U.S. military installations and ranges is a serious and growing problem for the Department of Defense (DoD). Encroachment, as defined by DoD, refers to any external factors that inhibit the ability of the Military Services to use their ranges, airspace, and other operating areas to conduct effective training and testing.

The rapid pace of urban growth into formerly rural areas around military installations and ranges presents two sets of encroachment problems. First, as residential and commercial development increases in areas near military bases, residents may be exposed to aircraft over-flights, dust, and noise from military activities. Second, the military's ability to conduct important training exercises may be compromised due to incompatible land use adjacent to or near installations and ranges. For example:

- Night training can be compromised when light from nearby shopping centers interferes with a soldier's night vision
- Airborne training, such as parachute training, can be halted when housing developments are built near drop zones
- Usable testing and training areas can be segmented and diminished if development forces endangered species to migrate inside the military installation fence lines
- Energy projects, such as wind turbine and transmission line development, may interfere with military operations if project siting is not planned collaboratively with the military

Other issues that can lead to degradation of testing or training capabilities include:

- Competition for frequency spectrum
- Tall structures, such as cell phone towers or wind energy turbines in military use airspace
- New highways cutting through or adjacent to training areas

*In 2002, the General Accounting Office reported that nearly 80 percent of the nation's military bases were witnessing growth around their fence lines at a rate higher than the national average.*

## *The Implications*

Today, our men and women in uniform are deployed around the globe. When our nation sends its military forces abroad, it does so under a solemn agreement with the American people: to train and prepare our military personnel for the challenges of war before placing them in harm's way.

Training provides our soldiers, sailors, airmen, and marines with the skills they need to successfully complete their mission and return home safely to their families. Experience has taught us that realistic training saves lives: military forces must train as they would fight, replicating the challenges, stress, discomfort, and physical and psychological conditions of actual combat. But such training also requires substantial resources, including air, land, seaspace, and frequency spectrum.

To protect our military forces, we must preserve the viability of our installations and ranges. This need is becoming increasingly important in light of the growing challenges posed to training and testing by the rise of urban growth and other encroachment activities that impact our previously isolated training and testing lands.

State and local governments have the responsibility for managing growth and development through their land use management authorities. Additionally, groups such as land trusts, the agriculture community, and conservation organizations can leverage their respective interests in conservation areas and partner with the military to establish compatible land use areas, or buffer zones, around DoD lands. Working collaboratively, the military, state and local governments, and other stakeholder groups can protect military training capabilities while conserving important natural resources and maintaining community well-being.

To date, various groups have taken action in response to the growing issue of encroachment. For example:

- State and local governments have formed military advisory boards to facilitate discussion and develop compatible land use policy for areas around military installations
- States have passed legislation to minimize incompatible development and promote compatible resource use around military installations
- Specific installations have engaged conservation non-governmental organizations (NGOs) such as land trusts, as well as state and local governments, to establish conservation areas surrounding military lands

*The Army, Navy, Air Force, and Marine Corps manage nearly 30 million acres of land on more than 425 major military installations.*

## *The Need for Communication*

Two-way communication between the military and stakeholder groups is critical to successful compatible land use planning. Conservation districts have the ability to greatly amplify the military's efforts to promote compatible development, while the military can bring various resources that work toward the stakeholder groups' missions. This guide is designed to:

- Help DoD officials and military base commanders gain a better understanding of how conservation districts operate in making land-use and other natural-resources decisions that may affect military operations
- Facilitate communications and potential collaboration among stakeholders on encroachment issues

## **COMMUNITY INVOLVEMENT**

An effective Community Involvement Program is essential to protect the ability of an installation, range and/or operating area to test and train. One key aspect relative to the future capability of a military activity to perform its current and future mission is the prevention of encroachment into the areas of critical concern. Encroachment can take many forms: urban development, environmental restrictions, height obstructions, radio frequency usage, etc. The activity must take a proactive approach in working with the civilian community to preclude mission degradation from encroachment. Lack of an effective Community Involvement Program will shut you down.

This document provides the Installation or Range Commander with useful information and tools in addressing encroachment issues. The Commander serves the most important and influential role in the military's ability to work with the



*Effective stakeholder involvement is a crucial element in maintaining the military mission.*

*Commanders need to proactively work with the civilian community to preclude adverse impacts of encroachment on the military's ability to test and train.*

*Lack of an effective Community Involvement Program will shut you down.*

*The Commander sets the example by establishing proactive and positive relations with community opinion leaders.*

community. The Commander sets the example by being proactive and positive. The vision of your Community Involvement Program should be to develop an aggressive public awareness and outreach program to inform the command's workforce and the public about:

- The current and future missions of the installation, range, and/or operating area
- On-going proactive environmental stewardship programs
- Economic impact
- Partnerships with the surrounding communities

Equally important, your Community Involvement Program must focus on learning about issues important to the community and establishing two-way communications with community opinion leaders.

## ***Commander's Action***

1. **Proactiveness.** The Commander is the focus of the Community Involvement Program along with the support of a Mission Sustainability Committee. Membership should include operator/war fighter, public affairs, environmental, legal, airspace and range, community planning, and land use experts. The Commander must support the sustainability team's interaction with the local community and must also interact on a personal level.
2. **Team Leadership.** The Commander must ensure that the activity's entire sustainability team is involved in the program and presents one viewpoint.

*Consistency, honesty and openness, timely information, and educating the community about the military mission are essential to developing positive relations.*



3. **Consistency.** The Commander must ensure the activity’s message is consistent over the long term. The civilian community’s challenge is to plan long range (10-20 years), and the military must strive to do the same. If new requirements cause a change in operations, ensure the community knows about the change in a timely manner and the Commander proactively seeks the support of the local community for the change.
4. **Openness.** Openness and candidness in dealing with your local community are the cornerstones to success. If the classification of an issue prevents full disclosure, say that openly.
5. **Timeliness.** When the community asks for information, get a response back quickly. In those cases where you cannot respond quickly, tell the community when you will respond.
6. **Education.** Ensure the community understands the activity’s mission, the importance to military readiness, homeland defense, national security, and the activity’s contributions to the community. Tell the community who the team members are and define their roles so that the community can better understand their military counterparts.
7. **Communication.** Provide a single point of contact for the community, then listen and respond to community concerns. Speak in a “language” the community understands. Avoid the use of acronyms and buzz words.
8. **Credibility.** Without this, the program will not work.

## ***Community Stakeholders***

1. **Involvement.** Get involved in the community: Chamber of Commerce, Rotary, Kiwanis, etc. Commanders frequently are hesitant to actively interface with the community. When Commanders are actively involved in the community, it builds trust and credibility. These are essential when difficult issues surface.
2. **Decision Makers.** Learn the players. Who are the local “movers and shakers” whether in the government, business, or not. Set up a “turn over” file for your replacement.
3. **Supporters.** Learn who the military supporters are and those who need more information to help them become supporters. Military supporters typically remain constant.
4. **Advocates.** Identify and seek support of advocacy groups for your issues. Understand that they will change based on the issue of the moment.

