



DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS
WASHINGTON, DC 20350-2000

IN REPLY REFER TO
OPNAVINST 11000.16A
OP-442

28 APR 1997

OPNAV INSTRUCTION 11000.16A

From: Chief of Naval Operations

Subj: COMMAND RESPONSIBILITY FOR SHORE ACTIVITY LAND AND FACILITIES

Encl: (1) Policy and Responsibility

1. Purpose. To establish comprehensive CNO policy and command responsibility for Navy-controlled land and shore facilities.

2. Cancellation. OPNAVINST 11000.16, OPNAVINST 11010.30, and OPNAVINST 5310.15

3. Applicability. This instruction applies to all command echelons under the Chief of Naval Operations having custody of land or facilities. It does not apply to Marine Corps activities, Civil Works activities, Military Assistance Advisory Groups, Defense Attache Offices, Petroleum Reserves, NROTC Units, Navy Family Housing, or field activities under the Secretary of the Navy.

4. Action

a. Addressees shall execute their responsibilities for land and facilities in accordance with enclosure (1).

b. This instruction shall be a basis for management objectives, command inspections and performance appraisals, both organizational and individual, throughout the Navy.

5. Reports. The requirements contained in this directive are exempt from report control by OPNAVINST 5214.7

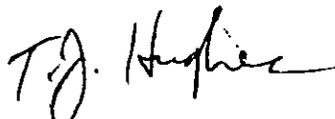
6. Forms. The following forms are available through normal Navy supply channels in accordance with NAVSUP P-2002:

<u>FORM</u>	<u>TITLE</u>	<u>STOCK NUMBER</u>
DD 1391	FY Military Construction	0102-LF-001-3910
NAVFAC 11014/64	Special Maintenance Management Project Request	0105-LF-003-4230

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<u>FORM</u>	<u>TITLE</u>	<u>STOCK NUMBER</u>
NAVFAC 11014/64A	Special Maintenance Management Project Request (Interim)	0105-LF-003-4235



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Deputy Chief of Naval
Operations (Logistics)

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CNO POLICY AND COMMAND RESPONSIBILITY
FOR
SHORE ACTIVITY LAND AND FACILITIES

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CHAPTER I

Basic Premises

- Ref: (a) OPNAVINST 5400.24D (Command, area coordination, and command relationships) (NOTAL)
(b) OPNAVINST 5450.169D (Establishment, disestablishment, or modification of shore activities of the Department of the Navy) (NOTAL)
(c) OPNAVINST 5450.171B (Missions, organizations, functions and tasks assigned to shore activities; responsibility for) (NOTAL)
(d) OPNAVINST 4860.7B (Navy Commercial Activities (CA) Program)
(e) OPNAVINST 11000.8G (Self Help Program for Personnel Support Facilities)

100. Background

a. Readiness, effectiveness and responsiveness of Navy commands depend in large measure upon the availability and condition of material assets. Navy Regulations and reference (a) recognize this dependent relationship and make the adequacy of material assets a primary command responsibility.

b. Over the years the Navy has intentionally acquired land and shore facilities with resources it could have used instead to procure more ship, aircraft and weapon systems. The resultant inventory of ships, aircraft, weapon systems, land and facilities therefore represents a deliberate mix of equally important Navy capital assets. Accordingly, land and facilities must be afforded the same degree of commitment, concern, and support as are ships, aircraft and weapon systems.

c. The Navy's ships, aircraft and weapon systems are procured to satisfy specific mission requirements and are kept ready to perform their missions through planned maintenance programs. When they become functionally obsolete or uneconomical to operate or maintain, they are systematically considered for modernization or retirement. Shore facilities represent equally important investments and shall be managed accordingly. They shall be constructed to satisfy specific mission requirements, kept ready through planned maintenance programs and considered for modernization, replacement or retirement when obsolete or uneconomical.

d. Unlike ships, aircraft, weapon systems and shore facilities, the Navy's land is capable of satisfying a multitude of different mission requirements. The use of the land, and therefore its value to the Navy, depends upon both its

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current use and the possible uses to which it could be put in the future.

110. General Policy

a. The management of land and shore facilities is an inherent command responsibility. Near and long-term importance of this responsibility to mission effectiveness must be understood at all levels of command. Commanders and commanding officers shall personally exercise their professional judgment in such areas as installation planning; identifying resource requirements; economic maintenance of good material condition; safety and appearance; and use and disposal of facilities.

b. The Navy shall acquire and retain only the facilities needed to perform missions, functions and tasks assigned to shore activities in accordance with references (b) and (c), as modified by systems acquisitions under OMB Circular 109 (NOTAL).

c. Decisions to acquire or dispose of land shall take into consideration future peacetime and mobilization requirements for the land as well as its current use.

d. Appropriate resources shall be applied to the operation and maintenance of land and facilities needed to accomplish assigned missions/functions/tasks. Resources shall not be applied toward land or facilities which do not contribute to assigned missions/functions/tasks.

e. The retention of facilities no longer required for mission needs under projected base loading or approved mobilization plans drains scarce resources vitally needed for mission essential requirements. Therefore, any facility no longer required or of marginal use shall be expeditiously converted, reassigned, transferred or disposed of.

f. Qualified personnel shall be assigned to all levels of command to advise commanders on matters pertaining to land and shore facilities. These personnel shall participate in the development, validation, execution and evaluation of all facility related resource programs and budgets. The principal advisor on facilities matters shall be afforded direct communications with the commanding officer.

