

REGIONAL PLANNING INSTRUCTION

OVERVIEW



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1.0 PURPOSE

This document is intended to:

- Provide a summary of the Regional Planning Instruction (RPI)
- Explain how and why the RPI came into being
- Describe how the RPI relates to current Navy planning

2.0 BACKGROUND

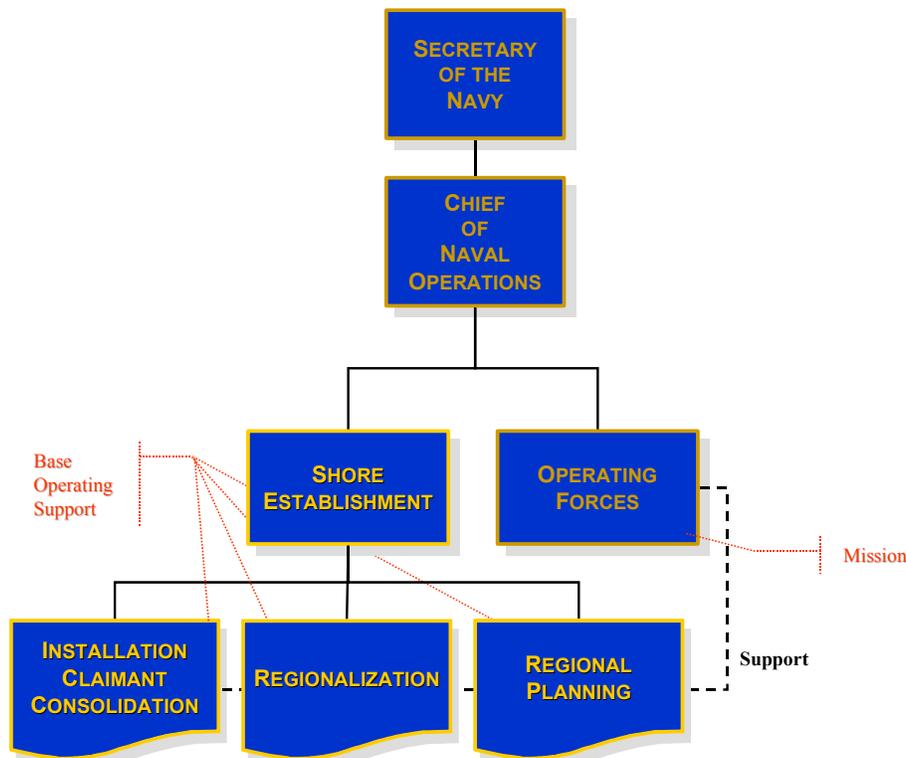
2.1 The Shore Establishment in the 21st Century

The mission of the Department of Defense is to provide the military forces that are needed to deter war and protect the security of the United States. The mission of the Navy is to maintain, train, and equip combat-ready Naval forces capable of winning wars, deterring aggression, and maintaining freedom of the seas. The operating forces of the Navy and the shore establishment report to the Chief of Naval Operations. The shore establishment provides support to the fleet missions, most notably, through the provision of shore infrastructure: land, buildings, structures, and utilities within ports and air bases; repair and communication centers; storage and training areas; medical and dental facilities; and communities and community support centers.

New global, national, and geopolitical challenges face the Department of Defense and the Navy as the 21st Century approaches. Dramatic reductions in fleet size and Navy budgets have resulted in Regionalization, Installation Claimant Consolidation (ICC), and Regional Planning initiatives within the shore establishment. Through these initiatives and in general practice, the shore establishment is responding to the reduction in fleet size and Navy budgets through appropriate reductions in the size and costs of infrastructure. As shore infrastructure evolves, it will require new perspectives and new processes to ensure that efficient and appropriate support is retained and maintained.

Figure 1a

Shore Establishment Initiatives



2.2 The Regional Planning Instruction

The Regional Planning Instruction (RPI) is a new planning policy that provides an organizing framework for all planning instructions, guidance and advice for the Navy shore establishment. The RPI provides the overall structure for Navy comprehensive regional planning. It is an extension of the *Command Responsibility for Shore Land and Facilities Planning* (OPNAVINST 11000.16A Change 1), which establishes regional planning for the Navy shore establishment. The RPI is the NAVFACENGCOM comprehensive instruction for regional planning. It summarizes the policy goals of OPNAVINST 11000.16A into policy objectives and an instruction framework for regional planning that defines, organizes and disseminates all policy and guidance for Navy shore planning. The RPI introduces the Regional Shore Infrastructure Planning (RSIP) process and individual Policy Topics that provide instruction, guidance and advice for elements of regional planning. The new RSIP process can be effectively used by commanders, managers, and staff to help make informed and logical regional planning and shore infrastructure decisions. The RSIP policy instruction is available as a separate document, while the Policy Topics will continue to be developed as time and resources allow.

Regional planning is influenced by two additional shore establishment programs—Regionalization and ICC. Both of these programs approach the shore establishment from an organizational, operational and business perspective and are helping to define regional boundaries, installation management claimant and regional command responsibilities, and appropriate base operating support functions. These programs have direct bearing on regional planning and the physical manifestation of the Navy mission in the built and natural environments. The RPI describes the connection between Regionalization and regional planning. In simple terms, Regionalization focuses on the shore establishment while regional planning focuses on the shore infrastructure.

The RPI offers a number of new paradigms that will support regional planning. These include how to look at data, how to define the planning requirement, how to approach the built environment, how to plan solutions to mission needs, how to approach the planning process itself, and how to look at the shore infrastructure and develop shore infrastructure plans. The RPI describes and explains these new paradigms and the general roles and responsibilities for managing the shore establishment through regional planning and the RSIP process.

2.3 OPNAVINST 11000.16A Change 1

The RPI derives its authority from the Chief of Naval Operations (CNO) through the policy instruction: *Command Responsibility for Shore Land and Facilities Planning* (OPNAVINST 11000.16A Change 1):

“230. Responsibilities. d. COMNAVFACENGCOM. (3) Provide implementation policy and guidance for the comprehensive regional land and facilities planning program.”

The RPI supports the CNO policy goals for regional planning (see section 210. *Policy and Goals*, in OPNAVINST 11000.16A Change 1) with three key policy objectives:

- Reduce Footprints and Costs
- Increase Existing Capabilities and Sustainability
- Maximize Efficiencies

2.3.1 Reductions and Efficiencies

The OPNAVINST 11000.16A Change 1 draws an association between the business improvements pursued by Regionalization, the organizational management of ICC, and the infrastructure focus of regional planning. It challenges the shore establishment to keep pace with the dynamic changes of the Navy's operating forces. The OPNAVINST 11000.16A Change 1 identifies reductions and efficiencies as key goals for regional planning:

“200. Background. a. A main tenet of [the infrastructure] evolution is to ensure shore infrastructure is lean and efficient, and in proper balance with force structure. It directs our efforts to create a leaner, more effective infrastructure.