*The most common request from community leaders is for a single point of contact at an installation.*

*Know your community; by understanding “movers and shakers,” supporters, advocates, and adversaries, you can strengthen your position and prepare for challenges.*

*Encourage participation in Planning & Zoning Commissions, Boards of Adjustment, Neighborhood Boards, etc.*

5. **Adversaries.** Identify and engage adversary groups early. Do not ignore them. They will not go away. Some will never be swayed. You need to understand their issues. Use adversary input to your benefit to strengthen your position, and be prepared for their challenges.

## *Community Involvement*

1. **Dialogue.** Establish a positive continuous dialogue. Ensure your staff interfaces with their community counterparts one on one and provides feedback to you.
2. **Involvement.** Encourage your staff to participate in Community Planning & Zoning Commissions, Boards of Adjustment, Neighborhood Boards, local outreach initiatives, etc.
3. **Inform.** Don't surprise community leaders in a public forum. Advise community leaders prior to any public announcement or formal response. Allow sufficient time for them to draft an appropriate response. Provide explanations to maintain credibility and open lines of communication.
4. **Anti-Terrorism/Force Protection (AT/FP).** Force Protection issues bring some challenging aspects associated with Community Involvement. AT/FP issues tend to work against openness and active engagement with the local community, which they may not understand. AT/FP may also affect access to military facilities. You cannot hide behind AT/FP classification aspects, and must seek a balance.



*Do not use military jargon and acronyms when communicating with the community.*



5. **Educate.** Determine who in the community needs what information. Ensure the community knows the mission of the activity, its chain of command, and how decisions are made and by whom. Stress differences between simulators and live training and testing. Examples — 16 year old learning how to drive in a simulator and then turned loose on Los Angeles freeways or buying an experimental car that hasn't been tested.
6. **Commitment.** If the activity makes a commitment to the community, ensure you follow through.
7. **Data.** When providing data to the community, the activity must ensure it is:
  - a. Accurate and timely, including any limits and restrictions.
  - b. Presented in a manner that the community understands — no acronyms.
  - c. Focused on the positive aspects but does not hide or ignore negative information.
  - d. Complete. Include economic input for Reserves and retirees. Incorporate your activity's entire sphere of influence.
8. **Benefits.** Provide good news stories about the activity and its community support.
9. **Economic Impact.** Describe your activity's economic contribution to its sphere of influence and compare it to other industries and businesses.
10. **Stewardship.** Discuss the actions your activity takes to improve the environment such as endangered species protection, energy conservation, recycling, and pollution control actions.

*Ensure the community knows your mission, chain of command, and decision making process, follow through on commitments to the community, and highlight your environmental and conservation stewardship.*





11. **Volunteerism.** Address the community service actions your activity’s personnel are engaged in: mentoring actions in local schools, local cleanup efforts, etc.
12. **Mutual Assistance.** Publicize to the local community the various support your activity provides to civilian agencies, i.e., fire fighting, local police using military small arms ranges, search and rescue efforts, explosive ordnance disposal, disaster recovery, etc.

*Identify compatible land uses, share them with the community, and take the lead to focus the discussion.*

## ***Community Needs***

1. **Information.** The community needs accurate and timely information on military compatible use requirements and long range plans.
2. **Compatible Use.** Determine what types of uses are compatible with the mission. Be realistic. Working with your sustainment team, gather data, determine your position and present it to the right decision-makers in the community. Then engage in discussions to ensure impacts to the activity’s mission are clearly understood and considered.
3. **Planning.** Share the activity’s long-range strategic plan with the community. Ensure it is current and identifies future requirements. Include the utility and infrastructure requirements.

## *Local Governments*

1. **Type.** Determine the type of city, county, and state government structures in your area and how decisions are made and by whom. A strong city manager may have more effective power than elected officials. Knowing this is critical to achieving success. This situation can differ significantly among communities. (For more information read *Working with Local Governments: A Practical Guide for Installations*, available online at [www.denix.osd.mil/SustainableRanges](http://www.denix.osd.mil/SustainableRanges).)
2. **Multiple Jurisdictions.** Be aware that the jurisdictions may not have the same system of government and they may also be in competition with each other.
3. **Structure.** Know the planning and zoning process in your community. Understand the timelines for decision points in the process so the military can insert its concerns in the right place at the right time.
4. **Presentations.** Know the leadership and learning styles of local officials. Ensure presentations emphasize the positive aspects of your activity's operations. Stay away from the use of military specific acronyms and jargon.
5. **Dialogue.** Keep an open dialogue with all key players.



*Local governments are not the same; understand the type, structure, and planning and zoning process in your jurisdiction.*

## *Local, State, and Federal Elected Officials*

1. **Directives.** Be familiar with DoD and service instructions on appropriate ways to proactively engage with state, local, and regional governments. If in doubt, consult your lawyer.
2. **Rights.** The military, as a landowner, has rights. Know those rights and be proactive. Do not be afraid to speak out when an opportunity to articulate the military's key needs presents itself.
3. **Coordinate.** Ensure your efforts at the state and national level are coordinated with those of other DoD activities in your region.
4. **Legislation.** Establish a tracking method for following draft, pending, or new legislation in your state.

*Understand DoD and service policies on working with local, state, and Federal officials; ensure military needs are articulated in land use planning, and track legislation.*

# ENGAGING STATE AND LOCAL GOVERNMENTS: THE FACTS

Common Issues	True/False	What the Law Says	What This Means
“DoD personnel cannot provide information to state and local governments about legislation that would protect our military bases and ranges.”	FALSE	<ul style="list-style-type: none"> <li>• “No part of the money appropriation...shall be used directly or indirectly to... influence...a Member of Congress, a jurisdiction, or official of any government, to favor ...or oppose any law, policy or appropriation.” [18 USC 1913]</li> <li>• Applicable to lobbying at the state and local level AND with regard to regulations and policy, not just legislation and appropriations</li> <li>• “No part of any appropriations contained in this Act shall be used for publicity or propaganda purposes...” [DoD FY05 Appropriations Act]</li> </ul>	<p>IT IS OK TO:</p> <ul style="list-style-type: none"> <li>• Share information about Administration position.</li> <li>• Share information necessary to the administration of laws for which a government agency is responsible</li> <li>• Provide pre-existing materials</li> <li>• Give speeches on Administration positions (as long as not exhorting the public to contact government officials in support of position)</li> <li>• Send letters from agency to members of Congress</li> <li>• Make statements to news media on Administration positions</li> </ul> <p>IT IS NOT OK TO:</p> <ul style="list-style-type: none"> <li>• Use appropriated funds to generate “grass roots” support, i.e., attempt to mobilize citizens or networks to call, write, or email or otherwise contact lawmakers in support of DoD initiatives</li> </ul>
“Providing information on impacts of local development action on our installation is lobbying.”	FALSE		
“Giving speeches on legislation is considered lobbying.”	DEPENDS		
“If state and local governments take the military’s advice, the military may become liable for takings.”	FALSE	<p>“Nor shall private property be taken for public use, without just compensation.”</p> <p>[US Constitution, Amendment 5]</p>	<p>IT IS OK TO:</p> <ul style="list-style-type: none"> <li>• Testify or provide information to governmental agencies about impacts of actions on military operations</li> <li>• Make recommendations or otherwise be persuasive about actions</li> </ul> <p>IT IS NOT OK TO:</p> <ul style="list-style-type: none"> <li>• Prepare draft ordinance/legislation</li> <li>• Be part of a panel that VOTES on land use matters</li> <li>• Threaten, deceive or recommend others do what we cannot do</li> </ul>
“Testifying to a local land use planning authority makes the government liable for takings.”	FALSE	<p>“The United States may use its position as a landowner to influence local zoning authorities without incurring liability for a taking.”</p> <p>[Persyn v. United States, 32 Fed. Cl. 579, 585 (1995)]</p>	
“Working with state and local governments to combat encroachment is DoD policy.”	TRUE	<p>“I recommend you direct more active involvement at the installation and Regional Environmental Coordinator level in all aspects of state and local planning that could impact readiness.”</p>	<p>IT IS OK TO:</p> <ul style="list-style-type: none"> <li>• Participate, communicate, build relationships and share information</li> </ul> <p>IT IS NOT OK TO:</p> <ul style="list-style-type: none"> <li>• Avoid all interactions with local planners and organizations about land use issues</li> </ul>

5. **Respond.** Answer questions in a timely fashion - decision makers need information to make fully informed decisions.

