

The Department of Defense's Readiness and Environmental Protection Integration (REPI) Program



A Guide for State, Local, and Private Partners



Cover photos:

Left: Joint Base Lewis-McChord in Washington

Middle: Marine Corps Air Ground Combat Center Twentynine Palms in California

Right: Camp Ripley in Minnesota



Printed on recycled paper.
30% post-consumer waste.

March 2023

Contents

1. Introduction.....	1
The REPI Authority for Agreements to Prevent Encroachment:10 U.S.C. § 2684a.....	1
Primer Purpose	2
2. Who is the Department of Defense?	3
DOD's Impact on the Local Economy	3
3. What is Encroachment?	5
Encroachment Impacts on Military Readiness	6
Addressing Solutions through Partnerships	6
4. How Do REPI Encroachment Management Partnerships Work?	7
The Legal Authority	7
DOD Roles and Responsibilities	7
REPI Encroachment Management Partnership Funding Sources.....	7
REPI Projects Across the Country	9
5. How Do I Develop and Implement a REPI Project?	10
Project Proposal Review Process.....	10
Project Implementation, Monitoring, and Reporting.....	11
Other Complementary Land Use Tools.....	12
6. What Else Does the REPI Program Support?	15
Education and Engagement.....	15
Large Landscape Partnerships.....	15
The Result: More Success for Everyone.....	17
7. What are Key Steps in Developing a REPI Encroachment Management Partnership?.....	18
Lessons Learned	21
8. Summary.....	22
APPENDIX: Military Service Programs to Implement REPI Encroachment Management Partnerships.....	24
Army.....	24
Navy and Marine Corps	25
Air Force.....	26

1. Introduction

The REPI Program is a key tool for combating encroachment that can limit or restrict military training, testing, and operations. The REPI Program preserves and enhances these military missions by helping remove or avoid land-use conflicts near installations, ranges, and their associated facilities, range infrastructure, and airspace, as well as addressing regulatory restrictions that inhibit military activities. A key component of the REPI Program is the use of encroachment management partnerships, referred to as REPI projects, among the Military Services, private conservation groups, and state and local governments, authorized by Congress at 10 U.S.C. § 2684a. These win-win partnerships share the cost of acquisition of easements or other interests in land from willing sellers to preserve land uses that are compatible with military missions and natural habitats near installations and ranges that help sustain critical, military capabilities. REPI projects contribute to the longevity of working farms, forests, and ranchlands; increase recreational and open space opportunities for nearby residents and military families; and protect against military relocations that would adversely affect the *local economy*.

The REPI Authority for Agreements to Prevent Encroachment: 10 U.S.C. § 2684a

Enacted by Congress in Fiscal Year (FY) 2003, the authority allows the Military Departments to partner with state and local governments or private conservation groups to cost share the acquisition of easements and other real property interests. Congress expanded the 2684a authority in the John S. McCain National Defense Authorization Act for FY 2019 (Public Law 115-232) to include agreements that enhance or improve military installation resilience.

Essential Elements of a REPI Partnership

- ✓ *Eligible entity: State or local government or private conservation organization*
*For military installations interested in learning more about working with state and local governments or other potential partners, visit the **REPI primer series website***
- ✓ *Willing seller*
- ✓ *Cost share for the partner's acquisition of real property interests*
- ✓ *Must protect compatible land uses or preserve habitat*
- ✓ *Show clear link to mission benefit*

An easement is an interest in land owned by another entity that consists of the right to use or control the land, or an area above or below it, for a specific limited purpose.

Military installation resilience is the capability of a military installation to avoid, prepare for, minimize the effect of, adapt to, and recover from extreme weather events, or from anticipated or unanticipated changes in environmental conditions, that do, or have the potential to, adversely affect the military installation or essential transportation, logistical, or other necessary resources outside of the military installation that are necessary in order to maintain, improve, or rapidly reestablish installation mission assurance and mission-essential functions, as defined in 10 U.S.C. 101 (e)(8).

Military installations and corresponding defense-related activities provide states and localities with a robust economy. Jobs that are generated through the military provide tax revenues that help create programs for many communities. The Office of Local Defense Community Cooperation (OLDCC) compiles annual data on state defense spending. This information can be found on OLDCC's website: <http://www.oldcc.gov>



Military test and training activities occur in all types of natural environments. Above, Navy SEAL candidates conduct amphibious training exercises at the Naval Special Warfare Training Center in Coronado, California.

“Workarounds” are modifications to the timing, tempo, location, or equipment used for test and training. These deviations from doctrinal test and training standards may include: reducing training days or time; segmenting an exercise into discrete steps; or changing flight patterns, limiting live-fire, and using simulations.

By preserving land near military training, testing, and operations, we can avoid more costly alternatives, such as workarounds, restricted or unrealistic training approaches, increased transit time and costs from traveling to and from locations that don’t have encroachment limitations, or training or testing that inadequately prepares the military for its combat missions. Through these partnerships we will continue to cultivate strong community ties that work to enhance the defense of our nation while being stewards of the environment.

Primer Purpose

This primer is intended as an introduction for land trusts, state or local governments, and other potential partners. Military personnel who are unfamiliar with REPI encroachment management partnerships may also find it useful. The primer is designed to:

- Help potential partners and military and civilian DOD personnel understand how REPI and the individual Military Service implementation programs work,
- Outline essential steps to creating a REPI partnership and implementing a REPI project, and
- Facilitate communication, common understanding, and potential collaboration among stakeholders on compatible land use issues.

2. Who is the Department of Defense?

DOD is a complex organization and is also America's largest organization. It is made up of the Office of the Secretary of Defense (OSD), the three Military Departments (including the four Military Services, each with single-Military Service and joint installations and ranges), the Joint Chiefs of Staffs, and numerous field agencies. Across the entire Department, the Office of the Secretary of Defense provides overarching REPI Program guidance and funding support for the Military Departments' efforts to protect their installations and ranges and the missions they support.

The three Military Departments within DOD are the Departments of the Army, Air Force, and Navy—the Marine Corps is part of the Department of the Navy. We commonly refer to the “four Military Services” to include Army, Navy, Marine Corps, and Air Force. The Army and Air National Guard are also components within the Army and Air Force. Getting to know our organization is helpful because the Military Services prepare long-term strategies, engage in partnerships, and complete transactions via Military Service-specific processes described in the Appendix.