g. It is Navy policy to minimize the number of public works components providing public works service within naval complexes. This policy strives to achieve efficiency in the use of resources without hindering responsiveness and quality of performance. Once designated and assigned to a reporting senior, this senior must recognize this responsibility contributes significantly to the ability of the other commanding offi-

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cers to perform their mission. The commands receiving services cannot establish a Public Works Department on their own initiative unless approved by the CNO.

h. Military, Department of Defense (DOD) civilians, and contractor personnel shall be used in the most effective mix to perform public works functions consistent with policies included in references (d) and (e) and any union agreement covering the specific shore activity. Full time use of military personnel would be normally included within the staffing of the Public Works Department or Center. Commands not owning a public works component and desiring to use military personnel to accomplish public works functions shall receive approval and technical supervision from the command responsible for providing public works services.

120. General Responsibilities

a. Chief of Naval Operations (CNO). The CNO is responsible for programming and budgeting the resources needed to acquire, operate, maintain and dispose of land and facilities under his command; and for establishing related general policies, responsibilities and procedures and monitoring their execution.

b. Echelon 2 Commanders have primary responsibility for assigned land and facilities.

c. Major Claimants and Sub-Claimants

(1) Issue guidance and instructions as necessary for administration and management of assigned land and facilities.

(2) Maintain a qualified staff for administering land and facilities matters. Utilize technical assistance provided by Commander Naval Facility Engineering Command (COMNAVFACENGCOM).

(3) Provide for adequate training for all personnel within the command whose decisions affect either land and facilities or the resources used to acquire, maintain or dispose of them.

(4) Keep CNO appropriately informed of the adequacy and material condition of assigned land and facilities. Advise CNO of any required resources or actions which are beyond a claimant's own capacity or authority.

c. Commanders, Commanding Officers and Officers in Charge of Shore Activities having plant account custody of land or facilities are responsible to the CNO through their Immediate

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Superior in Command (ISIC) for prudent land and facilities planning, for identifying facility-related resource requirements, for the material condition, safety and appearance of assigned land and facilities, for proper and economic use of assets, and for the efficient and effective application of manpower and funds under their own control. Commanding officers managing a Public Works Department or Center supporting others are responsible for providing the full spectrum of public works support. Activities served by a Public Works Center (PWC) or Public Works Department (PWD) shall take fullest advantages of those services.

d. Area, Regional and Local Coordinators shall, per reference (a), perform one-time, non-continuing resolution of individual, inter-command problems as tasked by the Secretary of the Navy, CNO or an appropriate area coordination authority. Additionally, primary reporting seniors for PWC Commanding Officers, as listed below, will provide military command and coordination control of Public Works Centers in order to carry out responsibilities assigned by this instruction.

PUBLIC WORKS CENTER

PENSCOLA
 NORFOLK
 SUBIC BAY RP
 SAN DIEGO
 GUAM
 SAN FRANCISCO
 YOKOSUKA
 PEARL HARBOR
 GREAT LAKES

PRIMARY REPORTING SENIOR

CNET
 COMNAVBASE NORFOLK
 COMUSFAC SUBIC BAY
 COMNAVBASE SAN DIEGO
 COMNAVBASE GUAM
 COMNAVBASE SAN FRANCISCO
 COMNAVFORJAPAN
 COMNAVBASE PEARL HARBOR
 COMNAVTRACEN GREAT LAKES

e. COMNAVFACENGCOM, is responsible for providing to the Navy command structure technical assistance needed to carry out responsibilities assigned by this instruction. Additionally, provide technical control of PWCs and act as PWC activity group manager under the Navy Industrial Fund. The Military Construction Program (Active and Reserve) shall be executed for the CNO by COMNAVFACENGCOM.

Chapter 2 - LAND AND FACILITIES PLANNING

- Ref: (a) Deputy Chief of Naval Operations (Logistics) 21st Century Shore Support Infrastructure Vision and Strategic Plan of 24 June 1997
(b) OPNAVINST 11010.39, Facilities Planning for Mobilization (NOTAL)
(c) OPNAVINST 5450.171C, Responsibility for Shore Activity Missions, Functions and Tasks, and Organization Instructions (NOTAL)
(d) OPNAVINST 11010.37, Base Loading Projections for Shore Activities Planning and Programming (NOTAL)
(e) DOD Directive 5000.1, of 15 Mar 96, Defense Acquisition (NOTAL)
(f) OPNAVINST 5090.1B, of 1 Nov 94 Environmental and Natural Resources Program Manual
(g) NAVFAC P-78, Navy Facilities Assets Data Base Management System Procedures Manual
(h) NAVFACINST 11010.44E, Shore Facilities Planning Manual

200. Background

a. Shore infrastructure must evolve to satisfy the needs of the naval forces of the 21st century. A main tenet of that evolution is to ensure shore infrastructure is lean and efficient, and in proper balance with force structure. The 21st Century Shore Support Infrastructure Vision and Strategic Plan, reference (a), provides a vision for shore infrastructure and a plan to achieve the vision. It directs our efforts to create a leaner, more effective infrastructure.

b. In order to implement the vision and strategic plan, we must accommodate reduction in feet size and Navy budget through appropriate reduction of infrastructure size and costs. To meet this challenge, the Navy has reengineered its land and facilities planning process to emphasize land and facilities consolidation, demolition of aging facilities, and disposal of property.

c. Policies, responsibilities and procedures described in this chapter relate to peacetime planning only and are identified collectively as the Shore Land and Facilities Planning Process. Facilities planning for mobilization, except as noted here, is accomplished by another process described in reference (b).