The chart on the following page provides a summary and clarification of common misperceptions about what DoD personnel can do to engage state and local governments in dialogue on issues.

## *Media*

For all media engagement, work with the public affairs team assigned to your installation.

1. **Proactive.** Work with your public affairs team to engage media on a broad scale and often. Don't wait for something to happen. Ask your public affairs team to invite local military reporters to the installation or range for tours and briefings.
2. **Positive.** Send your public affairs team good news stories they can pitch to the media.
3. **Bad News.**
  - a. *Honesty.* Be open and honest with the community.
  - b. *ALWAYS TELL YOUR OWN BAD NEWS!* When someone else tells it, you are automatically put on the defensive.
  - c. *Quick Response.* Control content of the initial news release by being the first to identify the issue. Work with your public affairs team to rapidly clear the media package through your chain of command. You want to reach the media before they come to you. In an emergency, you may not be able to wait for all the facts, but tell what you do know and what you plan to do.

*Make sure community leaders hear any bad news from your installation first, rather than through the media; always keep local opinion leaders informed.*

*In order to avoid someone else framing the discussion, work with your public affairs team to tell your own bad news.*



- d. *Brief key local opinion leaders.* Privately call the key local opinion leaders on the bad news and tell them what you are doing before it hits the media. If you do this well, these people may be staunch supporters during difficult times.

## ***Public Meetings***

1. **Training.** Ensure your personnel are trained in conducting public meetings and in risk communication.
2. **Format.** Whenever possible, have a poster session or workshop rather than a town hall type meeting. This format allows for more interaction and does not make a target out of DoD speakers behind a podium.
3. **Audience.** Know your audience. Tailor your presentation or comments to the audience. Work to get the right people from the community there.
4. **Issues.** Know the issues in the local community. Make sure that your people know the issues and are able to articulate your position.

## ***Outreach***

The Community Involvement Program should not be focused on just the civilian communities located outside the gate. To be effective, you must interact with a number of different “communities.”

1. **Your Activity.**
  - a. The chain of command must have situational awareness of sustainability issues.
  - b. The workforce must understand the issues so they communicate with one voice. In addition, proactively communicating to family members of your workforce can help assist in disseminating consistent information in the community.



*Provide staff training in public meeting conduct and risk communication; use poster session formats rather than town hall meetings when possible.*

*Community involvement includes your own chain of command and workforce as well as other DoD activities in the region, other Federal agencies, state government, non-governmental organizations, military support groups, and others.*

## 2. Regional DoD Installations/Activities.

- a. All Service activities within the same geographical region must speak with a common voice on encroachment issues to those outside DoD.
- b. Germane DoD acquisition and training community personnel must understand key sustainability issues. These issues need to be considered by the acquisition community as they develop new weapons systems that ultimately will be tested/used in training/operations on your installation, range and/or operating areas.

## 3. Other Federal Agencies.

- a. Some of these agencies have regulatory authority over your activity's operations, e.g., Federal Aviation Administration (FAA), Environmental Protection Agency (EPA) and US Fish & Wildlife Service (USF&WS).
- b. Some of these agencies have common interests with DoD, e.g., land and air space management.
- c. Some of these agencies have competing interests with DoD, e.g., natural resource extraction (mining) and grazing rights.
- d. Department of Justice litigators will represent your activity in court. They need to know the war fighting essentials of your activity.

## 4. State Government.

- a. Some state government departments might have regulatory authority over your installation or range, e.g., State Historic Preservation Office, State Environmental Quality Office, and Coastal Commissions.



*Federal and state governments have regulatory authority over your activities; establish relationships and keep an open dialogue on interests of mutual concern.*

- b. Know the state legislators that represent your activity's district. Keep an open dialogue with them.

**5. Military Support Groups.**

Many communities have groups whose mission is to support their military activities. These groups can be very helpful with many issues.

**6. Native American Tribes.**

Treat all Native American Tribes with utmost respect. Tribal interaction must be treated as government-to-government. Get a copy of the DoD American Indian and Alaska Native Policy and be familiar with the requirements for consultation. Understand and respect the relationship between the Tribe and the Bureau of Indian Affairs.

**7. Non-Governmental Organizations (NGOs).**

- a. NGOs exist on the national level (Center for Bio-Diversity and Sierra Club), the regional level (Southwest Defense Alliance and Friends of Cabeza Prieta) and the local level (rod & gun clubs and veterans groups). Environmental NGOs should not be perceived as adversaries, but as organizations with a mission. Understand their missions and look for ways to partner where DoD has mutual interests, e.g., open space protection.

*Understand the government-to-government relationship with American Indian and Native Alaskan Nations. For more information, take DoD's American Indian Culture Communication Course and see American Indian and Alaska Native Policy at <https://www.denix.osd.mil/denix/Public/Native/Outreach/policy.html>*



***WHAT IS AN NGO?***

A non-governmental organization (NGO) is one that is not part of the local, state, or Federal government.

- b. Think outside the box to rally all of your supporters and opposition.
- c. Working with NGOs, you may find unexpected allies.

## COMMUNITY INVOLVEMENT BEST PRACTICES

Following are some specific examples of best practices for engaging stakeholders on encroachment and incompatible land use issues:



*Army hosts representatives from the National Conference of State Legislatures at Ft. Carson, Colorado. Collaboration enhances relationships with the community.*

### *Advocacy and Outreach*

#### *Background*

The Army's Regional Environmental Offices (REOs) work with state legislators and regulators to ensure environmental requirements are consistent with the military's ability to carry out its mission. The REOs recognize the need to inform and educate state legislators and regulators on what encroachment and incompatible land use could do to the missions of Army and DoD installations.

Rather than attempt to meet individually with state legislators in their legislative offices, the REOs evaluated the largest and most influential state legislative and regulatory organizations with national membership, and determined which would be most receptive to a compatible land use message from the military. After prioritizing the most promising organizations, the REOs began attending the organizations' national and legislative meetings, where they approached each group's leadership and staff and introduced themselves to the environment and natural resources committee members. The REOs explained that their purpose in attending the meetings was to learn about the members' issues of concern and to determine where the groups and the military have common ground.