Military ranks are split between officers and enlisted personnel. Officer ranks begin with O-1 (most junior) and go up to O-10 (most senior). Similarly, enlisted personnel ranks begin with E-1 (most junior) and go up to E-9 (most senior). Civilian employees that work alongside officers and enlisted personnel are classified by their General Schedule (GS) scale. The GS scale begins at GS-1 (most junior) and goes up to GS-15 (most senior). Some very senior DOD civilians are classified using the Senior Executive Service (SES) scale, which goes from SES-1 (most junior) to SES-6 (most senior). DOD civilians in the SES scale are equivalent to military General Officers or Flag Officers (Admirals).

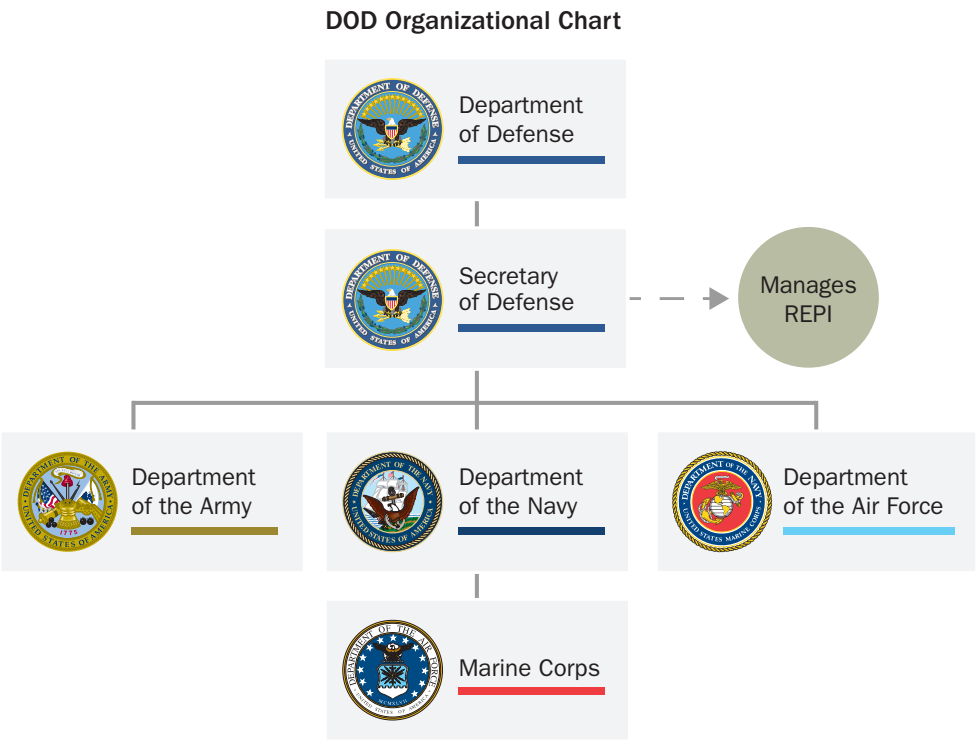
DOD's Impact on the Local Economy

DOD installations positively impact local economies: they bring people to military facilities and nearby areas, employ and pay these individuals, and therefore, create economic stimulation within local communities. The influx of recruits, active duty Military Service members, and civilians generates money that flows from DOD to those individuals, who, in turn, put the money back into the local community. DOD also injects large sums of money into the private sector in regions with a military installation. Some of the industries that benefit from this investment are engineering, construction, research, hospitals, and food services.

The impact also includes environmental stewardship and conservation, energy conservation and alternative energy development, and extensive engagement with

The Department of Defense manages approximately 27 million acres of land on about 420 large military installations. Around 341 of these installations have “significant natural resources,” as defined by federal law.

local communities. The military goes to great lengths to balance its operations with the protection of plant and animal species as well as human health. Renewable energy implementation and use on installations has grown significantly in recent years, which reduces the burden on our environment from inefficient consumer products and dirty sources of energy.



3. What is Encroachment?

Military readiness depends upon the solid platform of training and testing capabilities of our Nation's installations, ranges, and other training and testing spaces. This infrastructure is necessary for conducting daily operations, realistic live-fire training, and effective weapon system testing. Reduced capability and availability of existing land, air, water access, and electromagnetic spectrum put military readiness at risk.

Incompatible land uses and habitat loss near and adjacent to installations, ranges, and operating areas threaten our ability to provide our military with the most realistic training. If warfighters or their units receive restricted or inadequate training, they are less likely to fully understand combat strategies and tactics, leading to insufficient skills or unnecessarily risky practices on the battlefield. Partnering to limit development pressures and preserve habitat is vital to avoiding costly training workarounds and higher future military expenses that strain budgets and risk readiness for our nation's defense.

Electromagnetic spectrum is the range of frequencies of electromagnetic radiation from zero to infinity. It is divided into 26 alphabetically designated bands.



Encroachment, whether by land, air, or water, has the potential to impact military training, testing, and operational readiness. These factors do not exist in isolation and many times require a comprehensive, cross-boundary approach to addressing encroachment.

Encroachment Impacts on Military Readiness

Development near installations, ranges, and operating areas can affect training, testing, and operations in many ways, including:

- Light from developments near installations and ranges reduces the effectiveness of night-vision training
- Residents near installations and ranges complain about the noise, dust, and smoke generated by military activities, resulting in restrictions on the timing, frequency, and type of training activities
- Competition for electromagnetic spectrum impacts military training and test activities; specific examples include limiting critical communication requirements, limiting the number of unmanned aircraft systems able to operate at a given time
- Communication towers, wind turbines, energy transmission lines, and other tall structures near or through military areas may interfere with flight training routes and sensitive testing equipment
- Land development that destroys or fragments endangered species habitat around DOD lands increases DOD's burden to manage species habitat on our less developed land and may result in increased restrictions on training, testing, and operations

Incompatible land use and other forms of encroachment may individually appear to have a minimal effect on the capacity to test and train, but when combined over time, the effects of these pressures multiply. This may ultimately result in irrevocable damage to readiness capabilities.