200. Background. b. To meet [the challenge of appropriately reducing infrastructure size and cost], the Navy has reengineered its land and facilities planning process to emphasize land and facilities consolidation, demolition of aging facilities, and disposal of property.

210. Policy and Goals. a. As the Navy's force structure has reduced in size and become more efficient, the shore infrastructure must also reduce its footprint and maximize efficiencies.”

— OPNAVINST 11000.16A Change 1

2.3.2 Sustainability

Regional planning can provide a balance between reductions and efficiency goals in a dynamic decision-making process. The regional planning process ensures that decision-makers have adequate information about the benefits, impacts, and costs of their shore infrastructure decisions. Active and collaborative participation by regional commanders, commanding officers, and claimants can identify total cost savings needed to support the Navy's force structure. These savings can only be achieved through regionally focused analysis. Analyzing the shore establishment in a regional context can help decision-makers understand how the Navy can interrelate to others in systems that are operationally, ecologically, socially, and economically sustainable. Decisions made within this larger, regional context are more likely to be successful over time. They will also help to maintain the Navy's strategic direction and ensure the sustainability of the shore establishment:

“230. Responsibilities. a. CNO. (1) Ensure the planning process maintains the Navy's strategic direction and sustainability of the shore establishment.”

— OPNAVINST 11000.16A Change 1

2.4 Global Ashore Planning

In order to support national security interests and execute the U.S. Navy's mission requirements forecasts and strategic planning of the number, type, and mix of planes, ships, sailors to support operational force of the future is made. As the sizing of the force structure moves towards supporting the requirements, its ashore infrastructure must also be shaped to ensure that all operational needs (peacetime, wartime, surge and contingency) are met while achieving resource efficiency. The Navy's basing strategy for the next decade and beyond must fully integrate emerging plans for ships, planes, Sailors, and bases. The global strategy ashore must remain agile to respond to geo-political realities and the ever changing demands the world will place upon U.S. Naval operations. The Global Ashore Planning provides broad ashore planning precepts, overarching guidance on basing strategies and a process to synchronize regional planning from a global perspective.

Global Ashore Planning is forward-looking and operationally driven. It uses innovative scenario planning techniques in conjunction with global planning matrices and a basing model to examine a broad range of future possibilities ashore. Scenario planning is recognized as a fundamental tool for thinking strategically about the future. Global Ashore Planning considers multiple alternative futures that represent the range of possibilities that could reasonably occur to support operational requirements. The Global Ashore Planning for the 21st Century (GAP 21) initiative implemented this innovative planning methodology to establish visions of the future. The process was data driven and was intended to stretch the vision of the Navy leadership to provide the guidance and direction of the future Navy ashore. Operational input was critical to the development and validation of the precepts.

Global Ashore Planning is an integral, long-range guidance tool in providing for the Navy ashore. The process provides a forum for senior Navy leadership to monitor and refresh global planning matrices and precepts to be used by Regional Commanders in developing shore infrastructure plans. Future operational loading and planning precepts, derived from a robust scenario planning process and underscored by senior leadership input, must drive regional footprints ashore. Global Ashore Planning provides overarching global ashore planning guidance to assist Regional Commanders in planning investment strategies that will optimize regional capability and integrate ashore planning with strategic plans for ships, planes, and Sailors. Global Ashore Planning for the 21st Century takes this guidance to the global level by articulating global loading requirements on operational precepts that are translated into optimum, as well as realistic, facilities investment strategies.

2.5 Activity Planning Becomes Regional Planning

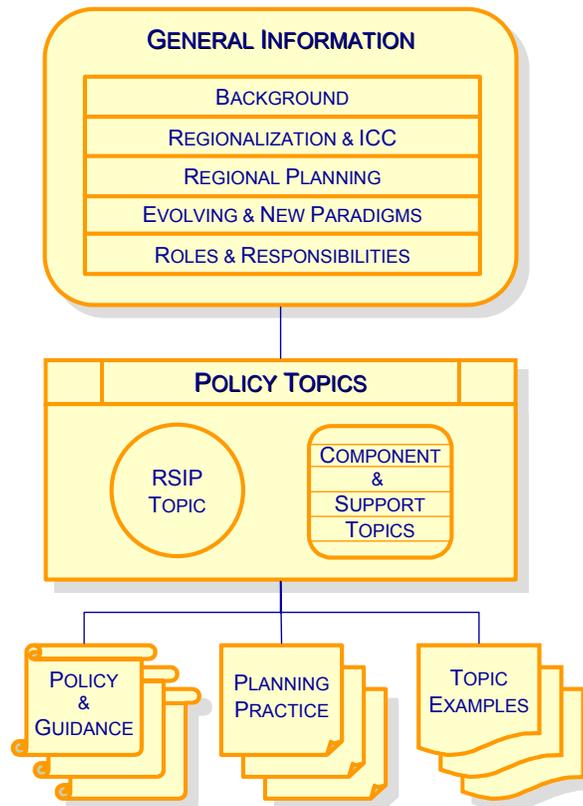
Regional planning broadens the base of infrastructure decision-making beyond the activity by delegating decision-making to individual regions in the new regional shore establishment. This can best be described as a change from activity planning to regional planning. In the past, Navy planning focused on developing individual activity master plans. These activity master plans typically provided Navy asset solutions to mission demands within activity fence lines. Regional planning recognizes the need to emphasize comprehensive planning at a regional level. It optimizes resources and opportunities across an entire region and reduces costs, increases capabilities and improves efficiencies in all shore infrastructures. A comprehensive regional approach to planning broadens the field of opportunities beyond those available on an individual activity to include the geographic and functional context of the region.

3.0 RPI FRAMEWORK

The Navy Facilities Engineering Command recognizes the need to reorder and reenergize its planning policy and guidance around the new regional perspectives of the Navy shore establishment. The RPI answers that need and will be the NAVFACENCOM policy framework for regional planning in the Navy. The RPI will be organized as a resource and knowledge center and is to be a starting point for all those involved in Navy regional planning. It will provide general planning information and access to regional planning policy and guidance, advice on planning practice, and product and best-practice examples. The framework for the RPI is represented in Figure 3a.