With continued attendance, the REOs demonstrated that the military was committed to working together with these organizations. Within a year of first introductions, the REOs were receiving invitations for Army/DoD representatives to give presentations on compatible land use issues at committee meetings. Just two years after the outreach effort was initiated:

*Army Regional Environmental Offices (REOs) attended key state legislative and regulatory organization meetings to identify common ground between the groups and military on sustainability issues.*

- The Council of State Governments included state legislation on compatible land use near military installations in its 2005 Suggested State Legislation publication
- The National Conference of State Legislatures and DoD began a joint education project for state legislators and installation commanders on how they can work more productively together
- The National Association of Counties formalized regular dialogue with DoD
- The Environmental Council of the States and DoD established three new workgroups to discuss and work through issues of common concern
- Passage of compatible land use-related legislation favorable to Army/DoD has gained momentum each year since 2002

The REO outreach to state legislative and regulatory audiences has increased their understanding of incompatible land use trends, and has allowed them to work toward managing potential threats to military readiness and range sustainability.

*A good outreach program requires strategic planning, consistency, repetition, flexibility, and transparency.*

### ***LESSONS LEARNED***

Through this effort, the Army REOs found that a good outreach program takes:

- *Strategic planning:* The Army REOs prepared an outreach plan in 2002 that has been maintained and updated consistently. The plan helps the REOs stay on course.
- *Consistency:* Consistently attending legislative and regulatory meetings, through the end, signifies commitment to work with the group.
- *Repetition:* In order to ensure understanding of Army/DoD's position on encroachment, the message needs to be repeated many times. Many groups with many messages are competing for the policymaker's ear.
- *Flexibility:* Working with policy making groups is often chaotic. One must have the ability to refocus the discussion if needed, and to take advantage of new opportunities to engage. Keeping the chain of command informed and having the authority to act when necessary is essential.
- *Transparency:* The willingness to be honest and open is communicated more by actions than by words. It encourages groups with different views to find common ground.

**For more information:** Contact the Army Northern Regional Environmental Office, Aberdeen Proving Ground, Maryland at 410-436-7098.

## *Native American Consultation*

### *Background*

The mission of the Utah Test and Training Range (UTTR), managed by Hill Air Force Base (AFB), is to train warriors and test weapons. Federal laws, executive orders, and presidential memoranda require Federal agencies to consult with Native American Tribes about the presence of cultural resources on Federal property, and activities that may affect those resources. Cultural resources management ensures compliance with these laws, orders, and memoranda, which include:

- The American Indian Religious Freedom Act (AIRFA)
- Native American Grave Protection and Repatriation Act
- Section 106 of the National Historic Preservation Act (NAGPRA)
- Executive Order 13175 on consulting and coordinating with Indian Tribal Governments
- Presidential Memorandum on consultation with Indian Tribes. Governments (24 April 1994)

Contact with Native American Tribes began at Hill AFB in 1993. The first government-to-government consultation was held in June 2001. The base conducted an ethnographic study of the area to determine which Tribes have a cultural resource interest on base-managed properties, including UTTR, and identified 18 Tribes that are regularly consulted. The consistent Tribal consultations have resulted in a trust relationship that aids all aspects of the process and the base's military mission.

### ***LESSONS LEARNED***

- Regular information exchange during the consultation process results in improved understanding and raises awareness of concerns for all stakeholders, thus reducing the potential for conflict between the military mission and Native American interests.
- Through regular consultation, Hill AFB and UTTR have found that consistent and effective two-way communication is fundamental to successful cultural resource management programs.

**For more information:** Contact the National Environmental Policy Act/Cultural Resource Manager, Hill AFB, Utah at 801-775-3653.

## *Arizona Commanders Summit (ACS)*

### **Background**

The Military Lands Withdrawal Act of 1999 (Public Law 106-65) transferred the land management function for the Barry M. Goldwater Range (BMGR) from the Department of the Interior to the Department of Defense. Management responsibility for the eastern portion of the range was ultimately delegated to the 56th Fighter Wing at Luke Air Force Base and management of the western portion was delegated to the Marine Corps Air Station (MCAS) Yuma.

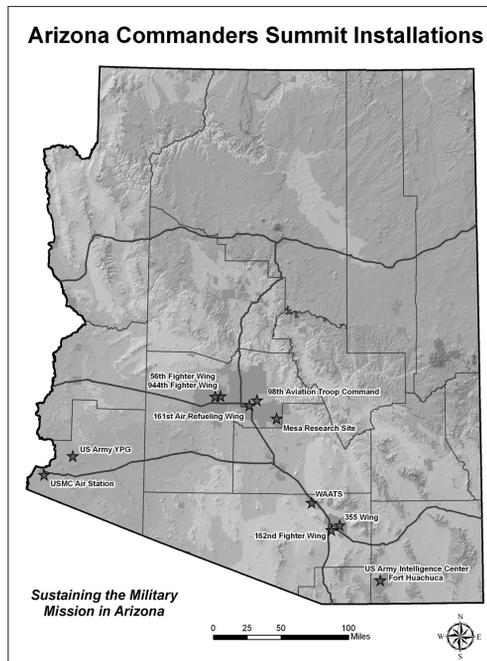
*By expanding membership to include all military installations in Arizona, the Arizona Commanders Summit (ACS) created a strong sense of unity and cooperation among all military organizations in the state.*

The Arizona Commanders Summit (ACS) was originally established to address issues such as joint utilization and stewardship requirements of the BMGR. Initial membership included the primary users of the BMGR: Luke AFB, MCAS Yuma, Davis-Monthan AFB, and the Arizona Air National Guard.

The Commanders quickly realized the benefit of such a forum and expanded the scope of the ACS to address other issues of common concern including encroachment, environmental compliance, and community relations. The ACS subsequently agreed to expand membership to include all military installations in the State of Arizona. An ACS charter established the mission to:

*Promulgate an environment of cooperation among all Arizona military installations to better sustain military facilities, ranges and airspace, and ensure the highest possible level of training operations.*

The Summit focuses on air and ground encroachment, environmental concerns, Native American relations, utilization of special-use-airspace, range enhancement programs, community relations, and any other issues Arizona military units may have in common. The Commander of the 56th Fighter Wing serves as Chair and the Commander of MCAS Yuma serves as Vice-Chair. Meetings are held semi-annually in March and September. Meeting locations are rotated throughout the military facilities in Arizona. The hosting unit presents a unit mission briefing and invites the town mayor to participate, assisting in community outreach.



Through a cooperative exchange of information, the Summit allows members to learn of other units' approaches to issues and helps standardized resolution of shared problems. The forum helps develop a strong sense of unity and cooperation among military organizations across all Military Services in Arizona.

Specific endeavors include:

- Developing an Arizona installation communications guide and fact sheets
- Facilitating cross-sharing of information which helps military commanders "speak with one voice" when communicating with state and local jurisdictions
- Determining best ways to address issues that impact military missions such as location of housing development under military training routes and locating a cargo airport which could impact military aircraft entering and leaving BMGR
- Receiving updates on state legislative activities
- Receiving updates and providing opportunities to give input on the Joint Land Use Studies (JLUS) conducted in the state of Arizona
- Hosting the Governor of Arizona at a Summit meeting where she confirmed her administration's commitment to support the military mission
- Communicating the impact of undocumented aliens trespassing on DoD land, standardizing data collection and impact assessment criteria, and allowing the Commanders of Luke AFB and MCAS Yuma to provide an effective, unified briefing to the Secretary of Homeland Defense in May 2005
- Establishing a Pollution Prevention Partnership agreement with the Arizona Department of Environmental Quality to promote mission readiness through effective prevention programs such as de-fueling and recycling
- Expanding membership to include representation from the Regional Environmental Coordinators (REC) which increased installation commanders' involvement in mission-sustaining environmental planning processes

The ACS is enthusiastically supported by all Arizona military installations and, given its success, the process is under review to be used in other states and regions.