Addressing Solutions through Partnerships

In many instances, our best option for protecting the operational capabilities of our installations is to enter into partnerships to promote and maintain compatible land uses around installations and ranges. Our partners acquire easements or other interests in land to prevent land use changes that may impact military operations. Meanwhile, the partnerships provide additional environmental, economic, and quality of life benefits to neighbors, communities, and DOD alike.

REPI projects are an innovative way to address land use and resource challenges caused by encroachment. These partnerships give us the ability to effectively leverage our funding with other organizations interested in preserving land and natural resources. These protected areas serve as compatible lands near installations and ranges. Such protected land can also reduce on-installation habitat restrictions while supporting our partners' goals and objectives.

**Partners have included
all types of organizations:**

State agencies

National land trusts

Small local land trusts

County governments

City governments

***Regional development
agencies***

***Hunting and sportsman
organizations***

***Landowner associations
(e.g., cattlemen
associations)***

***Profit and not-for-
profit conservation
organizations***

Universities

***For a full list of partners,
please visit the
REPI website***

4. How Do REPI Encroachment Management Partnerships Work?

The Legal Authority

In FY 2003, Congress gave the Military Services the authority to enter into agreements with qualified organizations and non-federal agencies to limit encroachment by enacting Section 2684a of Title 10 of the United States Code (10 U.S.C. § 2684a). Congress expanded the 2684a authority in the FY 2019 National Defense Authorization Act to include agreements that enhance or improve military installation resilience. Under this authority, qualified partners include **state or local governments or private conservation organizations**. These partners share the cost of purchasing easements or other interests in land, or water rights, from **willing sellers**. The authority allows these cost-sharing partnerships to acquire a real property interest for one of three purposes:

1. To limit any development or use that is incompatible with the mission of the installation
2. To preserve habitat to relieve current or anticipated restrictions on military activities
3. To enhance or improve military installation resilience from extreme weather events or from changes in environmental conditions that may impact military activities.

DOD Roles and Responsibilities

While OSD provides program guidance, interpretation of the law, funding through the REPI proposal process (Congressional funding), internal and external coordination, and reports accomplishments to Congress, each Military Service manages its own encroachment management program. Understanding that REPI is just one tool in the Military Service's encroachment management toolbox, they identify mission priorities, submit projects for funding, identify partners and willing sellers, establish and maintain partner agreements, conduct transactions, maintain real property interests, and report accomplishments to OSD. The Military Services can also fund projects independent of REPI Program funding. For more information on the individual Military Service implementation programs, refer to the appendix.

** The authority also allows for protecting Clear Zone areas, but the REPI Program does not provide its funds for these acquisitions.*

REPI Funding Sources

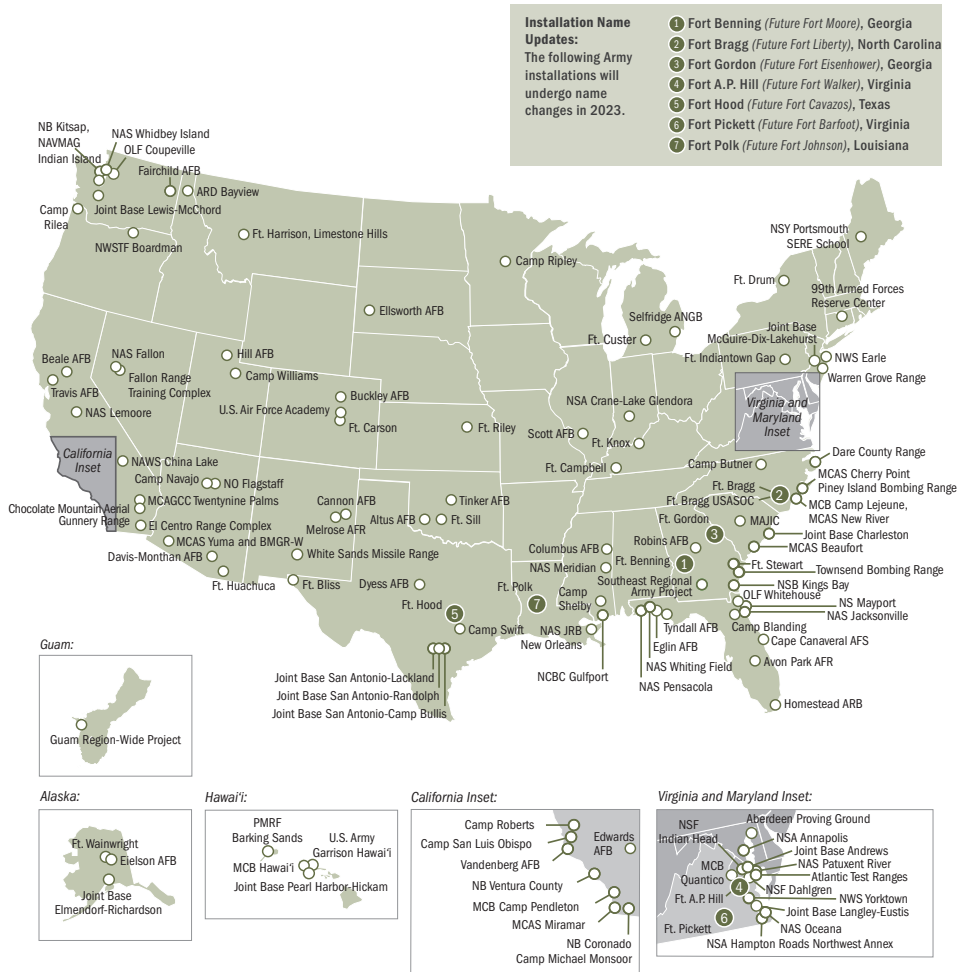
Most REPI projects are multi-year efforts, and the ability to leverage funds and resources is a key to building a solid foundation for success. Funding for these projects comes from DOD and our partners. Under the legal authority, the DOD contribution must come out of annual Operations and Maintenance (O&M) funding. DOD funding can include RDT&E if the installation's operations are primarily funded using RDT&E funds rather than O&M. There are two types of DOD funding for REPI projects: (1) Military Service funds or (2) REPI Program funds that are identified by Congress in a line-item in the DOD budget. The Office of the Secretary of Defense oversees and administers the REPI Program by issuing guidance, defining DOD-wide policies and priorities, and providing the congressional funds to the Military Services, who then implement the projects.