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. In the past, Navy land

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and facilities planning focused on developing individual activity master plans. However, the revised planning process recognizes the need to emphasize comprehensive planning at a regional level to realize economies of scale.

b. Regional planning is the process by which comprehensive plans for specific geographic areas are developed. The regional plan facilitates regional commander and Installation Management Claimant (IMC) decisions by identifying land and facility alternatives and recommendations regarding land and facility acquisition, use, maintenance and disposal. Regional plans focus on optimizing resources and opportunities across an entire region, leveraging assets and reducing redundant functions. 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, and no regional complex should do what the surrounding community can do more cost effectively.

c. The following goals shall be pursued to reduce infrastructure cost:

(1) Regionalize or consolidate base operating support (BOS) functions in feet concentration areas (FCA'S) and stand-alone and overseas installations to eliminate redundant or excess billets form activities that perform similar function. Create regional/local pools from which tenant activities can obtain common services less expensively than if they performed those functions in-house.

(2) Continue to reduce operating costs by streamlining operations, determining the right source (including Government and non-Government sources), and eliminating functions no longer required. Ask: "What must the Government own and what can it rent to supply effective shore support?" Choose and act accordingly.

(a) Review installation and tenant functions to identify opportunities to consolidate, realign, or eliminate functions available within the community or no longer required.

(b) Perform functional analyses to ascertain which are inherently governmental versus non-Governmental functions, then perform "make vs. buy" analyses to choose and buy non-governmental functions from the right source. Use outsourcing, privatization, and dual use of facilities.

(c) Determine the optimal process for executing governmental functions by focusing on readiness and most efficient organizations.

(3) Regionalize the base infrastructure for the best service interoperability at the lowest cost. site weapons systems and specialized or unique support infrastructure based on common equipment vice Service considerations (for example, Joint Advanced Strike Technology (JAST)-BASED AIRCRAFT). Default to a lead Service in the case of a Joint weapon system.

(4) Invest in information technology that enables the workforce to perform equal or better service less expensively.

(a) Establish virtual offices through telecommuting.

(b) Develop information management systems for centralized planning capabilities.

(c) Substitute teleconferencing for travel.

(5) Realize savings from workforce cost reduction initiatives.

(a) Reduce consumption of materials and utilities.

(b) Assess the savings from homebasing.

(c) Optimize maintenance required for remaining facilities.

(d) Outsource or "civilian substitute" heartland, stand-alone installations to eliminate the need for QOL support services required by military presence (e.g., galleys, housing, MWR).

(6) Find more cost-effective ways to provide perceived entitlements, benefits, and other QOL services.

(a) Partner with neighboring communities to eliminate duplicate functions inside the fence line.

(b) Privatize, outsource, or civilianize where cost effective.

(c) Empower individuals to obtain entitlements, benefits, and other QOL expectations on their own.

(7) Reduce the proliferation of redundant facilities within FCA's.

(a) Consolidate the streamlined workforce into fewer facilities.

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(b) Perform regional planning for multi-purpose or multi-customer facilities.

(8) Maintain a minimal infrastructure footprint, based on the out-year projection of utilization requirements.

(a) Demolish unneeded, aging facilities that cannot be cost-effectively retrofitted for continued service.

(b) Divest the Service of excess infrastructure and property.

(c) Outlease any under-utilized real property that is judged necessary for mobilization/surge capacity, both to ensure the property is maintained and to generate revenue for the installation.

(9) Establish long-term relationships with the private sector by capitalizing or funding investment programs that are integral to the way we operate our physical plants for the purpose of long-term payback.

(a) Invest in energy conservation programs.

(b) Invest in hazardous materials management programs.

(c) Invest in waste management and recycling programs.

(d) Invest in technology programs that increase efficiency and reduce manning requirements.

(10) Incorporate life cycle cost (LCC) analyses for a future acquisition and facilities.

(a) Develop a means to accurately predict LCC and projected return on investment.

(b) Incorporate an LCC mode into all acquisition/procurement or construction plans to ensure adequate design, construction, training, operation, maintenance, and final disposition support for the design life of the system.

(c) Develop and implement an optimal maintenance program to enable system, structures, and equipment to reach their design life.

(d) Establish a culture that allows the return of a minimum of 2.5 percent of current plant value for maintenance.

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d. All command echelons, particular those retaining primary responsibility for land and facilities management, shall actively participate in the planning process.

e. The comprehensive land and facilities planning process as described in this instruction shall be used to guide decision-making for the acquisition, management, and disposal of land and facilities. It shall provide the framework for the continuous planning and management decisions required to develop shore infrastructure. The process shall identify all land and facilities required to support the mission/function/task directive issued per reference (c); support projected base loadings developed per reference (d); and support system acquisition per reference (e).