*The successful ACS process for developing cross-service understanding is being considered for use in other states and regions.*

### ***LESSONS LEARNED***

- The opportunity for Installation Commanders to meet face to face on a regular basis has been instrumental in developing a better understanding of each others' military missions and the problems each encounters.
- The "One Voice" approach to address operational issues such as encroachment, community relations, airspace, and environmental concerns has proven effective.
- Interaction between Installation Commanders and their staffs has been instrumental in developing joint use of valuable air and ground training assets and airspace.

**For more information:** Contact the 56th Fighter Wing Range Management Office, Luke AFB, Arizona at 623-856-8520.

## *Arizona Military Airspace Working Group (AMAWG)*



*A US Air Force (USAF) F-16C Fighting Falcon aircraft from the 21st Fighter Squadron (FS), Luke Air Force Base (AFB), Arizona. (Released to Public)*

### ***Background***

The AMAWG (originally named Southern Arizona Military Airspace Working Group) is an informal organization formed in 1994 by airspace managers from Luke AFB and Davis-Monthan AFB to address issues/concerns of Special Use Airspace (SUA) common to both installations. The group's charter is to ensure efficient and safe utilization of Military Special Use Airspace, permitting users to accomplish their assigned missions. The common airspace for the military in Arizona is over the Barry M. Goldwater Range (BMGR). Luke AFB manages the land and airspace in the eastern portion, and MCAS Yuma manages the western portion.

The AMAWG is also committed to developing operational procedures that have a minimal impact on civilians and other aviation entities affected by military flight training. When asked, the AMAWG provides support to the Arizona Commanders Summit.

AMAWG airspace manager core members now include:

- 56th Fighter Wing (FW), Luke Air Force Base (AFB)
- 355th Wing (WG), Davis-Monthan AFB
- 162nd FW, Tucson Air National Guard (ANG)
- Western Army Aviation Training Site, Silver Bell Army Airfield (AAF)
- Advanced Airlift Tactical Training Center, St. Joseph, Missouri ANG
- Marine Corps Air Station Yuma
- Federal Aviation Administration (FAA)

The group discusses common range issues, Native American issues, forest fire impacts to low-level routes and SUAs, and Department of Homeland Security flight operations.

More than 40 representatives attend the AMAWG quarterly meetings. In addition to the core membership, other representatives include:

*The Arizona Military Airspace Working Group (AMAWG) is committed to minimal impact of military flight training on civilians and other aviation entities.*

- Fort Huachuca
- Yuma Proving Ground (YPG)
- Arizona Airports Association
- Arizona State Fire Department
- Department of Homeland Security
- Tucson Police Department
- Bureau of Land Management
- Tucson Airport Authority
- Phoenix and Tucson Terminal Radar Approach Control (TRACON)
- Albuquerque Air Route Traffic Control Center
- Military liaisons to the Federal Aviation Administration, Western Pacific Region

AMAWG established procedures to allow open lines of communication between civilian and military airports. For example, the Arizona State Department of Transportation, Aeronautics Division, requires airport sponsors to include a military representative on the Planning Advisory Committee (PAC) for all Airport Master Plans, and an AMAWG representative participates as a member of the Arizona Airports Association.

*By establishing open lines of communication between military and civilian airports, the AMAWG provides a forum for joint issue resolution.*

### ***LESSONS LEARNED***

- Proactive communication with all airspace users resolves issues.
- Open communication helps airspace users understand each others' missions.
- The military needs to identify projects outside base boundaries that have potential impact on the installation's military mission.
- Establishing points of contact facilitates issue resolution.
- The military needs to highlight the importance of Military Training Routes.
- An established process for the military installation to provide comments on airport master plans provides decision makers timely information of military needs.
- It is important to have guest speakers at meetings who are truly subject matter experts; this helps educate members on issues and facilitates information exchange.

**For more information:** Contact the 56th Wing Airspace Manager, Luke AFB, Arizona at 623-856-5855.

# *Army Public Involvement Toolbox*

## **Background**

The U.S. Army Public Involvement Toolbox is a website of practical tools, methods, examples, and information related to public involvement (specifically environmental public involvement) in support of the U.S. Army mission. The primary purpose of the website is to provide Army, Army civilian staff, and Army contractors engaged in public involvement with functional, proven techniques and information.



Although this toolbox was developed to assist Army organizations in meeting the goals of the 2004 Army Strategy for the Environment, the tools and techniques are applicable and adaptable to the full range of Army activities where meaningful interaction with the public is necessary and encouraged. This website is publicly accessible and is intended to share the Army's commitment and approaches for public involvement with all its stakeholders.

The website was developed collaboratively by a consortium of Army personnel from a number of Army organizations engaged in public involvement. As the committee assembled material and developed content for the website, it consulted with other Federal agencies, such as the Environmental Protection Agency, state agencies, and several non-governmental organizations.

### **LESSONS LEARNED**

- Numerous guides/tools to public involvement exist on publicly available web sites, though they are not always easy to find or are not located on one comprehensive site.
- Public involvement plans are unique for each organization.
- It is important to involve stakeholders early and often in the process.
- It is important to collaborate actively with the public to forge mutually beneficial solutions regarding limited resources.
- The toolbox is a great start to raising awareness and providing resources to the field.
- Public perception affects Army operations.
- Methods of communication have changed over the years.

*The award-winning Army Public Involvement Tool Box provides a 'one stop shop' for practitioners to find assistance in improving their engagement with stakeholders. The Toolbox can be found at: <http://www.asaie.army.mil/pitoolbox>*

*Public involvement tools in the toolbox are applicable and adaptable to a full range of military activities.*

The tools and techniques are presented in a manner that allows Army personnel to easily find information on public involvement and develop plans and programs to meet their local needs and issues. Guides on specific public involvement activities are easily accessible, training opportunities are easy to find, the latest regulations and policy statements on public involvement can be found quickly, and links are provided to resources created by other agencies. The strategy highlights the necessity of involving the public if the Army is to meet its goals and achieve sustainability. The site places emphasis on the full range of activities needed to engage stakeholders with the “4Cs:” communication, coordination, consultation, and collaboration.

**For more information:** Contact the Senior Fellow of the Army Environmental Policy Institute at 703-604-2300.

## *Case Information Files*



*Marines of  
Company B,  
Battalion Landing  
Team 1st Battalion,  
5th Marine  
Regiment.*

### ***Background***

The mission of Marine Corps Air Station (MCAS) Yuma is to provide aviation ranges, facilities, and services that support Operating Forces, tenant commands and activities.

MCAS Yuma is proactively engaged in community outreach and has developed good working relationships with cities, counties, and towns in both Arizona and California that have planning authority of land adjacent to MCAS Yuma's operating areas. These governmental bodies notify MCAS Yuma about all requests for land use changes near the base, Auxiliary Airfield II, the Barry M. Goldwater Range and the Chocolate Mountains Aerial Gunnery Range. To best respond to these land use requests, MCAS Yuma has set up a process to ensure a consistent and timely response.