Funding Sources for REPI Projects

REPI Program funds	Provided by Congress in DOD's annual budget.
O&M funds	Any Army, Navy, Marine Corps, or Air Force O&M funding or exchanged excess for Base Realignment and Closure (BRAC) real property.
Partner funds	Includes other federal grants, State and local grants or cost share programs, private capital from conservation organizations, bargain sales or donations from willing landowners, and in-kind services from partners. Partner contributions need not be cash funds.

REPI Program funds are multiplied by cost share from outside funds, which account for approximately 47 percent of total project costs since Fiscal Year 2003. While there is no cost share minimum requirement, the individual Military Services may have their own targets. Partner contributions include other federal grants, state and local grants or cost share programs, private capital from conservation partners, bargain sales or donations from willing landowners, and in-kind services from our partners. Additionally, the REPI statute (10 USC § 2648(a)(h), as amended by the 2014 National Defense Authorization Act), now allows the recipient of REPI funds to use such funds as the match or cost-sharing requirement of any conservation or resilience program of any federal agency (previously limited to U.S. Department of Agriculture and Department of Interior). Leveraging funding from partners is important because the total Military Service funding requirements greatly exceed available funding. This cost share continues to demonstrate the value of REPI partnerships to Congress and the taxpayers.

REPI Projects Across the Country



Locations of REPI projects. Since FY 2003, the REPI Program has established REPI projects at 120 locations in 35 states and territories across the country. Most projects have received funding over multiple years. All DOD installations in the United States and territories are eligible for REPI Program funds. If you do not see your neighboring installation on this map, you can still develop a partnership. Refer to **Section 7** of this primer for more information on how to pursue partnership opportunities.

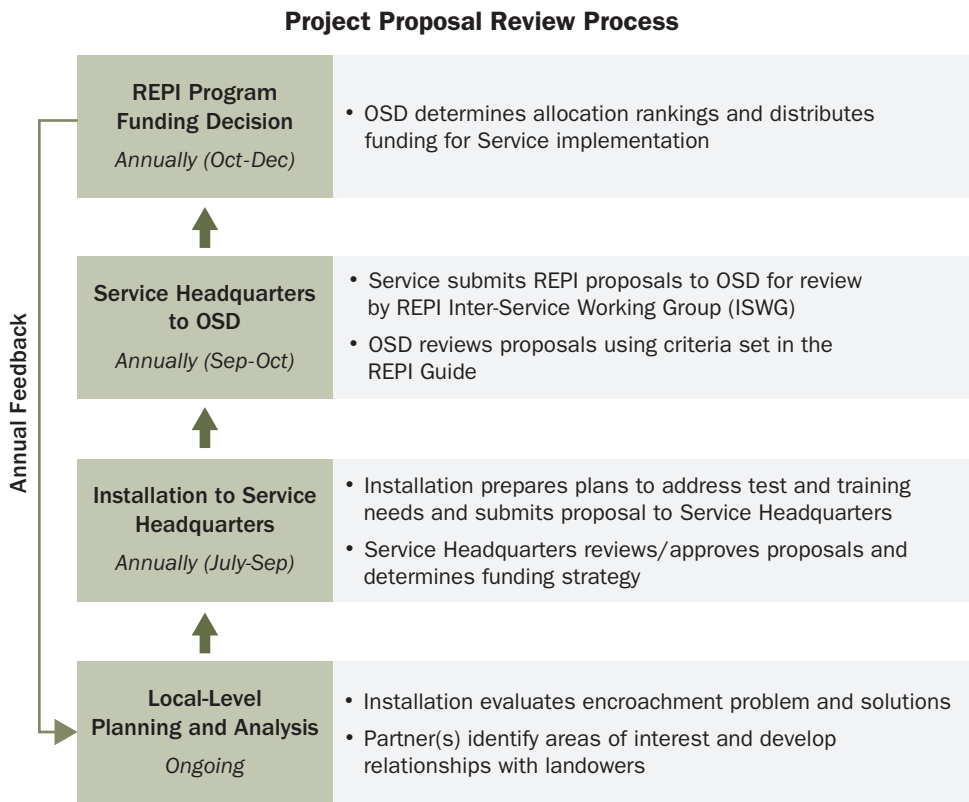
DOD Instruction 4715.24, “The Readiness and Environmental Protection Integration (REPI) Program and Encroachment Management,” establishes policy, assigns responsibility, and provides procedures for executing the REPI Program.

Individual Military Service programs to implement REPI encroachment management partnerships can be found in the Appendix on **page 24**.

5. How Do I Develop and Implement a REPI Project?

The REPI Program is an internal DOD program, managed by OSD, that supports the partnerships described in this primer. The REPI Program does not provide funding to our partners through an open grants program; rather each Military Service submits project proposals for funding through an online proposal tracker platform using authorized account access. Each Military Service manages a comprehensive portfolio of encroachment management projects and is not required to submit all of those projects for REPI Program funding. The Appendix contains details about each Military Service’s process for identifying, reviewing, and approving encroachment management projects.

In general, projects are identified locally at the installation or training and testing range level, but reviewed and approved centrally at the Military Service headquarters level. OSD provides overarching REPI Program policy and guidance, administers REPI funding, and oversees reporting and tracking of Military Service efforts.



Project Implementation, Monitoring, and Reporting

While the focus of REPI projects is to acquire easements or other interests in land, partnerships do not end there. To sustain our ongoing training, testing, and operational capabilities, protection of land and habitat through REPI projects is usually perpetual. To ensure permanence, a partner must plan for easement monitoring, enforcement, and, in some cases, long-term natural resources management. Future costs for natural resources management, monitoring, and enforcement may be placed as a lump sum in an interest-bearing or other investment account.



REPI projects prevent encroachment and promote readiness. REPI partnerships, along with other complementary land use tools, sustain the capabilities of our Nation's installations, ranges, and operating areas so that our Armed Forces are well trained and equipped.