220. Specific Planning Requirements

a. All Navy installation requirements shall be included in the plan. A regional plan shall be comprehensive, long-range, and encompass a specific geographic region. The plan shall identify alternatives for optimizing the use of land and facilities, and incorporate strategic CNO and IMC visions through functional consolidations, regionalization, outsourcing, privatization and joint use with other DoD, Federal and governmental entities. Those stand-alone activities not in an FCA shall prepare activity plans using the same planning methodology as if an FCA.

b. All requirements for land and facilities generated by current missions, the projected base loading, future weapon system acquisitions and relevant mobilization plans shall be considered in the plan.

c. All Navy land and facility assets and applicable non-Navy land and facility assets (i.e., other DoD, Federal, State, local and privately owned assets, and other IMC assets) that may influence regional development shall be included in the plan. Condition and capabilities of these assets are to be indicated and considered in the plan.

d. Geo-spatial information from automated information systems containing all necessary planning and mapping information required to support land and facilities planning at the building, activity and regional levels shall be used in the plan.

e. All physical land use planning issues that influence activity development shall be identified, including:

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- (1) Natural constraints (soils, topography, wetlands, etc.).
- (2) Man-made constraints (explosives safety, airfield safety, etc.).
- (3) Governmental/environmental constraints (cultural resources, natural resources, endangered species, archeological and historical resources, zoning, coastal zone management, etc.).
- (4) Off base land use and zoning.
- (5) Development opportunities (positive site amenities such as proximity to transportation network, utilities, etc.).
- (6) Functional relationships (determining appropriate proximity of one function to another).

f. All socioeconomic issues that impact development such as population growth, ability of the local work force to support mission, and capability of community infrastructure to support Navy operations shall be identified in the plan.

g. Decision-makers shall be presented with alternatives that may be used in future decision making. Alternatives shall:

- (1) Maximize utilization of existing facilities through functional consolidations.
- (2) Recommend proposals for the modernization, reuse, repair and demolition of facilities.
- (3) Minimize land use requirements and optimize use of existing land and facilities.
- (4) Optimize business practices, economics and investment strategies using life cycle cost, return on investment, cost of facility ownership, initial rate of return and best value analysis.
- (5) Analyze and develop recommendations for mutual land and facilities use with other DoD, Federal, State and local governments and private entities, and other IMC's as appropriate.
- (6) Recommend a variety of acquisition methods, such as joint use, (the sharing of Navy or non-Navy assets with other services, communities, local, state and federal agencies); outsourcing ("contractor" operates government-owned facilities or their own); privatizing (government relinquishes all interest in

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the venture including real and personal property and buys services); leasing; construction, and other innovative acquisition methods beneficial to the Navy.

h. Utility system requirements to support infrastructure, and facility energy conservation features to achieve reductions in facility energy consumption shall be included.

i. Potential environmental impacts associated with the proposed planning recommendations shall be identified, as well as types of mitigative/protective measures which might be taken per reference (f).

j. CNO-approved Air Installation Compatible Use Zones (AICUZ) updates for each air station shall be included.

k. Information technology shall be used in the development and distribution of planning solutions, which adhere to DON IT-21 strategies. Specifically, incorporate the regional and global sharing of information using commercial off the shelf software and web-based tools as a fundamental element of the planning process. All regional plans shall be prepared using an electronic tool format as recommended by the Commander, Naval Facilities Engineering Command (COMNAVFACENGCOM).

230. Responsibilities

a. CNO. CNO shall provide the vision and goals for Navy infrastructure. In addition, CNO shall:

(1) Ensure the planning process maintains the Navy's strategic direction and sustainability of the shore establishment.

(2) Ensure coordinated development of regional plans with other planning and development initiatives.

(3) Establish related general policies, responsibilities and procedures to support regional planning.

(4) Consolidate and prioritize IMC requirements based on the IMC's and COMNAVFACENGCOM's assessment of payback to the Navy. Assist IMC's in funding those plans with the highest potential for long term savings for the Navy. CNO funding shall be for the analysis of data and development of plans and alternatives that encompass the region as a whole. CNO expects to provide funding by 30 October in the fiscal year in which execution is requested.

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b. IMC. IMC's shall support the CNO vision and goals for shore infrastructure, and shall commission and support comprehensive land and facilities regional planning to perform the following:

(1) Annually, by 30 April, or upon request of CNO, provide regional planning requirements, funding needs, and assessment of the plan's potential payback to the Navy to CNO via COMNAVFACENGCOM. The submission shall include all regional plans required to be performed in the following 3 fiscal years. Prioritize requirements within the IMC by fiscal year and submit for review and consideration for CNO central funding support.

(2) For regional plans selected by CNO for funding support, the IMC shall be responsible for funding the collection and maintenance of data that shall provide the baseline of information for the development of the regional plan. This shall include collection and maintenance of data required by the Navy Facility Assets Data Base (NFADB).

(3) Provide funding resources for establishing regional applications that support the electronic format of the comprehensive regional land and facilities planning process.

(4) Establish land and facilities priorities for the regional commanders and for commanding officers of stand-alone activities.

(5) Ensure that subordinate command participate fully in the land and facilities planning process.

(6) Create a framework for analyzing planning options and preparing recommendations.

(7) Establish regional land and facilities planning strategies, goals, objectives and development guidelines applicable to geographic regions within their area of Responsibilities (AOR).

(8) Issue guidance and instructions as necessary for administration, planning and management of assigned land and facilities.

(9) Coordinate with other DoD, Federal, State and local officials and other IMC's, as appropriate, to ensure integration of regional planning initiatives.

(10) Identify development opportunities, i.e., privatization, outsourcing, disposal, leasing, MCON or other development methods available to support regional planning goals.

(11) Approve regional plans within their AOR.

(12) Ensure land and facilities requirements are reviewed and updated at least every 3 years, or sooner if needed.

(13) Maintain a qualified staff for overseeing land and facilities planning affairs. Coordinate technical issues with COMNAVFACENGCOM.