The MCAS Community Plans and Liaison (CP&L) Office determines if the installation needs to submit a letter to the relevant jurisdiction. When a letter is submitted, a "Case Information" Form is completed. These forms are used to track and record what happens to the land use request from the time the initial MCAS Yuma letter is sent, through the Planning and Zoning hearings, to a final land use decision by the respective City Council or County Board of Supervisors.

*MCAS Yuma's  
Community Plans  
and Liaison  
(CP&L) Office  
established a  
standard form and  
system to track  
land use cases,  
resulting in better  
understanding  
of the synergy  
of military  
and civilian  
development  
actions.*

The case files contain any correspondence from the installation, all City/County staff reports, newspaper articles, and/or other pertinent correspondence. The case files are maintained for historical purposes in the CP&L Office. The case files have proven invaluable in researching uses of a particular piece of property or to detect changes in how an area is being developed.

The CP&L Office did not have any files pre-dating the early 1980s. The office was dealing with a growing community, but had no historical perspective as to what position MCAS Yuma had taken on development in areas adjacent to the installation or the two aviation training ranges it manages. The lack of historical records forced MCAS to react to each case individually without any way to determine the synergy of development actions.

To address the issue, CP&L established and utilized the standardized form and system to historically track land use cases. Through this process the CP&L Office has been able to demonstrate that the MCAS position has remained consistent over the years and statistically prove that the response is not always "No.. This process allows MCAS to anticipate the communities' planning processes and identify meetings that require MCAS presence. The enhanced planning notification allows MCAS to better allocate personnel resources and to be better prepared for meetings. Personnel attending meetings are equipped to best articulate the MCAS position and respond to communities' requests so that land use decisions are made with full information. Tracking the communities' planning processes also allows for multiple comment opportunities.

### ***LESSONS LEARNED***

*"Those who cannot remember the past are condemned to repeat it."*

*- George Santayana*

**For more information:** Contact the MCAS, Yuma Community Planning and Liaison Office at 928-269-2272.

## ***Community Leaders Forum***

### ***Background***

The Naval Air Station (NAS) Miramar served as the Navy's fighter Master Jet Base for nearly half a century. In 1999, the Base Realignment and Closure process realigned Miramar to a Marine Corps Air Station (MCAS). This case study reflects Navy policy prior to the arrival of the Marines.



*Fred Pierson of the Navy East Coast AICUZ/RAICUZ Center of Excellence serves as an advisor to Navy and Marine Corps bases on encroachment issues.*

NAS (now MCAS) Miramar covers 24,000 acres in urbanized San Diego. It is bordered by two separate cities, as well as county property. Impacts from air operations extend well beyond the installation borders. Traditional coordination with communities normally involved city and county leadership, but the Navy recognized that to be a good neighbor, they needed to open a dialogue with local neighborhood groups.

The Navy established a Community Leaders Forum to open lines of communication with Miramar's neighbors. The Committee was chaired by the Commanding Officer and staffed by the Community Planning Liaison Officer (CPLO). The Installation Judge Advocate General (JAG) and Public Affairs Officer (PAO) also attended. Community representatives included:

- Three nearby cities
- The County
- The Chamber of Commerce
- Representatives from neighborhood civic organizations
- Other stakeholder.

Meetings were conducted quarterly, and addressed operational tempo, noise complaints, land use concerns, and other relevant topics. Meetings normally kicked off with a mission update from the Commanding Officer and ended with a roundtable discussion of issues of interest.

The Community Leaders Forum:

- Kept the community informed about changes in flight operations and provided a ready forum to discuss other issues directly with the Commanding Officer. This resulted in community support for land use issues that could affect mission sustainability.
- Was so successful that after Miramar was realigned, the Marines continued the Forum. Other bases, such as Naval Air Station (NAS) Oceana in Virginia Beach, have also established Community Leaders Forums.

*The Navy's Community Leaders Forum opened lines of communication with Miramar's neighbors, resulting in community support on land issues impacting mission sustainability.*

**For more information:** Contact the Navy East Coast Air Installations Compatible Use Zones (AICUZ)/ Range Air Installations Compatible Use Zones (RAICUZ) Center of Excellence at 757-322-4935.

***LESSONS LEARNED***

- Keeping the mission in front of the public ensures a public understanding of military needs, promotes goodwill, and reduces noise complaints.
- Allies gained through the Community Leaders Forum often provide support to the Navy in other areas.

## *Greenway Partnership Initiative*



*Apalachicola National Forest, photo courtesy of Eric Blackmore and The Nature Conservancy.*

### ***Background***

The Air Armament Center (AAC), located at Eglin Air Force Base (AFB) in Florida, develops, tests, acquires, and sustains integrated air armament and provides expeditionary combat support needed to defend the United States and its interests. To address encroachment issues that could impact the mission, Eglin AFB established the Eglin AFB Encroachment Committee and the Eglin AFB Encroachment Office. The Eglin AFB Encroachment Office manages the Encroachment Program and provides staff support to the Encroachment Committee.

Committee membership includes:

- Legal
- Public Affairs
- Civil Engineering
- Communications
- Finance
- Safety
- Environmental
- Operations
- Range Management
- AAC Plans and Programs Office
- The 46th Test Wing (TW)
- The 96th Air Base Wing
- Flight Operations

To ensure a regional approach, both Naval Air Station (NAS) Whiting Field and Hurlburt Field also provide representatives.

The 46th Test Wing Technical Advisor chairs the Eglin Encroachment Committee and all requests/issues approved by the Installation Commander are vetted through the Chairs of the Installation Development Committee, the Range Development Executive Steering Committee, and the Environmental Committee.

In May 2002, The Nature Conservancy (TNC) requested a meeting with senior officials from the 46th Test Wing to solicit a letter supporting TNC's efforts to secure Florida Forever funding to preserve an area adjacent to Eglin's Northwest boundary known as the "Yellow River Ravines." Until then, TNC, the State of

*Senior military leaders, The Nature Conservancy, and the State of Florida created the Northwest Florida Greenway, resulting in continued access to regional special use airspace and protection of open space and critical wildlife habitat across Northwest Florida.*

*A 2004 Memorandum of Agreement forged the way to transfer Federal funds to the State to purchase conservation easements.*

Florida, and the Air Force were all working independently with individual goals. Officials from the 46th TW agreed to support the project, but said there should be efforts to partner for preservation of open space across Northwest Florida in support of mutual strategic interests.