Easement Monitoring and Enforcement. REPI partnerships should plan for and institute procedures to review, monitor, and, as necessary, enforce the terms of all easements or other real estate interests acquired. Partnerships should perform these services at least annually, such as through visual inspections of the properties according to the ***Land Trust Alliance's Land Trust Standards and Practices***.

Natural Resource Management and Restoration. Many REPI projects that preserve habitat require more than just protecting the land from being developed. Projects often involve long-term management of natural resources, including habitat restoration and enhancement and species monitoring. REPI Program funds

may be used for these purposes, even as a one-time, upfront payment placed into an interest bearing or other investment account; however, there are limitations. Coordinate with your Military Service representative to determine whether specific activities are eligible or ineligible for REPI funding.

Reporting Requirements. Military Service representatives work closely with partners to implement projects and close transactions. Specific reporting requirements vary among the Military Services, depending upon the types of agreements used to obligate funds. Partners should expect to do at least annual reporting to the installation on project status and to carry on long-term partnerships with installations. DOD, meanwhile, provide an annual **Report to Congress** on the use of 10 U.S.C. § 2684a and 10 U.S.C. § 670c-1. on our use of the REPI partnership authority. The Military Services provide OSD with information related to all transactions under the authority and project cost shares, and OSD details project accomplishments and benefits. If funds are placed in an interest-bearing account for natural resources management and monitoring and enforcement, the Military Service is required to account for interest or other income earned and report on the disposition of these funds biennially to OSD.

Note: REPI Program funds are appropriated annually by Congress. This means that all funds MUST be contractually obligated during the Federal FY (ends on September 30) in which they are appropriated by Congress. All transactions must be completed as soon as possible after that obligation, with an expectation of expending all funds no later than 18 months after obligation. Funds must be fully spent within five years of obligation.

Other Complementary Land Use Tools

REPI partnerships are one of many tools in the encroachment management toolbox. Integrating REPI partnerships with some of the other DOD tools and strategies can help further increase land protection, conservation, and cost savings. A few other examples:

Air Installations Compatible Use Zone (AICUZ) and Range Air Installations Compatible Use Zone (RAICUZ). Through the AICUZ program, air installations work with local governments and the community to educate stakeholders on the air installation's mission and develop compatible land use recommendations that can inform zoning and local ordinances with the aim of reducing potential accidents and noise impacts to the community. This program designates Accident Potential Zones, Clear Zones, and noise zones at the end of military runways. These are areas of land that need to be compatible with air operations while preserving the health and safety of on-base personnel and the community. The Navy, Marine Corps, and Air Force all use AICUZ criteria to strategically identify parcels in the vicinity of air stations and bases to be protected.

Land Exchange Authority (10 U.S.C. § 2869). Instead of using REPI Program or O&M funds for DOD contributions to a REPI project transaction, the Military Services can use a property exchange under the authority of 10 U.S.C. § 2869. The 2869 authority allows DOD to convey excess or closed Base Realignment and Closure (BRAC) property in exchange for an agreement to acquire real property under the 2684a authority. Excess land can be directly exchanged for land of equal value that will be protected through a REPI partnership, or the excess land can be transferred to a partner who agrees to make a contribution of equivalent value to a REPI project transaction. A land exchange provides DOD the ability to efficiently use limited resources to benefit its mission. Meanwhile, the excess DOD property is returned to the tax rolls or otherwise used for community benefit.

DOD Office of Local Defense Community Cooperation. The Office of Local Defense Community Cooperation (OLDCC) (formerly Office of Economic Adjustment) Compatible Use Program (formerly known as the Joint Land Use Program) is the only program of direct Federal assistance to help states and communities work with the Military Services to promote compatible civilian development in support of the long-term sustainability and operability of military installations, including ranges, special use airspace, military operations areas, and military training routes. OLDCC provides technical and financial assistance to state and local governments to develop a Compatible Use Plan and carry out the recommended strategies to promote compatible civilian development. Through a community-driven Compatible Use Plan development process, adjacent communities and often the state, in partnership with the installation, identify and evaluate a wide range of existing and potential future compatibility challenges that may impair the military mission. The affected communities then develop a strategic action plan to identify specific actions, responsible parties, a proposed timeline, and possible funding sources to address the compatibility challenges.

Through the Compatible Use Plan, a Military Service and/or the affected communities may identify an issue for which a REPI project can provide resolution. Thus, the Compatible Use Plan serves as a powerful tool for the REPI Program in bringing communities and the military together to address compatible land use issues and needs. More information is available at <http://www.oldcc.gov>.

DOD Siting Clearinghouse. The DOD Siting Clearinghouse was established in 2010 to provide a timely, transparent, and repeatable process that can evaluate potential impacts from energy development as well as explore mitigation options that preserve the DOD mission. With the rapid expansion of alternative energy, DOD is increasingly called on to review the compatibility of proposed wind, solar, transmission, and other projects with military activities. DOD has a structured process for developers to request that DOD conduct mission compatibility

evaluations, documented in 32 C.F.R. Part 211. The Clearinghouse's formal review process applies to projects filed with the Secretary of Transportation, under 49 U.S.C. § 44718 (Federal Aviation Administration obstruction evaluation process), as well as other projects proposed for construction within military training routes or special use airspace, whether on private, state, or Federal property, such as Bureau of Land Management lands. The Clearinghouse also provides informal reviews, when requested. This means that a developer, landowner, state, tribal, or other local official may request a preliminary determination in advance of the filing of an application with the Secretary of Transportation. More information can be found on the Clearinghouse website: www.acq.osd.mil/dodsc.

Conservation Credits and Species Recovery Credits. Installations work with the U.S. Fish and Wildlife Service and state fish and wildlife agencies to ensure natural resources are managed consistent with proper stewardship and sound science, while complying with legal requirements. To alleviate restrictions on threatened and endangered species habitat, our installations are working beyond their boundaries to attain credits for promoting the conservation and recovery of a listed or potentially listed or its habitat. Installations can consult with the U.S. Fish and Wildlife Service according to Section 7 of the Endangered Species Act to accrue credits and alleviate restrictions by showing a measurable contribution to a species' recovery through equivalent protection on non-DOD lands.