(14) Document costs and savings associated with each regional plan and provide an annual financial report by 30 November to CNO via COMNAVFACENGCOM showing status of the plan, funds expended, and costs savings achieved or avoided.

c. Regional Commanders / Area Coordinators and Commanding Officers of stand-alone activities

(1) Regional commanders/area coordinators and activity commanding officer's (ACO's) of stand-alone activities shall be responsible for the adequacy of land and facilities as related to readiness, effectiveness and responsiveness. Stand-alone activities shall develop comprehensive regional plans using the same methodology as FCA's. Technical assistance may be obtained through COMNAVFACENGCOM's field divisions.

(2) As the Navy shore infrastructure reductions continue to reduce through installation roll up and regionalization, many planning and real estate functions formerly performed by the installations will become regional commander/area coordinator responsibilities. Regional commanders/area coordinators will:

(a) Coordinate the development of regional plans and associated studies in accordance with the CNO's and IMC's established vision and priorities.

(b) Base land and facilities management actions upon the development guidelines included in the approved regional plans and subsequent management decisions made by the regional commander.

(c) Maintain property records per reference (g).

(d) Maintain current electronic base maps and building floor plans.

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(e) Prepare and submit planning documents per reference(h).

(f) Coordinate with community officials in developing and implementing the selected planning actions.

d. COMNAVFACENGCOM. COMNAVFACENGCOM will serve as the planning advisor to the CNO on the comprehensive regional land and facilities planning program and shall:

(1) Manage the implementation of the comprehensive regional planning program. Review IMC requests for regional planning funds and assessments and provide recommendations to CNO on funding strategy and priorities.

(2) Using input from the IMC annual shore land and facilities planning financial report, provide an assessment to CNO by 15 December detailing the overall state of the shore establishment development, and status of major issues and trends affecting the Navy's mission with respect to land and facilities planning.

(3) Provide implementation policy and guidance for the comprehensive regional land and facilities planning program.

(4) Develop and standardize electronic tools for regional plans.

(5) Serve as advisor and consultant to the CNO, IMC's, regional commanders, area coordinators and commanding officers of stand-alone activities for land and facilities planning.

(6) Produce in-house, or by contract, regional and/or installation plans and associated studies.

(7) Maintain a core technical competency in land and facilities planning.

(8) Provide technical training in comprehensive land and facilities planning.

(9) Provide innovation and application of technology to support the land and facilities planning program.

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CHAPTER 3

PROGRAMMING AND BUDGETING

- Ref: (a) OPNAV 90P-1E (DON Programming Manual) (NOTAL)
(b) OPNAVINST 3501.167A (Shore Base Readiness Report (BASEREP)) (NOTAL)
(c) NAVSO P-1000-7 (NAVCOMPT Manual Vol 7)
(d) OPNAVINST 11010.20E (Facilities Projects Manual) (NOTAL)
(e) OPNAVINST 11010.23E (Management of Real Property Maintenance Activities) (NOTAL)
(f) OPNAVINST 5100.24A (Navy Safety System Program) (NOTAL)

300. Background. Facilities resource programming and budgeting is an integral part of the total Navy Planning, Programming and Budgeting System (PPBS) described in reference (a).

310. Policy

a. Military Construction requirements shall be identified and projects developed through the Shore Activity Land and Facilities Planning Process (described in Chapter 2).

b. Maintenance and repair requirements will be identified primarily through a documented facilities inspection program. Projects will be developed, scheduled and executed per priorities based on considerations of mission, safety and material condition. Emphasis shall be placed on planned maintenance, the prevention of breakdowns, the reduction of chronic deterioration, and the Shore base readiness rating described in reference (b).

c. Maintenance and Repair of Real Property will be funded at a level to protect the capital investment in such property as well as to attain required mission capabilities at the lowest life-cycle cost.

d. Programs and budgets shall not include funds for major alteration or repair of any existing facility which is identified for demolition on a Facilities Requirements Plan/Master Plan.

e. For Navy Industrial Fund (NIF) activities, a capital investment budget is submitted along with the other annual budget requirements. This capital investment budget includes minor construction projects in support of industrial fund operations which are to be financed by NIF resources. Policy guidance, including project limitations, is contained in Section II, Part 4, of reference (c).

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320. Responsibilities. Overall responsibility and procedures for programming and budgeting resources for real property requirements of all appropriations and funds are contained in references (a) and (c). References (d) and (e) contain detailed responsibilities and procedures for programming and budgeting resources for real property construction, alteration, maintenance and repair. Reference (e) details the CNO goals for improving the material condition of the shore establishment and improve the activity's ability to perform its assigned mission. This program is referred to as the Shore Facilities Life Extension Program (Shore FLEP). Reference (d) contains detailed guidance on how to package requirements within statutory requirements and Commanding Officer's approval authority for each category of work. A summation of these responsibilities follows:

a. Chief of Naval Operations (OP-04)

(1) Provide policy and direction on matters of programming and budget preparation.

(2) Formulate, review, approve and support before OSD, OMB and the Congress, the facility construction and maintenance programs.

(3) Annually convene the Shore Facilities Programming Board.

b. Major Claimants

(1) Establish administrative controls within their claimancies and sub-claimancies to ensure that the above-stated policies are carried out.

(2) Program and budget resources for planning and engineering studies required to fully define project requirement, develop specific technical issues, require system safety analysis per reference (f), and other analysis and cost estimates associated with facility construction/major repair project submissions.

(3) Participate in the Shore Facilities Programming Board.