Figure 3a

The RPI Framework



The general planning information provided in the RPI is reflected in the content found in this Overview document; including:

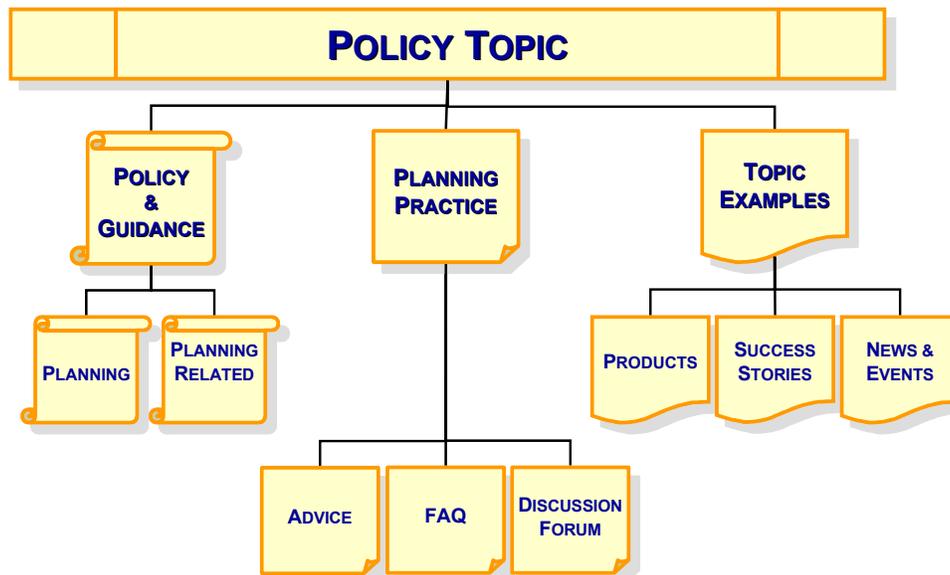
- “Background” information in Chapter 2
- “Regionalization and ICC” information in Chapter 4
- “Regional Planning” information in Chapter 5
- “Evolving and New Paradigms” in Chapter 6
- “Roles and Responsibilities” in Chapter 8

The remainder of the RPI is organized into planning Policy Topics that will be developed over time by NAVFACENCOM. The Policy Topics will become the single, comprehensive statement of regional planning policy for the Navy. The RPI will incorporate existing NAVFACENCOM planning policy and guidance, as well as provide new and enhanced regional planning policy and guidance. It will incorporate the best features and content from the current CD-ROM version of the *Installation Planning, Design and Management Guide* (E-1, 11th Edition, April 1998), but will improve the organization, access, and maintenance of that information with the state-of-the-art use of web-based database and document management technologies. The functional requirements for the new web-based RPI include:

- Facilitate systematic and organized access to regional planning policy, advice, and examples.
- Incorporate suitable web-based database and document management technologies.
- Enhance the responsiveness of NAVFACENCOM policy and guidance.
- View, maintain and integrate existing and multiple, Navy document formats.
- Eliminate or reduce content duplication and enhance appropriate content and user relationships.
- Facilitate user-interactivity through feedback and discussion.
- Comply with Navy security and access guidelines and regulations.

The Policy and Guidance component of each Policy Topic will be developed as a priority. However, the new RPI framework also provides for a broader context for each Policy Topic by including planning practice information and access to planning product examples. These Policy Topic components will be developed as time and technologies allow. The content details of each RPI Policy Topic are shown in Figure 3b and described in more detail below.

Figure 3b
RPI Policy Topic Content



3.1 Policy Topics

There are over twenty-five Policy Topics within the framework of the RPI (see Tables 3c and 3d). Each Policy Topic represents a component subject of Navy planning and is designated a Policy Topic as a way to organize planning policy and guidance and classify regional planning information. The primary Policy Topic in the RPI is the “Regional Shore Infrastructure Planning” Topic and contains the new RSIP Instruction policy and guidance document prepared in conjunction with this Overview. The RPI also includes Policy Topics long recognized as important components of Navy planning and a number of new Policy Topics, like Sustainable Planning. A total of twenty-two Component Topics are included in the RPI (see Table 3c). The component topics address planning and planning-related practices and are organized in the RPI to support Navy regional planning and the primary RSIP Policy Topic.

Table 3d shows a third type of Policy Topic in the RPI, classified to address larger supporting issues used to assist both the RSIP planning process and individual component processes. These Support Topics will contain policy and guidance, practice information, and product examples for Electronic Planning Tools, Maps and Plans, and Metrication.

To date, only the “Regional Shore Infrastructure Planning” Policy Topic has been implemented in the new RPI. Existing policy and guidance for all other Policy Topics are subject to change and revision as they are incorporated into the RPI.

Table 3c

RPI Component Topics

Acquisition
Base Operating Support
Disposal
Electronic Planning Tools
Energy
Environmental Compliance
Environmental Conservation
Environmental Pollution Prevention
Environmental Restoration
Facility Programming and Design
Integrated Logistics Support
Inventory
Land Use
Lease Management
Maps and Plans
Metrication
Project Documentation
Regional Shore Infrastructure Planning
Safety
Site Design
Space Management
Sustainable Planning
Transportation and Circulation Planning
Transportation Engineering
Utilities Management and Design

Table 3d

RPI Support Topics

Electronic Planning Tools
Maps and Plans
Metrication

3.2 Policy & Guidance

The Policy and Guidance component contains both planning and planning-related policy for the Policy Topic. In general, policy in the RPI provides official instruction and guidance for both the process and practice of individual Policy Topics.

The **Planning** component incorporates official planning policy instructions into the Policy Topic, including Executive Orders, federal regulations, DoD directives and instructions, as well as SECNAV, OPNAV, and NAVFAC instructions. It consolidates planning-specific NAVFAC instructions into a single source for each Policy Topic. For example, the *Inventory* Policy Topic would include policy and guidance that is planning-specific, describing how inventory tools like the NFADB and others are used in planning. All other planning instructions (Executive Orders to OPNAV instructions) for the *Inventory* Policy Topic would be associated with the RPI as a link reference only.

The **Planning-Related** component draws on the same sources as planning policy (Executive Orders to NAVFAC instructions) but describe processes and practices that are not fully part of planning. This policy and guidance is included in the RPI as a link reference. For Example, the existing policy and guidance for managing the NFADB, the NAVFAC Manual P-78, is a planning-related policy document that would be included in the RPI only by link reference under the *Inventory* Policy Topic. The actual administration of the NAVFAC P-78 would remain outside of planning.

3.3 Planning Practice

The Planning Practice component contains professional planning advice that is not official policy and guidance but that helps promote an effective understanding of the Policy Topic. It provides a dynamic, professional dialog of the planning processes and practices of the Policy Topic through frequently asked questions (FAQ), advice, and a discussion forum.

Frequently Asked Questions (FAQ), particularly when supported by a web-based publishing format, provide a quick reference to important Policy Topic issues and key elements. The FAQ can be used to identify the Policy Topic content (one question can always be, “What is contained in this Policy Topic?”) and context (one question can always be, “What type of planning does this Policy Topic support?”).