Additionally, DOD has specific regulatory authority to purchase credits directly from conservation banks, mitigation banks, and in-lieu fee programs (10 U.S.C. § 2694c and 10 U.S.C. § 2694d). Mitigation banks and in-lieu fee programs provide compensatory mitigation credits for impacts to wetlands and other aquatic resources. Banks issue credits prior to the impact, while in-lieu fee mitigation is implemented after the impact from the DOD activity. Under recovery credit systems, DOD serves as the bank. Recognition of DOD's authority to use recovery credit systems is provided in U.S. Fish and Wildlife Service guidance (73 Fed. Reg. 148, p. 44761-44772).

6. What Else Does the REPI Program Support?

Education and Engagement

A significant component of the REPI Program involves engaging with our partners and other stakeholders to help advance understanding of each other's missions. Key partners to the REPI Program include the **National Conference of State Legislatures**, the **National Association of Counties**, the **Association of Defense Communities**, **Land Trust Alliance**, and the **National Association of State Departments of Agriculture**. Educational programs and materials include helpful tools and training like community forums; site visits of ranges and installations; **newsletters**; workshops and other trainings sessions; a robust **webinar series** that addresses best practices, tutorials, and capacity building on REPI partnerships; the REPI Program's **web mapping application**; an interactive **story map** highlighting the program's significant accomplishments through a narrated series of maps and pictures; and the REPI Program's "primer" series, developed in partnership with a number of national partners. Primers, like this one, provide a chance to go in-depth with particular topics. You can download electronic copies for free at <http://www.REPI.mil/resources/primers>. You may also request printed copies by sending an email to osd.repi@mail.mil. More information on these resources is available at <http://www.REPI.mil>.

Large Landscape Partnerships

Individual REPI projects can create greater and multiple benefits by expanding and coordinating their efforts and activities in the form of regional partnerships and landscape-scale initiatives. By promoting cross-boundary collaboration on planning and land use issues, REPI partnerships can enhance sustainability efforts of a broader scale and scope. To this end, DOD is a partner in two multi-state, multi-agency partnerships in rapidly growing areas of the country with significant DOD land presence: the Southeast and the Southwest regions of the U.S.

The Southeast Regional Partnership for Planning and Sustainability (**SERPPAS**) brings together senior leadership from southeastern states (Alabama, Florida, Georgia, North Carolina, South Carolina, and Mississippi) and federal agencies to work collectively on regional planning, conservation, economic, and sustainability issues. Similarly, the Western Regional Partnership (**WRP**) provides opportunities for state, federal, and Tribal Leadership in California, Colorado, Arizona, Nevada, Utah, and New Mexico to come together to discuss common issues and seek collaborative solutions.

DOD, together with the Departments of Agriculture (USDA) and the Interior (DOI) established the **Sentinel Landscapes** Partnership in 2013 through a Memorandum of Understanding. This nationwide Federal, local, and private partnership is dedicated to promoting natural resource sustainability and the preservation of agriculture and conservation land uses in areas surrounding military installations. Agencies from DOD, USDA, and DOI coordinate the Partnership at the national level through the Sentinel Landscapes Federal Coordination Committee (FCC), to identify and designate shared interests within a Landscape in order to coordinate strategies to preserve, enhance or protect habitat and working lands near military installations in order to reduce, prevent or eliminate restrictions due to development pressures that inhibit military testing and training.

The Partnership seeks to recognize and incentivize landowners to continue maintaining these landscapes and use taxpayer dollars more efficiently. Although no dedicated funding accompanies Landscape designation, individual partner agencies may choose to provide program-specific funding or prioritize consideration in existing funding processes to landowners within a designated Landscape. Additionally, a designation will lead to improved recognition at the local, state, and national level for projects within a Landscape and provide an opportunity to better target collective resources and possibly develop new technical and financial assistance options tailored to address local needs.



Avon Park Airforce Range Designated Sentinel Landscape: Efforts to conserve working lands within the Avon Park Air Force Range Sentinel Landscape play a vital role in not only protecting the range's important training mission, but also protecting and improving water quality within the Everglades Headwaters National Wildlife Refuge and Conservation Area.

The Result: More Success for Everyone

The REPI Program's outreach and engagement efforts increase understanding of the mutual benefits REPI partnerships provide and also attract more resources and partners to more projects. They provide tools for more effective application of solutions to reduce and prevent encroachment on military installations and to meet partner goals. The net result is more conservation of natural resources, better land use planning, and longer-term benefits for communities, stakeholders, and the military.



Joint Base Lewis-McChord: a REPI partnership success story. Since Joint Base Lewis-McChord (JBLM) hosts the majority of the remaining prairie habitat in the South Puget Sound, loss of prairie outside the base can lead to increased restrictions to protect the remaining habitat and its imperiled species, thereby threatening Army activities. One of two REPI projects at the base aims to restore habitat on southern Puget lowlands and sustain the Army training mission. Through REPI, JBLM leveraged contributions from the state and local governments to protect the McChord Field runway. Buffers prevent new commercial development and allow for the removal of buildings that violate runway safety zone requirements. Pilots can now use a previously unavailable precision-guidance instrument landing system, while ecological assets are preserved before they are endangered, benefiting the entire region.

7. What are Key Steps in Developing a REPI Encroachment Management Partnership?

The following are some key steps to help develop a successful partnership:

1. Find information, training, primers, policy and guidance on REPI projects and the respective Military Service programs. Information on REPI is available on our website at <http://www.REPI.mil>.
2. Installations should identify potential partners; if you are a land trust or other organization interested in becoming a potential partner, you should contact the local or regional installation office. The following are some of the military representatives and offices that could be of assistance:
 - a. Community Planning & Liaison Officers (Navy, Marine Corps, and Air Force)
 - b. Plans, Analysis and Integration Office (Army)
 - c. DOD REPI Program (OSD)
 - d. Office of Local Defense Community Cooperation (OLDCC), and
 - e. Public Affairs Office (all Military Services)
3. Installations and partners should meet to discuss the possibility of learning more about the installation mission and operations, identify areas of mutual interest, and discuss if there is need for a Compatible Use Plan. This meeting may, with prior coordination, include a site visit of training ranges and facilities. Contact the installation for more information on seeking a site visit.
4. Share key information early in the project development process. Installations should evaluate mission capabilities at risk from encroachment, analyze the threat, and develop potential solutions for inclusion in comprehensive planning and proposal development. Partners should be involved and provide input early and often. Together, partnerships should work to:
 - a. Prepare and provide maps of your focus area with parcel information
 - b. Understand the military's mission footprint
 - c. Identify common land-use and conservation goals and partnerships
 - d. Identify state and regional goals
 - e. Identify overlapping partner areas of interest with the installation
 - f. Inventory surrounding land uses and current zoning
 - g. Identify, survey, and map the ecological landscape
 - h. Identify or survey landowner interests

Every installation maintains a website with contact information for various offices, including those listed on this page. The REPI office is available to route any inquiries to the appropriate POC if assistance is needed.