(4) Review and prioritize military construction and non-appropriated fund projects for submission to appropriate funding sponsors.

c. Commanding Officers holding plant account custody of land or facilities shall:

(1) Prepare and submit, per references (d) and (e):

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(a) Project documentation described in NAVFACINST 11010.44D (Shore Facilities Planning Manual) (NOTAL) for all construction/alteration projects of Military Construction scope noted on the CNO-approved Master Plan.

(b) Revisions to the Military Construction Requirements List.

(c) Form NAVFAC 11014/64A, Special Project Request (Interim), for each deficiency of special project scope.

(d) Form NAVFAC 11014/64, Special Project Request, for any special project designated by the major claimant.

(e) Include in annual budget submissions for operating resources Operations and Maintenance (O&M), Research Development Test and Evaluation (RDT&E), Navy Industrial Fund (NIF) real property maintenance and repair, and minor construction requirements within the financing authority of the various appropriations/funds as prescribed by references (c) and (d).

(f) The annual Shore Base Readiness Report, reference (b).

d. COMNAVFACENGCOM

(1) Annually, by 1 August, provide the CNO an analysis and recommendation of the correct annual military construction investment required Navy-wide to systematically replace or modernize obsolete, uneconomical facilities needed to support current missions. This requirement shall represent the investment floor below which the Navy's shore base support structure would experience a loss of mission capability.

(2) Provide commanding officers technical advice and guidance related to the development, preparation, and submission of project documentation, forms, and data listed in paragraph c.

(3) Conduct project review of all maintenance and repair, equipment installation, and combination projects over \$200K and minor construction projects over \$100,000. Conduct project review of projects under \$200K at the request of the major claimant. Provide certification that any project reviewed is technically valid and complies with the Activity Master Plan and Capital Improvements Plan.

(4) Review and process forms and reports submitted by commanding officers as described in paragraph c per references (c) and (d).

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CHAPTER 4

MATERIAL CONDITION, SAFETY AND APPEARANCE

- Ref: (a) OPNAVINST 11010.34B (Instructions for preparation and submission of the Type "A" Annual Inspection Summary and Narrative Assessment (NOTAL))
- (b) OPNAVINST 3501.167A (Shore Base Readiness Report (BASEREP)) (NOTAL)
- (c) OPNAVINST 11010.23D (Management of Real Property Maintenance Activities) (NOTAL)

400. Background. Deterioration of many shore facilities well in advance of that which should result from proper maintenance stewardship, is the outcome of too frequently deferring corrective action to avoid its expense. Over an extended period, this practice has produced at many shore activities serious structural, mechanical and electrical deficiencies, as well as an undesirable outward appearance, and these conditions reduce mission accomplishment and/or performance.

410. Policy

a. Command shall recognize the negative impact deferred maintenance has on the ability to perform mission and shall allocate and use resources accordingly. Command shall also ensure that resources are used in a cost-effective and productive manner through judicious fiscal planning at all command levels as well as application of planned maintenance and inspection programs at the activity level.

b. Appearance and safety of grounds and facilities significantly influences the morale and productivity of naval personnel and civilian employees and the image of the Navy projected to the American people. Good appearance and a safe and healthful environment shall be achieved primarily as a by-product of prudent maintenance. A balance is needed so that base appearance is not improved at the expense of structural, mechanical and electrical integrity, or vice versa.

c. All minor construction and alteration requests shall be carefully screened for essentiality in order to focus manpower and funds on maintenance and repair work. It is the Navy policy to limit minor construction expenditure to 10 percent or less of Maintenance of Real Property (MRP). However, it is recognized that security, safety or mission requirements could occasionally require abnormally high expenditures. Unusual construction requirements should be identified in the budget process. Construction expenditures exceeding 10 percent or a higher amount if assigned in the budget authorization process, shall not be executed without prior approval of CNO, OP-44.

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420. Responsibilities

a. Chief of Naval Operations (OP-04)

(1) Monitor the overall condition, readiness, safety and appearance of Navy land and shore facilities.

(2) Improve management systems in order to improve resource effectiveness in maintaining land and facilities.

b. Major Claimants/Sub-Claimants

(1) Annually advise the CNO on the material condition of assigned shore facilities. Procedures are established in reference (a). Immediately advise the CNO of any emergent facility condition which cannot be corrected before mission capability is degraded.

(2) Annually provide CNO with an assessment of shore activity readiness as defined in reference (b).

(3) Establish fiscal and administrative controls to:

(a) Allocate resources for shore activity operation and maintenance to sub-claimants and activities per the same balance of requirements programmed and budgeted for, and as approved or emphasized by CNO in reference (c). Communicate the rationale for these actions to subordinate commands.

(b) Restrict the use of special project funds as a hedge against execution uncertainties in other accounts.

(c) Establish targets and appraise progress toward controlling expenditures for minor construction and alterations.

(d) Stabilize activity-level maintenance planning by early allocation of maximum practicable funding and not permitting activity level maintenance and repair funds to be used as a hedge against execution uncertainties in other accounts.

(e) Ensure that only the minimum necessary maintenance funds are used to support facilities already declared "excess" as defined under Section 510 of this instruction.

(4) Establish targets and appraise annual progress of individual activities toward the incorporation of Engineered Performance Standards (EPS) into local work planning and estimating procedures for maintenance and repair. The CNO goal is to attain and maintain 75 percent EPS use and 100 percent review of job order performance variances exceeding ± 10 percent of estimates.