The **Advice** component includes suggestions on how to translate official planning policy and guidance into practical planning practice. Policy Topic Advice provides how-to suggestions on day-to-day planning procedures.

The **Discussion Forum** is the most dynamic component of Planning Practice. It requires an interactive dialog between NAVFACENGCOCM and the planners and decision-makers that are actively involved in the Policy Topic. The Discussion Forum can provide planning advice by answering questions asked about the Policy Topic. It can also provide a forum for Policy Topic feedback, collecting planning policy issues and problems that can be used to update the planning policy more regularly.

3.4 Topic Examples

The Topic Examples component provides a forum for the sharing of real-life examples within the Policy Topic. Topic Examples take the form of products, success stories, and news and events.

The **Products** component provides a clearinghouse within the Policy Topic for the products of the planning process. The products are provided electronically as part of a product library for each Policy Topic.

Success Stories are successful case studies and best practices that exemplify the best planning within the Policy Topic. The Success Stories component offers an opportunity to share stories and learn from the best within and outside the Navy.

The **News and Events** component provides a quick reference to important issues and events influencing the Policy Topic across the Navy. Examples that might be included under this component are Plans of Actions and Milestones (POA&Ms) for individual RSIPs and information on the CNO Shared Funding Program.

4.0 REGIONALIZATION AND INSTALLATION CLAIMANT CONSOLIDATION

The Navy has completed upon aggressive Regionalization and Installation Claimant Consolidation (ICC) programs to re-invent its shore establishment and identify infrastructure-related cost savings for improved readiness and modernization. Regionalization and ICC are linked to form the geographical, organizational, and functional baseline for regional planning. Together, they address how the shore establishment is organized. Regionalization continues to look for ways to improve Base Operating Support (BOS) and address how the shore establishment does business.

The shore establishment is optimized when BOS functions are consolidated under fewer claimant commands, and united under regional commanders with broader regional perspectives and a number of concentrated mission or functional areas. ICC has assigned BOS responsibilities to eight Installation Management Claimants (IMCs) and has established geographic and functional limits for regions, Navy Concentration Areas (NCAs), and stand-alone activities.

4.1 Regionalization (the way we do business)

Regionalization is the “business” filter for decisions made by and about the shore establishment. It seeks cost reductions for BOS through the elimination of unnecessary management layers, duplicative overhead, and redundant functions. Navy installations within a region will no longer be operated as separate and independent entities, but rather as a regional matrix of organizations adopting the best business practices of the military and private sectors. Regionalization promotes the development of standardized processes and interrelated systems. It improves the ability of Navy activities to communicate and work together.

Using Streamlined Business Case Analyses (SBCAs), Regionalization is the foundation for initiatives to improve business practices and evaluate outsourcing opportunities. Regionalization also provides benefits in regional planning and fosters regional dialogue on environmental issues, security concerns, community interface issues, and installation management. A concept to regionalize common installation management functions helps activities take a broad view of installation management. Regional commands can consolidate, standardize where appropriate, and eliminate unnecessary overhead costs. Consistent service levels can be provided throughout a region. Sailors should get the same level of service regardless of where they are stationed.

4.1.1 Guiding Principles of Regionalization

The guiding principles of Regionalization provide a way for the shore establishment to reduce the number of host commands and tenants providing services and to maximize efficiencies within the shore infrastructure. There are three guiding principles of Regionalization:

- No tenant should do what a host command can do more cost effectively.
- No host command should do what a regional complex can do more cost effectively.
- No regional complex should do what the surrounding community can do more cost effectively.

4.1.2 Goals and Objectives of Regionalization

The ultimate goal of Regionalization is to create robust, consolidated organizations that are capable of using state-of-the-art business practices and technologies to improve installation planning and management and increase the efficiency of the shore establishment.

Regionalization pursues the following goals:

- *Regionalize or consolidate BOS functions.*

Eliminate redundant or surplus resources from activities that perform similar functions.

- *Continue to reduce operating costs by streamlining operations.*

Reduce the cost of operating the Navy shore establishment. Review installation and tenant functions to identify opportunities to consolidate, realign, or eliminate functions available within the community or that are no longer required. Perform functional analyses to ascertain which are inherently governmental versus non-governmental functions.

- *Find more cost-effective ways to provide perceived entitlements, benefits, and other Quality of Life (QOL) services.*

Allow Navy activities in the region to work together to reduce costs, improve services, and eliminate duplicate functions.

- *Develop mutual partnerships with civilian communities.*

Privatize, outsource, or civilian-substitute where cost effective. Encourage a single, consolidated Navy "voice" to the local community and other government agencies.

4.2 Installation Claimant Consolidation (the way we are organized)

Installation Claimant Consolidation has reduced the number of claimants with BOS responsibility from eighteen to eight. Base operating support is an operational classification for all real property and installation management functions, including Regionalization and regional planning. Under ICC, all BOS resources and responsibilities have been transferred to eight Installation Management Claimants (IMCs) as seen in Table 4a. This allows the remaining ten major claimants to concentrate on their primary operational missions independent of concerns regarding base operations, the owning of facilities, host responsibilities, and the provision of support to their tenants.

Table 4a

Installation Management Claimants

INSTALLATION MANAGEMENT CLAIMANTS
Chief of Naval Operations (Field Support Activity)
Commander in Chief, U. S. Atlantic Fleet (CINCLANTFLT)
Commander in Chief, U. S. Pacific Fleet (CINCPACFLT)
Chief of Naval Education and Training (CNET)
Commander in Chief, U. S. Naval Forces Europe (CINCUSNAVEUR)
Commander, Naval Air Systems Command (COMNAVAIRSYSCOM)
Commander, Naval Sea Systems Command (COMNAVSEASYSKOM)
Commander, Naval Reserve Forces (COMNAVRESFOR)

Installation Claimant Consolidation and Regionalization has organized the shore establishment into twelve regions as mapped in Figure 4b and listed in Table 4c.