The meeting led to recognition of a common goal and formation of the Northwest Florida (NWF) Greenway Partnership. In September 2002, the Governor awarded \$250,000 under the Florida Defense Alliance Grant Program to develop and design an execution strategy for the NWF Greenway under the leadership of an advisory board consisting of representatives from Eglin AFB, TNC, the Florida Department of Environmental Protection, and the Okaloosa Economic Development Council. In December 2002, the President signed into law the 2002 Defense Authorization Act which contains language (Section 2811) authorizing the Secretary of Defense (SECDEF) and Service Secretaries to partner with states and conservation organizations to buffer existing military installations and operating areas from encroachment. On 12 November 2003, the Governor signed a Memorandum of Partnership with TNC and the Department of Defense, stating that a swath of land and air between Eglin and the Apalachicola National Forest would be preserved in order to:

*“Promote the sustainability of the military mission in Northwest Florida to meet national defense testing, operational and training requirements; and, Protect lands that will sustain the high biodiversity of the region, link protected natural areas, preserve water resources and provide recreation; and, Strengthen the regional economy by sustaining the mission capabilities of the military in the region and enhancing recreation and tourism..*

On 1 July 2004, the Governor signed a Memorandum of Agreement (MoA), which included the major stakeholders in the Northwest Florida Greenway. Following the July 2004 MoA, the Air Force and the State of Florida needed a mechanism to transfer Federal funds to the state for Greenway conservation easement purchase. On 24 September 2004, another MoA was signed by the AAC Commander that forged the way for the initial \$1 million transfer of funds from the Air Force to the State of Florida to purchase the Nokuse Plantation, a Greenway project. Programming for future defense funds to purchase additional conservation easements is ongoing.

### ***LESSONS LEARNED***

The formation of a partnership between the Department of Defense, the State of Florida, and The Nature Conservancy provides a strong coalition for procuring open space across Northwest Florida in support of mutual strategic interests.

The primary mission benefit from the Greenway Initiative is that Eglin's historic access to regional special use airspace is ensured, and the area is protected against urban encroachment. Another mission benefit is that wildlife biodiversity corridors are protected, keeping Eglin from being an "island of biodiversity" which would impede Eglin's mission because environmental considerations could have mission impact.

**For more information:** Contact the Eglin AFB Green Team at 850-882-6857.

## ***Military Operations Disclosure Clause for Southern Maryland Real Estate***

*Navy F/A-18s over  
Patuxent River  
Complex.*

### ***Background***

The Naval Air Station (NAS) Patuxent River, Maryland, also known as “Pax,” is a Research, Development, Testing, and Evaluation (RDT&E) center of excellence for naval aviation. Pax hosts the full spectrum of acquisition management, research and development capabilities, air and ground test and evaluation (T&E), aircraft logistics, and maintenance management. This distinctive synergy supports land based and maritime aircraft and engineering, T&E, integration, and life cycle support for ship/shore electronics.



In 1976, NAS Patuxent River completed the Air Installation Compatible Use Zone (AICUZ) study outlining the accident potential zones and noise zones surrounding the air station. In 1978, St. Mary’s County, which has planning and zoning authority over the land surrounding the NAS Patuxent River, adopted the AICUZ study’s recommendations within its comprehensive land use plans.

In 1998, Pax completed an Environmental Impact Statement (EIS) to assess the environmental impacts of increased flight and related operations at the installation. The extent and nature of public comments regarding noise resulted in the decision to increase community awareness related to base operations.

In 2002, Pax drafted a voluntary real estate disclosure clause to inform area homebuyers of the location and type of operations occurring at NAS Patuxent River. The Operational Environmental Planning (OEP) Team began discussions with the Southern Maryland Association of Realtors (SMAR), the governing body that regulates realtors and real estate offices in the Southern Maryland region.

At the same time, Patuxent River developed a pamphlet to inform and educate the local community regarding the AICUZ Accident Potential Zones and Noise Zones. The pamphlet included a map illustrating the Noise Contours and Accident Potential Zones, photographs of common aircraft flown at NAS Patuxent River, and the draft language for the future real estate disclosure clause. The pamphlet was enthusiastically received by SMAR and its members. The OEP team, now part of the NAVAIR Ranges Sustainability Office, distributed

*The extent and  
nature of EIS  
public comments  
regarding noise  
resulted in  
increased efforts  
to raise community  
awareness about  
base operations.*

the pamphlet to hundreds of realtors in Southern Maryland so that they could distribute this valuable information to their clients.

In October 2004, SMAR finalized the language for a military operations disclosure clause for inclusion in the contract addendum for real estate transactions in Southern Maryland.

The clause states the following:

*“MILITARY AIRCRAFT OPERATIONS: The Property may be located within or near several military aircraft operation centers located in Calvert County, Charles County, Prince George’s County, or St. Mary’s County. Properties located within or near such military aircraft operation centers may be impacted by varying degrees of noise levels and potential military aircraft accidents as well as noise from gunfire or explosive testing. The following is a description of such military aircraft operations centers, however, the following list is not all-inclusive:*

*Naval Air Station Patuxent River, Maryland, typically conducts flight operations seven days per week, between 8 a.m. and 11 p.m. However, infrequent flight operations occur outside these times. The effects from the Navy’s flight operations extend beyond the boundaries of the naval facility. The present level and type of operations will continue for the foreseeable future. For additional information, contact the NAS Patuxent River Public Affairs Office.*

*Buyer acknowledges that Buyer, prior to the submission of a written offer to purchase the property, is solely responsible to contact the military aircraft operation centers as identified above which may impact upon the property in order to ascertain the potential noise levels and accident probabilities in relation to the location of the property within or near one or more of the above military aircraft operation centers.”*

The Sustainability Office (SO) began work on implementing a statewide, mandatory real estate disclosure clause for military operations. This clause would enable the SO to educate and inform those communities beyond Southern Maryland, yet still within NAVAIR’s Chesapeake Test Range, of its military operations. In 2006, the state legislature passed a mandatory disclosure clause affecting a majority of Maryland counties, which reads as follows:

*Buyer is advised that the property may be located near a military installation that conducts flight operations, munitions testing, or military operations that may result in high noise levels.*

*In 2006, the state legislature passed a mandatory disclosure clause for real estate transactions in Maryland.*

### ***LESSONS LEARNED***

- Improved notification to the community creates stronger relationships and can result in fewer noise complaints.
- The requirement that homebuyers must review and sign a document informing them that they may live near a military base that creates noise increases involvement and awareness. It also decreases the potential for “surprises” to homeowners when noisy operations are conducted.
- Making the community more involved and aware about the military operations may result in less conflict over future operations and land use.

**For more information:** Contact the NAVAIR Ranges Sustainability Office, Patuxent River at 301-757-4822.

## ***Team Approach to Managing Encroachment***

### ***Background***

The mission of the Air Force Flight Test Center (AFFTC) is test and evaluation of aircraft and weapons systems. AFFTC has been using an Encroachment Prevention and Management Committee (EPMC) to manage encroachment projects for more than a decade. The EPMC is led by the Plans and Policies Division at the AFFTC Headquarters, with functional representation from all pertinent technical areas, including:



*F-22A Raptor over California.*

- Operators
- Airspace Management
- Engineering
- Range Management
- Environmental
- Legal
- Frequency Management
- Public Affairs
- Civil Engineering

### ***LESSONS LEARNED***

- Team leadership should be at a senior level of the organization.
- Ensure membership is appropriate for the issues your organization faces.
- Attempt to get dedicated people/resources for the team. Doing this work as an “extra duty” likely will not allow people to devote the appropriate time to the encroachment program.
- Document the team’s processes and get senior leadership buy-in.
- Keep senior leaders apprised of the team’s actions.