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(5) Ensure cost-effective resource expenditures by establishing a special projects scheduling procedure which:

(a) Places priority on projects classified as critical on the Annual Inspection Summary (AIS).

(b) Identifies candidate special projects at least twelve months in advance of planned construction start so that design programs can proceed on an orderly basis.

(c) Identifies projects which can be funded if additional funds become available.

(6) Conduct continuing review of land and facility management practices at subordinate shore activities. At least once every three years, schedule and arrange for a Facilities Evaluation and Assistance Team (FEAT) from the NAVFACENCOM EFD designated to support the claimant to visit each activity owning class 2 plant account and/or expending a minimum of \$500,000 MRP funds annually. Initiate corrective action where deficiencies are evident as a result of continuing review or FEAT visits. FEAT visits are not audits or inspector general evaluations. They are conducted to assist the activity and claimant in expediting command facilities and lead management responsibilities.

c. Commanding Officers having plant account custody of land or facilities shall:

(1) Annually advise the major claimant or sub-claimant on the material condition of assigned facilities and any mission degradation resulting from major deficiencies. Procedures are established in reference (a). Ensure that any facility condition appreciably degrading mission capability is reflected on the Annual Inspection Summary and/or Facilities Requirements Plan element of the Activity Master Plan as appropriate. Insure the CNO goals for shore activity improvement as identified in reference (c) are considered in activity execution plans. Immediately advise the ISIC of any emergent facility condition which cannot be corrected before mission capability suffers.

(2) Annually report to the ISIC the shore activity readiness to perform its assigned mission.

(3) Establish fiscal and administrative controls to:

(a) Stabilize work planning for activity-level maintenance and repair by commitment early in the fiscal year of maximum practicable maintenance and repair funding.

(b) Limit minor construction and alteration expenditures to targets established by ISIC. Ensure that planning,

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design and execution of minor construction/alterations work is not accomplished at the expense of critical maintenance and repair work.

(c) Reduce the level of maintenance to facilities indicated in the Activities Master Plan for demolition, renovation, replacement or any classification other than full use. Standards of reduced maintenance shall be based on the planned remaining use of the facility, as well as safety considerations.

(4) Determine facility deficiencies primarily through an effective shore facilities inspection system. Achieve full adherence to inspection schedules. Inspection-generated work shall constitute a substantial portion of the total work performed at the activity in any given year. Targets shall be established and progress appraised.

(5) Ensure cost-effective resource expenditures by:

(a) Preparing and using an annual maintenance plan as specified in NAVFAC MO-322 (Inspection of Shore Facilities) (NOTAL). This shall be done regardless of fund source from which work will be accomplished and regardless of who will perform the work. Provision shall be made to continually validate and prioritize the work according to mission, safety, health and material condition considerations.

(b) Installing and using a planned maintenance management system for facilities as specified in NAVFAC MO-321 (Maintenance Management of Shore Facilities) (NOTAL). Engineered Performance Standards (EPS), as provided in the NAVFAC P-700 (NOTAL) series manuals, shall be incorporated into work planning and estimating procedures.

(c) Encouraging and supporting the use of automated data systems, such as the Base Engineering Support, Technical (BEST) systems in facilities maintenance management.

(d) Organizing and staffing assigned public works functions to effectively manage work requirements whether accomplished by in-house or contract. Standard organizational patterns are described in NAVFAC P-318 (Organization and Functions of Public Works Department) (NOTAL). Consult with the NAVFACENGCOM Engineering Field Divisions (EFDs) to assist in tailoring organizations to meet specific functions and task assignments.

(e) Using the procedures and standards for facility operation and maintenance published by the COMNAVFACENGCOM.

(6) Assist the FEAT to conduct claimant-sponsored review of activity land and facility maintenance practices.

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d. COMNAVFACENGCOM

(1) Publish and distribute current and coordinated shore facility maintenance and operations manuals and standards which describe in detail the procedures for identifying and prioritizing facility material deficiencies; for planning work to satisfy requirements and correct deficiencies; and for efficiently executing the resultant maintenance and repair actions.

(2) Develop and maintain effective specialized inspection procedures, certification procedures, and EPSs.

(3) Provide inspection services to activities served by Public Works Centers.

(4) Provide technical advice and guidance to CNO, major claimants, sub-claimants and activity commanding officers in planning, executing and appraising the effectiveness of facility maintenance programs, and condition assessment and support during the planning programming and budgeting process. Conduct FEAT reviews of activity facilities management practices, scheduled as requested by major claimants. A FEAT visit should appraise effectiveness and efficiency of public works organization, facility condition, administration, management systems, and MRP resources support, as well as perform on-site review of the activity's special projects program.

(5) Provide centralized technical assistance to major claimants in areas of facilities and utilities maintenance and operations, and identification of resource requirements to enable major claimants to better execute their responsibilities for facilities management.

(6) Develop, maintain and distribute software packages for user-oriented automated data support for use by Public Works Departments throughout the Navy.

(7) Provide technical training courses for Facilities Management Engineering Directors, inspectors, planners, estimators, and facility support contract surveillance personnel (quality assurance evaluators).

(8) Ensure that aesthetic, maintenance cost and systems safety considerations are properly supported in Military Construction (MILCON) project budgets and designs.

(9) Prepare, maintain and distribute facilities maintenance manuals and criteria for all real property facilities categories.

(10) Prepare, test, maintain and distribute guide Per-

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formance Work Statements (PWSs) for all Facility Support Contract (FSC) functions.