Figure 4b

Map of Navy Regions

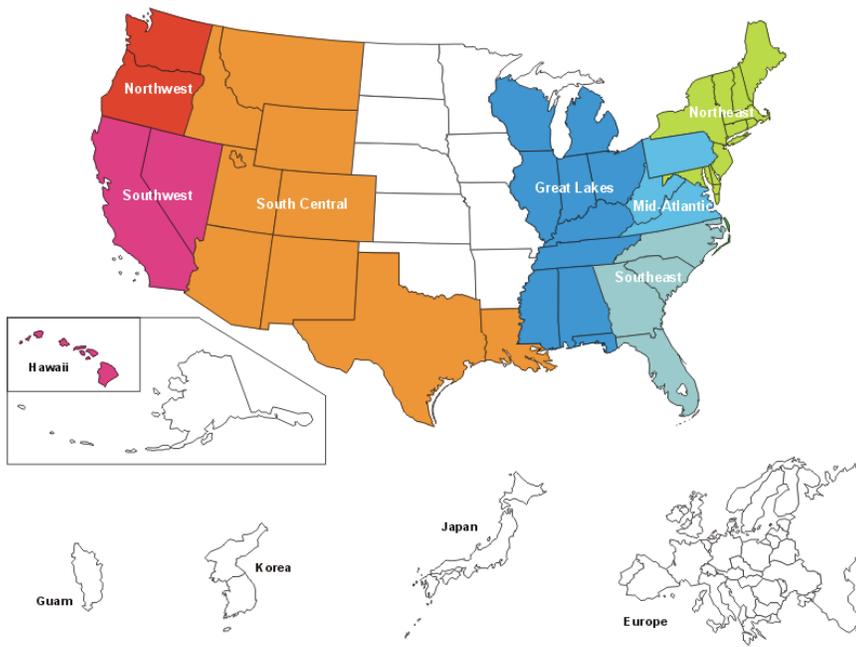


Table 4c
Navy Regions

REGIONS
Naval District Washington
Europe
Great Lakes
Guam
Hawaii
Japan
Korea
Mid-Atlantic
Northeast
Northwest
South Central
Southeast
Southwest

Installation Claimant Consolidation and Regionalization has also placed each Navy activity into a Navy Concentration Area (NCA) or designated it as a Stand-alone Activity. Figure 4d shows a map of NCAs within each region and Table 4e lists the NCAs by IMC. Stand-alone activities are not part of designated NCAs but do fall within designated Navy regions and regional commands. To date, the Deputy Chief of Naval Operations for Logistics has not generated a list of stand-alone activities. This list will be added to the RPI in the future. Regional planning is to be accomplished at one or all of the regional, NCA, or stand-alone activity levels.

Figure 4d

Map of Navy Concentration Areas within Regions



Table 4e

Navy Concentration Areas by IMC

NAVY CONCENTRATION AREAS BY IMC	
IMC	NCA
FSA	Persian Gulf Washington, DC
CINCLANTFLT	Charleston Hampton Roads Jacksonville New London
CINCPACFLT	Guam Japan Korea Oahu Port Hueneme Puget Sound San Diego
CNET	Great Lakes Pensacola South Texas
CINCUSNAVEUR	Europe
COMNAVRESFOR	New Orleans

The Deputy Chief of Naval Operations for Logistics (N4) is working with the new IMCs to develop the future role of regional commanders, functional area managers, Assistant Chiefs of Staff (ACOSs), and activity commanders. This dialogue will define the regional command structure, specify the functional area responsibilities of regional commanders, and establish geographic boundaries for regional commands, NCAs and stand-alone activities. Currently, Table 4f reflects a list of functional areas included in each regional command.

Table 4f**Possible Functional Areas in Each Regional Command**

FUNCTIONAL AREAS *
Air Operations
Base Services and Infrastructure
Community Support and Morale, Welfare, and Recreation (MWR)
Energy
Housing
Information Technology (IT) and Communications
Logistics/Supply/Fuels
Maintenance
Medical/Dental
Ordnance/Weapons
Port Operations (Waterfronts)
Public Safety
Research, Development, Testing and Evaluation (RDT&E)
Training and Readiness

* Functional area titles may vary from region to region.

The RPI reflects in its Tables and Figures 4a-4f the most current lists and maps of IMCs, regions, NCAs, stand-alone activities, and functional areas, although it is expected that they will continue to evolve. For further information and updates, check the N4 web site on the World Wide Web at <http://www.n4.hq.navy.mil/n4/>.

5.0 REGIONAL PLANNING

Regional planning is the process that develops comprehensive, long-range, and strategic plans for specific geographic areas. The regional plan guides regional commander and IMC decisions by identifying infrastructure alternatives and recommendations that optimize resources and opportunities across an entire region, leveraging assets and reducing redundant functions. Regional planning helps to support operational readiness, effectiveness, and responsiveness for all regions. The regional plan provides the framework for decisions and the continuous planning and management of shore infrastructure.

With the RPI, all planning by regional commands, NCAs, and stand-alone activities will have regional perspectives. Although a regional perspective may be easier to apply to a region or NCA, stand-alone activities that are part of a region but not in an NCA will also develop comprehensive regional plans using the same planning methodology. For example, a functional port operations plan for the Portsmouth Naval Ship Yard should look for solutions beyond Navy-controlled assets and the activity fenceline, including opportunities with other military services, federal and state agencies, local port authorities, or the private sector.

Regional planning ties directly to the business case analyses found in Regionalization. In fact, regional planning relies on Regionalization efforts to identify those requirements that are essential to the success of the mission and tries to meet those requirements through infrastructure options that result in the best value for the Navy, while meeting the requirements of the National Environmental Policy Act (NEPA).

5.1 Why Do Regional Planning?

Regional planning provides methods and tools for resolving issues in ways that minimize conflicts and promotes mutually beneficial solutions—solutions that articulate how mission performance and infrastructure support can be part of a strategy that ensures natural and man-made resources are used wisely and available for future generations.

- *Regional planning provides a decision rationale that is both logical and traceable.*

Responsibilities in military spending require that planning provide maximum value for minimum expenditure and priority.

- *Regional planning offers broader stakeholder involvement with an opportunity for everyone that is affected by or can affect the outcome of a plan.*

Addressing new perspectives and more dynamic environments makes regional planning more innovative and collaborative.

- *Regional planning provides political, fiscal, operational, social, cultural, and ecological accountability.*

Regional commands must be accountable for planning results and decisions, as well as for new planning products that document accountability.

- *Regional planning provides an analysis that addresses broader operational, natural, cultural, and socioeconomic impacts and costs.*

A regional planning environment makes planning more efficient. It makes it more focused on actions and results. A regional planning environment that is looking for cost and size reductions and increased efficiency is more closely linked to management.

The success of regional planning in the shore establishment will depend on the ability of decision-makers to continuously process new information and use it creatively, often in partnership with others, to resolve complex and changing issues.

5.2 Goals and Objectives of Regional Planning

- *Regionalize shore infrastructure for the best value.*

Site new systems and specialized or unique support infrastructure based on the demands for common equipment instead of service-specific considerations. Default to a lead service in the case of a joint weapon system.

- *Incorporate strategic IMC and regional command visions along with operational efficiencies determined through Regionalization.*

- *Maintain an optimal infrastructure footprint.*

Demolish unneeded, aging facilities that cannot be retrofitted cost-effectively. Divest the Navy of excess infrastructure and property. Outlease any underutilized real property.

- *Reduce redundant facilities within regions and NCAs, and between stand-alone activities.*

Consolidate the workforce into fewer facilities. Emphasize multi-purpose or multi-customer facilities.