When preparing maps, it is particularly useful to utilize geographic information system (GIS) to map military mission requirements. GIS maps can be overlaid with other local and regional planning information for better coordination and decision making.



Partners learn and work together. At Marine Corps Base Camp Lejeune, an organized range tour allowed local partners to further understand the environment and needs of the military, while the military learns about the perspective and concerns of local partners.

5. Contact and meet with other potentially interested partners and seek multiple funding sources, such as:
 - a. Federal grants programs like National Oceanic and Atmospheric Administration's Coastal and Estuarine Land Conservation Program, U.S. Department of Agriculture's Natural Resources Conservation Service, or National Park Service's Land and Water Conservation Fund grants
 - b. State and local grant programs such as the North Carolina Clean Water Management Trust Fund or the Virginia Land Conservation Fund
 - c. State military planning commission funds
 - d. Donations of land in fee or conservation easements
 - e. Land exchanges (as authorized for DOD under 10 U.S.C. § 2869)
 - f. Crediting or banking opportunities



Take the time to celebrate success. Getting together to celebrate the success of your REPI partnership is a small but important way to acknowledge everyone's hard work, build more meaningful relationships, and carry the momentum forward. U.S. Army Garrison-Hawaii's partners and the local community held a special event to celebrate the protection of a 1,129-acre coastal bluff at Pupukea-Paumalu near the Army's Kahuku Training Area on the North Shore of the island of Oahu. Partners from the Army, The Trust for Public Land, and the North Shore Community Land Trust attended the community ceremony.

6. Agree on a long-term strategy and work together to prepare plans or proposals. The REPI project process takes time and may take years to see through. Develop land protection strategies that provide the maximum flexibility to meet landowner needs and partner missions, protect the military mission, and leverage the greatest number of other resources.
7. Raise matching funds. There is no minimum cost share requirement but the Military Services may have varying targets.
8. Continuously canvass the community for interested landowners and be active in community outreach.
9. Work together closely and keep each other fully informed of ongoing process and status of the transaction.
10. Celebrate success with signing ceremonies and other special events, and carry that momentum forward to project implementation and other successes!

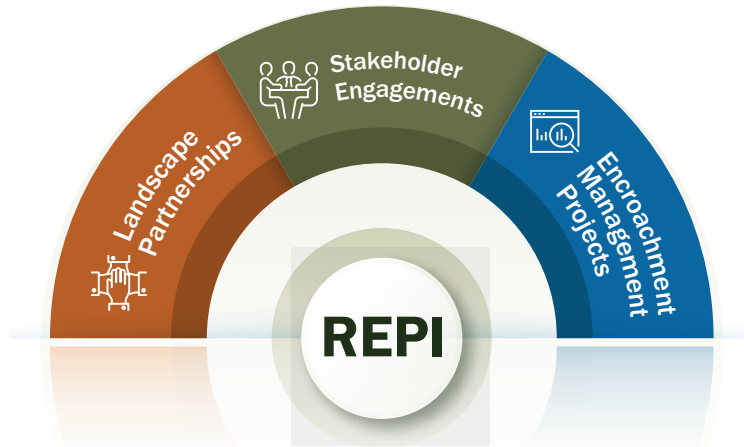
Lessons Learned

The following are some recommendations gained from the valuable feedback of our partners and installations who have successfully completed REPI project transactions:

- Establish contacts between installation, regional military office, and local community stakeholders—stable points of contact improve the process and communication.
- Keep communication open and provide updates on a regular basis.
- Make sure everyone has a common understanding and keeps perspective on the partnership's context and goals.
- Align goals between military and partners to optimize funding and target priorities.
- Seek other funding sources that have the same land preservation goals.
- Involve a partner that can translate the often technical language of the REPI authority to unfamiliar landowners.
- Be aware of landowner education and biases.
- Take time to build trust with other agencies and stakeholders.
- Choose a project that is a priority for all stakeholders involved—increases motivation.
- Develop agreements with all parties contributing funds so that they all agree to the appraiser selected and the guidelines.
- Start the process as soon as possible.
- Build on previous partnerships or other successes.
- Prepare for delays, changes in procedure, and other roadblocks, but don't get discouraged!

8. Summary

REPI partnerships are one solution for combating encroachment and supporting our Nation's long-term military readiness, while delivering mutual, multiple benefits to communities and stakeholders.



Through REPI encroachment management partnerships, you can support the men and women in uniform who defend our nation as well as their families and communities, enhance military readiness, conserve valuable habitat, preserve working farms and forestland, foster sustainable economies, and protect your local heritage. The REPI Program also provides new opportunities to collaborate with other federal land conservation programs and landscape-scale initiatives. There are many opportunities to come together in partnership with the REPI Program and make a difference.



REPI partnerships have clear and successful results. The REPI project at Marine Corps Air Station Beaufort in South Carolina preserves wetlands to protect water quality near the installation. Key partners to this project include Beaufort County, Beaufort County Open Land Trust, the City of Beaufort, The Trust for Public Land, and the South Carolina Department of Natural Resources.

APPENDIX: Military Service Programs to Implement REPI Encroachment Management Partnerships

While the Office of the Secretary of Defense provides overarching REPI Program policy and guidance and administers funding, the Military Services manage project and partnership planning and implementation. The Army, Navy, Marine Corps and Air Force manage a comprehensive portfolio of REPI projects through a Military Service-specific process. Each Military Service program specifies how REPI partnerships and their projects are planned, identified, reviewed, and approved. The following provides a brief summary of key steps and processes for each Military Service program.