*The Air Force  
Flight Test  
Center (AFFTC)  
Encroachment  
Prevention and  
Management  
Committee  
provides  
an efficient  
mechanism for  
coordination to  
protect the test and  
evaluation mission.*

The team has ad hoc membership from various other installation functional areas and uses senior leadership on projects of crucial importance to the AFFTC mission. The team meets twice a month to review projects and to stay abreast of strategic program actions. The team uses a single point of contact for external communications.

The EPMC provides protection for the AFFTC mission because the Committee provides quick access to the functional expertise related to any given project. AFFTC's ability to analyze a project from a technical perspective and produce a coordinated response to jurisdictional decision makers has greatly improved, and AFFTC is able to meet external suspense requirements.

For more information: Contact the Chair of the Encroachment Prevention and Management Committee, Air Force Flight Test Center, Edwards AFB at 661-277-2412.

## ***Using Non-DoD Property (White Space) in Training Exercises***



*A Marine CH-46E Sea Knight helicopter inserts security Marines into a Landing Zone at Centennial Middle School in Yuma, Arizona during Weapons and Tactics Instructor Course 2-06.*

### ***Background***

Marine Corps Air Station (MCAS) Yuma is home to a number of unique aircraft and units, including Marine Aviation Weapons and Tactics Squadron-1 (MAWTS-1). MAWTS-1's mission is to provide advanced tactical training to Marines around the globe and assist with developing the weapons and tactics that Marine aviators use. MAWTS-1's Weapons and Tactics Instructor (WTI) Course incorporates a total war-fighting concept into its training. The WTI course consists of three phases: academics, a flight syllabus, and a final exercise.

The final exercise phase consists of planning, execution, and debriefing of integrated missions in a sophisticated threat environment. The exercise environments include both DoD and non-DoD properties. When the use of non-DoD properties (white space) is necessary to conduct exercises, the MCAS Yuma Community Planning & Liaison (CP&L) Office works with the civilian community to obtain authorization to utilize such property. The authorization process includes working with various local and regional agencies such as cities, counties, Bureau of Land Management, Bureau of Reclamation, schools, civilian airfields, parks, and private land owners.

When MAWTS-1 decides on areas in the community to conduct exercises, they notify the CP&L Office and ask them to request authorization to use non-DoD property. The CP&L Office coordinates the authorization request and/or notifies the city, county, sheriff, police, Parks and Recreation, Border Patrol, private airfields, private citizens and media of the exercise. Once CP&L obtains authorization to use private or public non-DoD property, they develop a Letter of Agreement documenting the owner's concurrence and either hand-deliver or mail it to owners/managers of the properties for signature.

Using this process, MAWTS-1 benefits by having use of non-DoD property to put classroom lessons into practice training in an urban environment. In addition, this training provides the opportunity for both aviators and officers from ground combat, ground combat support, and combat service support occupational specialties to interact with each other and with the air wing. These exercises increase public awareness of MCAS Yuma, providing strong support by public agencies and private property owners for future military exercises.

*By building and maintaining relationships, and working with the civilian community, MCAS Yuma is able to use non-DoD property for realistic training exercises.*

### ***LESSONS LEARNED***

- A good working relationship with the community should be established before engaging in such planning exercises.
- Previous interaction with the community greatly facilitates civilian approval for military operations in the community. The established working relationship of the CP&L Office with the City and County elected officials greatly enhances MAWTS-1's ability to get authorization to use white space.
- Working complex coordination issues among MAWTS-1 and station offices (CP&L, Provost Marshal Office, Public Affairs Office, environmental, etc.) helps working relationships among those same offices on other issues.
- Do not assume that because you ask another Federal agency for support, you will get it.

**For more information:** Contact the MCAS Yuma Community Planning and Liaison Office at 928-269-2272.

## ***Zoning Ordinances***

### ***Background***

The mission of the R-2508 Restricted Airspace Complex is test, training, evaluation, and experimentation of aircraft and weapons systems. The R-2508 is jointly managed by the Commander, Naval Air Systems Command (NAVAIR) Weapons Division; Commander, Air Force Flight Test Center; and Commanding General, National Training Center.

To ensure consistent policy across the entire 20,000 square mile complex, the three commands coordinate communication with local jurisdictions (city, county, regional and state) and project proponents.



The Tehachapi area of California is one of the most productive wind resource areas in the country. Based on national green energy policy, there is increasing pressure to expand the wind generation capacity in the area from a current 700 to 4,000 megawatts using taller, more efficient turbines. As these turbines get taller, they can significantly impact the low-level (200 feet above ground level) Special Use Airspace (SUA) and Military Training Routes (MTRs) crucial to both testing and training. Turbine heights are currently nearly 400 feet and will exceed 500 feet in the near future. Additionally, the number of turbines and location of the farms can impact critical quiet radar testing areas.

In order to reach a mutual solution to the issue, the joint managers of the R-2508 worked with the wind industry to identify areas currently developed and those targeted for expansion. They also formed a Department of Defense (DoD) group composed of operators, airspace experts, and sustainability professionals to define those areas the industry could develop and to identify various height limits that would not impact the testing and training mission. All analyses were Geographic Information System (GIS) based.

Kern County agreed to include provisions of any agreement reached with industry in its zoning ordinances. Using a color code system, the joint managers and industry reached an agreement on height and location limitations. On January 25, 2005, the Kern County Board of Supervisors approved the ordinance by unanimous approval. (The ordinance 19.08.160 may be obtained through Kern County's website: <http://ordlink.com/codes/kerncoun>)

Because of the joint effort, SUA and MTRs crucial to testing and training are protected from encroachment while allowing for increased renewable energy generation.

*Photo courtesy of Michael D. Burns, Oak Creek Energy Systems.*

*Working with industry, joint managers of R-2508 reached agreement on wind farm height and location limits which were incorporated into Kern County, California zoning ordinances.*

### ***LESSONS LEARNED***

- Early engagement with both individual project proponents and industry associations is crucial.
- A GIS system utilizing accurate data that can be shared with industry, project proponents, and land use jurisdictions is essential.
- Engaging land use decision makers from a regional (joint DoD) perspective is crucial to the success of the negotiations.

**For more information:** Contact the Head of the Sustainability Office, Naval Air Warfare Center Weapons Division at 805-989-9209 or the Chair of the Encroachment Prevention and Management Committee, Air Force Flight Test Center at Edwards AFB at 661-277-2412.

This primer is one of a series designed in cooperation with DoD's Sustainable Ranges Initiative. The primer series includes:

- ❖ Collaborative Land Use Planning: A Guide for Military Installations and Local Governments
- ❖ Commander's Guide to Community Involvement
- ❖ Outreach for Mission Sustainability: Working to Balance Military and Civilian Community Needs
- ❖ Partner's Guide to the Department of Defense's Readiness and Environmental Protection Initiative (REPI)
- ❖ Working to Preserve Farm, Forest and Ranch Lands: A Guide for Military Installations
- ❖ Working with Conservation Districts: A Guide for Military Installations
- ❖ Working with Land Trusts: A Guide for Military Installations and Land Trusts
- ❖ Working with Local Governments: A Practical Guide for Installations
- ❖ Working with Regional Councils: A Guide for Installations
- ❖ Working with State Legislators: A Guide for Military Installations and State Legislators

These primers are available online at <http://www.denix.osd.mil/sri/Tools/Primers.cfm>

To obtain hard copies or for more information, contact:

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