- *Reduce the cost of infrastructure.*

Realize savings in the operations and maintenance of facilities. One way to do this is to outsource or “civilian-substitute” heartland, stand-alone installations, thereby eliminating the need for QOL services required by a military presence (e.g., galleys, housing, morale, welfare and recreation, etc.). In NCAs and stand-alone activities, incorporate full and true cost accounting when deciding on future acquisitions and facility construction.

- *Identify alternatives for optimizing the use of shore infrastructure.*

Coordinate with Regionalization efforts to identify the potential for functional consolidation within existing infrastructure. Consider the privatization or joint use of existing facilities with other military services; federal, state and local agencies; or the private sector (e.g. utility infrastructure).

6.0 EVOLVING AND NEW PARADIGMS

A paradigm is a model or typical example that frames a school of thought or discipline. Planning establishes paradigms based on its process and practice. As the process and practice of planning changes into regional planning, old planning paradigms evolve and new paradigms are established. The RPI incorporates these evolving and new planning paradigms into new policy and guidance and a comprehensive regional planning process for the Navy shore establishment.

6.1 A Regional Perspective

The old shore facilities and land use planning systems focused on individual shore installations or Navy activities. These processes typically took the assigned missions, workload, and tasks of the activity and translated them into the infrastructure (buildings, structures, and utilities) or facilities that were required. Once the facility requirement was identified, an evaluation of existing Navy assets determined the quantity and type of facilities available. Requirements were then compared to available assets; facility deficiencies and surpluses were quantified (in terms of square feet, square yards, gallons, etc.) and functionally qualified (administrative offices, piers, hangars, etc.). Where deficiencies were identified, a plan would be developed to satisfy shortfalls, oftentimes through Military Construction. All of this analysis was focused on the specific shore activity. Shore facilities and land use planning were then integrated into an activity master plan. The master plan evaluated a series of facility and land use issues focused on the individual activity. All recommendations were predicated on solutions that fell within the confines of the activity fenceline.

As the Navy moves into the 21st century, its leadership is making significant changes in how it views shore infrastructure. These changes have focused on creating a leaner, more efficient and effective infrastructure that is in proper balance with force structure. As the Navy's force structure is reduced in size and made more efficient, the shore infrastructure must also reduce its footprint and maximize efficiencies. The Navy shore establishment can respond by changing focus on individual shore activities to a broader regional perspective and more comprehensive concept of regional planning.

Regional planning helps to optimize resources and opportunities across an entire region by seeking solutions to facility issues across a region. In collaboration with Regionalization, it develops a broader means of satisfying infrastructure requirements, including outsourcing, privatization, and leasing. While regional planning requires a shift from activity-focused planning to comprehensive planning for all activities within a region, it also signals a more far-reaching approach to Navy planning. Regional planning means identifying potential partnerships for joint or shared facility use with Navy, other DoD services, federal agencies, state and local governments, community alliances, and the private sector.

6.2 A Single, Comprehensive Planning Process

Navy planning has historically been divided into the Shore Facilities Planning System (SFPS) and a separate land use or master planning process. These divisions typically reflected the organizational structure of NAVFACENCOM at the time, including separate facility and master planning groups. The SFPS process and master planning were oftentimes accomplished separately, sometimes in conflict with one another, and only occasionally merged into a comprehensive planning solution.

Regional planning establishes a new paradigm. It requires a multi-disciplinary and intra-organizational approach; developing a single comprehensive, long-range and strategic plan with realistic implementation strategies. It is supported by input from planning experts in each of the planning component areas, including land use and facilities, transportation and circulation, utilities, the environment, and natural and cultural resources. By fusing a more multi-disciplinary approach, regional planning can ensure that a range of issues is considered in time to develop a more dynamic and responsive plan. Regional planning integrates the concepts of facility and land use planning into one seamless process.

6.3 Military Construction, An Alternative of Last Resort

Military planning has historically centered on project planning that, until recently, resulted in new development and growth. A well-funded military construction program supported this practice. Planning analysis used an inventory of facility assets to analyze requirements based on a quantified need. It supported current and future missions by translating requirements into specific projects. Decisions were focused on facility siting and project planning. As a result, planning did not fully consider solutions that were possible within the context of the existing built environment.

A basic tenet of the Navy's evolution toward a leaner, more efficient and effective infrastructure is to evaluate the broader range of alternatives available to satisfy the planning requirement. Regional planning views military construction as part of a larger solution to support the needs of the military mission. Regional planning strives to support the mission while maximizing the efficient use of existing infrastructure, minimizing the need for new development, and ensuring that, when new development is necessary, it is balanced within the context of the region. The goal of regional planning is to influence decisions on development that focus on long-term sustainability, rather than long-term development.

Military Construction should now be considered the alternative of last resort. Indeed, recent changes to the Military Construction process now require extensive project justification to demonstrate a more thorough analysis of non-development alternatives.

6.4 Cradle-to-Cradle Lifecycles

The current facility life-cycle paradigm of "cradle-to-grave" treats facilities as disposable. It manages facilities from construction through occupancy and maintenance to disposal, resulting, along the way, in significant waste of physical and financial resources.

The new "cradle-to-cradle" paradigm reflects the need to include sustainable planning and design concepts in the development process. It requires that buildings be designed to last beyond a single lifecycle and that they be designed with flexibility to support current mission needs as well as future unknown missions. It requires that planning promote adaptive reuse of existing facilities instead of new construction and that it manages a facility from one "cradle" to another resulting in a sustainable "cradle-to-cradle" lifecycle.

6.5 A Broader Planning Requirement

At the activity level, the planning requirement has typically been focused on facility requirements determined by examining the mission and then applying established space criteria. This approach was generally formulaic and led to a *quantification* of need (i.e. square footage, square yards, number of persons, etc.).

In regional planning, the shore establishment is becoming more complex, making a formulaic approach more difficult. The planning requirement should include mission needs that are both *quantified* and *qualified* to measure physical space as well as contextual and functional criteria. This encourages solutions within the existing built environment that previously were not considered. It also ensures that the planning requirement is not predefined for a particular solution or self-fulfilling. For example, the requirement should not be for a new building, which presupposes a conclusion; rather, it should be for the efficient accomplishment of a stated mission objective, relying on quantified and qualified parameters but not presupposing a solution.

Regional planning will define a broader planning requirement through visioning in the RSIP process and will incorporate facility requirements along with other contextual and functional requirements as a part of the planning analysis.

6.6 Availability of Data

The preparation and maintenance of planning data has historically been a planning responsibility. Preparing and maintaining asset inventories in the Navy Facility Assets Data Base (NFADB) and developing maps and plans were considered part of the planning process.