Army

The Army uses a variety of supporting programs and tools to ensure sustainment of its installations, ranges, and test and training lands, including its implementation of the 2684a authority through Army Compatible Use Buffers (ACUBs). ACUB enables the Department of the Army to maintain the capability to support mission requirements through conservation by entering into cooperative agreements with partners who purchase land or interests in land from willing landowners.

An Army installation prepares an ACUB proposal, which includes a comprehensive analysis of encroachment including threat, risk, and solution. The proposal details a long-term partnership approach to protect prioritized lands at critical at-risk test or training areas. The ACUB partner, not the Army, acquires a land interest from the landowner—either fee simple title or a conservation or restrictive use easement. The partner provides necessary land management and easement monitoring and enforcement, while the Army retains a right to monitor or enforce, or transfer interest to another eligible partner if the partner fails to meet the terms of the Cooperative Agreement. Key steps in the ACUB process include:

1. Installation identifies the need and submits an ACUB proposal to headquarters;
2. A Cooperative Agreement between the Army and partner organization(s) is executed;
3. Partner interacts with a willing seller to structure terms of the transaction;
4. Partner provides terms to Army for review and approval;
5. Army authorizes funding to partner;
6. Partner and willing landowner execute the transaction;
7. Process repeats as required.

Navy and Marine Corps

Under the Department of the Navy (DON), Navy and Marine Corps installations develop an Encroachment Management Program to address compatibility and readiness sustainment. The Encroachment Partnering (EP) program is a key component of the overall Encroachment Management Program, providing the tool to implement the 2684a authority and REPI Program funding. The Navy and Marine Corps seek out partners who share a vested long-term interest in properties of mutual interest and who are able to secure funding to participate in the transactions. DON and its partners primarily enter into multi-year encroachment protection agreements that identify geographic areas of interest and govern how each party will conduct a transaction using the combination of partner, REPI Program, and Navy/Marine Corps funds. Under this over-arching multiyear agreement the partnership executes individual real estate transactions over a period of years. Funds are obligated and maintained in escrow, so as to be available in the subsequent FY and to allow funding to be added every FY based on requirements and availability of funds.

In some cases, partners may obtain a perpetual conservation easement on a property to preserve its compatible use or to protect habitat to mitigate environmental restrictions on test and training, while the property remains in private ownership. In other cases, the partner will purchase the property outright and manage it for public benefit. In each case, the DON obtains a real property interest from the partner, typically in the form of a restrictive use easement or conservation easement, ensuring that the land use will be compatible with nearby military uses in perpetuity. Key steps in the Navy and Marine Corps EP process include:

1. Generally, the Installation, potential partners, and stakeholders have independent land use studies to identify priority lands and operational requirements;
2. The Installation may host a compatible use workshop to seek involvement and support from potential partners and stakeholders;
3. Potential partners may host a Conservation Forum or other outreach events to explain the process and seek involvement and support;
4. Partner or Installation identifies a willing seller and partner identifies funding sources;
5. The local Naval Facilities Engineering Command (NAVFAC) executes all DON agreements and/or acquisitions of real property interests with partner;
6. Generally, partner negotiates conservation easement or fee purchase from willing seller;
7. Navy Real Estate Specialist negotiates real property interest transaction with partner;
8. DON authorizes funding to escrow account;
9. NAVFAC approves reimbursement (invoices) or check at closing, generally from escrow;
10. NAVFAC reports all Navy/USMC transactions to OSD.

Air Force

The Air Force encroachment management enterprise planning process provides a holistic approach, from decision-making regarding mission changes to mission sustainment. Underpinning this enterprise process is collaboration and communication across and between organizations at all levels—including Air Force Headquarters, Major Commands, and installations—as well as with stakeholders. To further enhance its encroachment prevention efforts, the Air Force is developing a collaborative planning and partnering effort and is transforming its off-base encroachment efforts with a comprehensive strategy that integrates a full range of tools, including REPI encroachment management partnerships and use of the 2684a authority.

The Air Force's efforts combine internal real estate acquisition strategies for obtaining easements with external communication and outreach strategies. Together with its partners and stakeholders, installations identify parcels for acquisition and develop a REPI project proposal. Air Force Major Commands review and prioritize proposals to be submitted to Air Force Headquarters, who then nominates projects to OSD for REPI Program funding. After the partner acquires a conservation easement or fee title to the target parcel, the Air Force may become a co-signatory on the conservation easement or obtain a real property interest in the form of a restrictive-use easement from the partner. Key steps in working with the Air Force include:

1. Installation creates REPI project team to define area of concern and identify partners;
2. Installation executes agreements with partner on a project-by-project basis;
3. Partner identifies a willing seller and matching funds;
4. Partner negotiates conservation easement or fee purchase from landowner;
5. Installation attorney negotiates restrictive easement purchase from partner;
6. Air Force obligates funding to partner for closing;
7. Partner closes transaction;
8. Annual Reports to the Air Force.

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

- Building Resilience to Climate Change Through Off-Base Natural Infrastructure Solutions
- Collaborative Land Use Planning: A Guide for Military Installations and Local Governments
- Commander's Guide to Community Involvement
- Commander's Guide to Understanding and Supporting Working Forests
- Commander's Guide to Renewable Energy
- 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 Integration (REPI) Program Encroachment Management Partnerships
- Working to Preserve Farm, Forest and Ranch Lands: A Guide for Military Installations
- Working with Conservation Districts: A Guide for Military Installation
- Working with Land Trusts: A Guide for Military Installations and Land Trusts
- Working with Local Governments: A Practical Guide for Installations
- Working with Non-Governmental Organizations: A Guide for Military Installations
- Working with Regional Councils: A Guide for Installations
- Working with State Legislatures: A Guide for Military Installations and State Legislatures

These primers are available online at [**http://www.REPI.mil/resources/primers**](http://www.REPI.mil/resources/primers).

To obtain hard copies or for more information, contact:

REPI Program

Office of the Assistant Secretary of Defense (Energy, Installations, and Environment)

[**http://www.REPI.mil/resources/primers**](http://www.REPI.mil/resources/primers)

[**osd.repi@mail.mil**](mailto:osd.repi@mail.mil)