The availability of accurate and timely data is essential to planning; however, regional planning requires that accurate and timely data be available *before* the planning process begins. Data preparation and maintenance is the responsibility of individual regional commanders but is not a part of the planning process. On the other hand, data collection and assessment is a part of regional planning. Data collection and assessment turns available data into useful information and planning knowledge as an integral part of the planning process.

7.0 REGIONAL SHORE INFRASTRUCTURE PLANNING

Regional Shore Infrastructure Planning (RSIP) is the fundamental process for regional planning. It is a disciplined, decision-support process that shapes and guides infrastructure improvements to the Navy's shore establishment by addressing all physical-planning issues and influencing infrastructure support to the BOS mission and operating forces. The comprehensive RSIP process addresses land, facilities, transportation and circulation, utilities, the environment, and natural and cultural resource planning elements.

Navy regions can realize regional planning goals through the RSIP process by:

- Minimizing requirements and optimizing the use of existing land, facilities, and infrastructure.
- Optimizing the use, economy, and investment strategies of BOS infrastructure.
- Identifying efficient utility systems and infrastructure to achieve energy conservation goals.
- Analyzing and recommending mutual land, facilities, transportation and utility uses with other services, federal, state and local agencies, the private sector, and other IMCs as appropriate.
- Recommending a variety of facility management methods that are beneficial to the Navy, such as joint use, outsourcing, privatization, and leasing.
- Adopting a policy of "cradle-to-cradle" lifecycles for facilities through more flexible design and adaptive reuse.
- Recognizing the environmental association of all planning recommendations and providing ecologically sustainable solutions that support and enhance the regional shore establishment.

The RSIP process takes a long-range view of the shore establishment. It looks into the future at socioeconomic, political, environmental, and mission issues that impact the development, use, and management of the shore infrastructure. It recognizes the many possible internal and external environments that shape the future. It addresses the impact of Navy situations as well as non-Navy population growth, the ability of the local work force to support the mission, and the capability of community infrastructure to support Navy operations. The RSIP process acknowledges current trends but assumes an unpredictable future with new trends, discontinuities, and a variety of surprises. It identifies a range of possible futures or scenarios that embody qualitative and quantitative shifts in direction. The RSIP process defines a single, most likely vision for the regional shore establishment. It then develops strategies and actions to improve the shore infrastructure.

The RSIP process approaches regional planning strategically. The RSIP process focuses and commits to a plan of action. The new logic is not only why (the vision) but what (the results) and how (the actions). It is not prescriptive; however, it does provide a structured process for managing change that can support shore establishment, BOS and infrastructure decision-making. Each regional component—region, NCA, and stand-alone activity—can use the RSIP process to generate infrastructure solutions that are unique to their regional condition and that respond to the demands of their community, economy, politics, environment, and mission.

The RSIP process is dynamic. It should not be performed on a planning cycle that is put in motion only when larger planning issues arise or every three to five years. Instead, the RSIP process should be incorporated into the day-to-day actions of decision-makers and managers. It should review and update the RSIP products continuously and should be used to make regional infrastructure decisions on a daily basis.

7.1 The RSIP Products

The RSIP process is used to generate two types of regional plans—the Overview Plan and the Functional

Plan. Both plans take a regional perspective for the entire region, an NCA, or a stand-alone activity. The Overview Plan focuses on all of the functional areas and how they relate to one another. The Functional Plan, as its name implies, focuses on a specific functional area and develops distinct functional solutions (a list of possible functional areas can be seen in Table 4.6 in section 4.2 *Installation Claimant Consolidation (the way we are organized)*).

7.1.1 The Overview Plan

The Overview Plan addresses the relationships between functional areas and their integration into a comprehensive infrastructure plan. The Overview Plan breaks down traditional geographic and organizational boundaries more easily because of the relationships between functional areas. It also promotes greater opportunities for regional economies of scale. The depth of analysis for the Overview Plan is limited to regional issues between functional areas. The scope of the Overview Plan is broad, including functional relationship issues and larger infrastructure strategies across functional areas.

7.1.2 The Functional Plan

The Functional Plan focuses on an individual functional area within the region. It addresses the functional area in relationship to traditional geographic and organizational boundaries within a regional context. It provides a more in-depth analysis of functional issues within the region and integrates them into a comprehensive infrastructure plan. The Functional Plan promotes economies of scales within the functional area. Its scope is deep, addressing specific functional issues and identifying more detailed infrastructure solutions and strategies for the functional area.

7.1.3 The RSIP-Link

Information technology will be used in the development and distribution of the Overview Plan, the Functional Plan, and the products of the RSIP process. Specifically, the RSIP process will incorporate the regional and global sharing of information using commercial-off-the-shelf software and web-based tools as fundamental elements. The RSIP products will be presented and distributed by using the electronic, secure, web-based RSIP-Link. The RSIP-Link is used to document and publish the information, analysis, recommendations, conclusions, and action plans for the RSIP process. An existing description of the RSIP-Link can be found on the NAVFACENGCOM Intranet (NAV-Facilitator). A more complete description and official policy and guidance for the RSIP-Link will be included in a future Policy Topic, "Electronic Tools."

7.2 The RSIP Process Model

The RSIP process is made-up of three levels that lead the regional plan from its inception to its completion and on to its implementation. The three levels include:

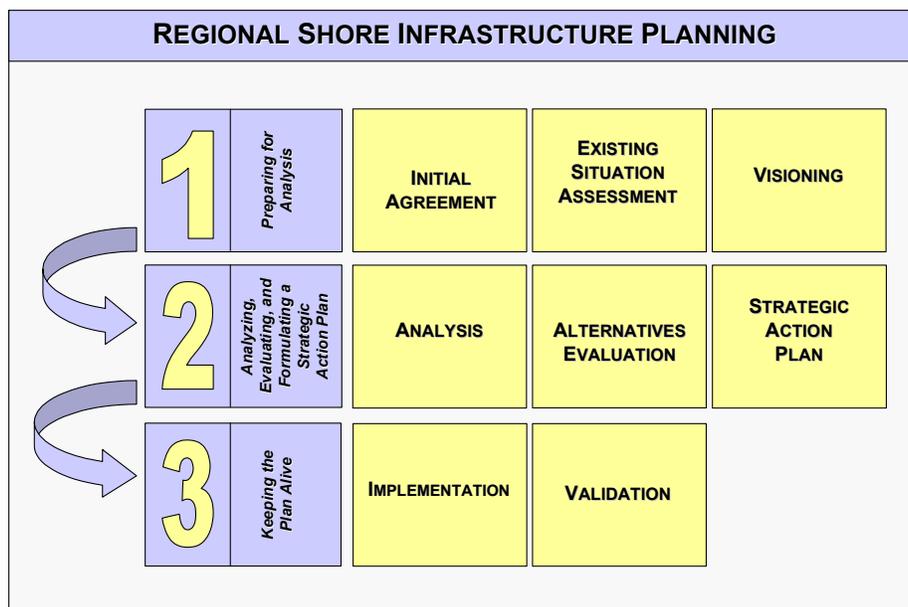
- Level 1: Preparing for Analysis
- Level 2: Traditional Planning, Strategically
- Level 3: Keeping the Plan Alive

Organized within each of these levels are eight iterative and relational tasks. The RSIP Process Model (see Figure 6a) provides a methodology that is flexible enough for each region while suggesting a practical order to the planning process through each level and task. Within each task are a number of suggested methods and pointers that will help the region proceed through the RSIP process. It is up to each regional command to accomplish the planning process in accordance with this model while judging the scope of each task in accordance with the demands of the region.

It is recommended that all of the aspects of the model be followed sequentially from one level to the next, although the order of each task within a single level is flexible and the suggested methods within those tasks can be accomplished in any order deemed appropriate as long as the basic integrity of the process model is maintained.

Figure 6a

RSIP Process Model



7.2.1 Level 1: Preparing for Analysis

Level 1, Preparing for Analysis, contains three tasks that initiate the RSIP process, define the regional context, and establish the planning requirement.

The ***Initial Agreement*** task is a concerted effort to organize and define a general framework and act as the foundation for the RSIP process. The task generates an agreement between stakeholders that defines the scope of the plan, its boundaries, participants, and a process work plan.

The ***Existing Situation Assessment*** task generates a set of comprehensive regional profiles that captures the unique character, issues, and concerns for the RSIP process and promotes a basic understanding of the region.

The ***Visioning*** task defines the regional goals and planning requirement for the RSIP process. It is a strategic planning methodology that recognizes the changing environments of an uncertain future and defines a number of distinct and plausible future scenarios. It prioritizes these future scenarios into a single, most-likely or preferred scenario that becomes the blueprint for the planning requirement and guides future strategic infrastructure decisions in the region.

7.2.2 Level 2: Analyzing, Evaluating, and Formulating a Strategic Action Plan

Level 2, Analyzing, Evaluating, and Formulating a Strategic Action Plan, contains three tasks that draw on traditional planning techniques for developing and evaluating alternatives and includes the development of a strategic action plan.

The ***Analysis*** task presents clear and viable alternatives for a wide range of infrastructure options. It addresses components of the built and natural environments organized around the functional and physical components of the shore establishment. It integrates the regional profiles of the Existing Situation Assessment and the regional goals, preferred scenario, and planning requirement of Visioning into a number of concept alternatives.

The ***Alternatives Evaluation*** task evaluates and prioritizes each concept alternative and develops planning recommendations that are used to select a preferred alternative.

The ***Strategic Action Plan*** task sets the overall strategy for accomplishing the preferred alternative. It is a series of smaller action steps or tactics that can be achieved by the implementation team.

7.2.3 Level 3: Keeping the Plan Alive

Level 3, Keeping the Plan Alive, contains two tasks that acknowledge the continuous and iterative nature of the RSIP process. These tasks keep the plan and the RSIP process alive on a daily basis.

The ***Implementation*** task brings the regional plan into physical reality through day-to-day actions. It contains the concerted efforts of the implementation team to realize the strategic action plan.

The ***Validation*** task provides a checks-and-balance system for the RSIP process and ensures that changes in the region are integrated into the plan. It includes monitoring various elements of the RSIP process and triggering appropriate task updates.

8.0 ROLES & RESPONSIBILITIES

All command echelons, particularly those retaining primary responsibility for land and facilities management, will actively participate in the comprehensive regional planning process.

8.1 Chief of Naval Operations

The CNO provides the vision and goals for regional planning and the RSIP process in OPNAVINST 11000.16A Change 1. In addition, the CNO has the responsibility to:

- Ensure that the planning process maintains the Navy's strategic direction and sustainability of the shore establishment.
- Ensure coordinated development of regional plans with other broader planning and operational initiatives.
- Establish and maintain a CNO Shared Funding Program to partner with the IMCs in funding selected regional studies. This program will identify regional studies with the highest potential for long-term payback to the Navy and share the cost of the studies with the IMC.

8.2 Installation Management Claimants

The IMCs support the CNO's vision and goals for the Navy's shore infrastructure and will commission and support comprehensive regional planning. In addition, the IMC has the responsibility to:

- Develop regional operational strategies, priorities, goals, objectives, and guidelines for regional commanders.
- Develop regional planning strategies, priorities, goals, objectives, and guidelines for regional commanders.
- Provide the financial resources necessary to perform regional studies, including the use of the web-based RSIP-*Link*, for each RSIP Overview and Functional Plan prepared.
- Provide regional planning study nominations for the CNO Shared Funding Program.
- Submit an annual report showing the status of all regional plans, including the funds expended to date and the cost savings achieved or avoided.
- Provide the financial resources necessary to prepare and maintain data and data systems that provide baseline information for regional planning. This includes the preparation and maintenance of data in the Navy Facility Assets Data Base Management System (NFADB-MS).
- Establish and fund electronic applications that support regional planning and the RSIP process.

8.3 Regional Commanders

Regional commanders actively support regional planning and have the responsibility to:

- Coordinate the development of RSIP Overview and Functional Plans and associated regional studies.
- Approve all Overview and Functional Plans and regional studies.
- Coordinate all shore infrastructure management actions, particularly Regionalization actions, with regional planning.
- Coordinate with Navy and non-Navy stakeholders during regional planning and the RSIP process. Specifically, the regional commander should liaison with other Navy, DoD and other military services, federal, state, and local community officials, and other IMCs during any regional planning effort.
- Maintain the currency and accuracy of data and data systems used by or in support of regional planning. This data includes but is not limited to real property data in the NFADB-MS, and electronic base mapping and building floor plan data.

8.4 Naval Facilities Engineering Command

NAVFACENGCOCM has the responsibility to:

- Provide comprehensive regional planning policy and guidance.
- Provide regional planning and RSIP process advice to the CNO, IMCs, regional commanders, and commanding officers of stand-alone activities.
- Serve as a regional planning and RSIP process consultant to the CNO, IMCs, regional commanders, and commanding officers of stand-alone activities.
- Manage the CNO Shared Funding Program. Review IMC requests for regional planning funds and studies and provide recommendations to the CNO on overall funding strategy and priorities. Summarize the IMC annual reports and provide the CNO with an assessment detailing the overall state of the shore infrastructure establishment and the status of major regional planning issues and trends affecting the Navy's mission.
- Provide the regions, NCAs and stand-alone activities with planning services—in-house or by contract—for regional shore infrastructure plans and associated regional studies. Maintain a core competency in planning so that technical assistance may be obtained through NAVFAC field divisions and activities.