Enclosure (1)

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CHAPTER 5

UTILIZATION AND DISPOSAL

Ref: (a) OPNAVINST 11011.10E (Utilization of Navy Land) (NOTAL)

500. Background

a. The very existence of Navy-controlled land and facilities generates ownership costs which must be paid regardless of the degree to which the land or facility is used productively. Utility services, security, fire protection, trash removal and maintenance expenses accrue whether the land or facilities are under-used or over-used. The Navy can ill-afford to pay these costs if land and facilities do not support mission requirements or if those requirements could be satisfied with less land and facilities through better space use.

b. Proper space allocation contributes to mission effectiveness, minimizes operation and maintenance costs and improves material condition, safety and appearance. Conversely, assignment of facilities for the exclusive use of individual, non-operational tenants and failure to properly administer surplus facilities causes an unacceptable drain on operating and maintenance funds.

510. Definitions

a. Facility Surplus: An in-place facility which exceeds an activity's "allowance" for that particular type of facility. For example, an activity having three unaccompanied personnel housing units when only two are allowed by the Activity Master Plan, has one "surplus". Surplus facilities have to be either converted, or declared "excess" and reassigned, transferred or disposed.

b. Convert: To change a facility's function (e.g. to convert an unaccompanied personnel housing unit into an administration building).

c. Excess: A term which connotes a facility which can no longer be justified as allowance, even if converted.

d. Reassign: To change ownership of land or facility from one Department of the Navy command to another (e.g. to reassign an unaccompanied personnel housing unit from NAS Meridian to NTTC Meridian).

e. Transfer: To change ownership from the Department of the Navy to another DOD department or to the Coast Guard.

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f. Disposal: To divest the Department of the Navy of land or facility ownership through one of the following means:

(1) Demolish: Take down and remove.

(2) Abandon: Remove from inventory.

(3) Convey: Ownership to another federal department or agency (other than DOD or Coast Guard).

(4) Sell, convey or donate: To a private firm or non-federal public agency or government.

520. Policy

a. Operations of a shore activity shall be concentrated in the minimum number of facilities so as to economize on operation and maintenance costs. Follow NAVFAC P-80 (Facility Planning Criteria for Navy and Marine Corps Shore Installations) (NOTAL) to determine standard space entitlements and initiate consolidation whenever an occupant is using more than entitled space. The decision regarding which facilities to use, convert or declare excess shall be consistent with the Utilities System Assessment and Activity Master Plan.

b. Facilities not absolutely and clearly required to support assigned mission/function/task directives, projected base loading, new system acquisition, or mobilization plans shall be declared excess. Command shall discourage retaining buildings for the sole use of individual non-operational interest groups. Such groups shall be accommodated to the maximum extent possible by sharing community space on a scheduled basis.

c. The retention of any facility approved for disposal on an activity's Utilities System Assessment or Master Plan, shall not be permitted without the concurrence of CNO.

d. A facility for which a determination has been made for disposal in the CNO-approved Utilities System Assessment or Master Plan, shall be vacated at the earliest practicable date. Interim use of any facility slated for disposal will not be permitted without specific approval of the major claimant.

e. Vacant facilities, except those identified for demolition or for abandonment, shall be preserved and maintained per NAVFACINST MO-300 (Inactivation, Caretaker Maintenance and Reactivation of Shore Facilities) (NOTAL).

f. Land holdings shall be limited to the minimum required to support mission and approved mobilization requirements.

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g. Reassignments of land and facilities contributing to fragmentation of existing parcels of land shall be avoided.

530. Responsibilities

a. Chief of Naval Operations (OP-04)

(1) Review, on a case by case basis, all requests for retention of excess facilities identified for disposal on Activity Master Plans.

(2) Provide official Executive Agency point of contact with General Service Administration (GSA) and adjudicate differences between Navy and GSA in land and facility use matters.

b. Major Claimants

(1) Ensure that activities are taking appropriate action on facilities identified for conversion, reassignment, transfer or disposal in the Master Plan.

(2) Approve reassignments of real property in accordance with the policies of this instruction and other procedures outlined in NAVFACINST 11010.44D (Shore Facilities Planning Manual) (NOTAL). In cases where two claimants are involved and agreement cannot be reached between the claimants, the case shall be referred to CNO for resolution.

c. Commanding Officers having plant account custody of land and facilities shall:

(1) Establish and monitor local procedures to implement above policies.

(2) Initiate and manage actions to convert, reassign, transfer or dispose of land or facilities identified as surplus on the Utilities System Assessment or Master Plan.

(3) Conduct an annual review of land and facilities use per reference (a).

(4) Initiate and manage actions per NAVFAC P-73 (Real Estate Procedural Manual) (NOTAL) to report excess facilities which cannot be locally converted.

(a) In cases where reassignment of excess land or facilities is required by the CNO-approved Activity Master Plan, initiate requests for reassignment per NAVFACINST 11010.44D (NOTAL). If a land survey is required, the gaining activity shall normally be responsible for funding the survey.

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d. COMNAVFACENGCOM

(1) Per NAVFAC P-73 (Real Estate Procedural Manual) (NOTAL), assist commands in processing the transfer or disposal of excess land and facilities which the activity's commanding officer and major claimant do not wish to convert or reassign.

Enclosure (1)

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CHAPTER 6

PUBLIC WORKS SUPPORT

600. Background

a. The provision of total public works support is a combination of planning, resource management and the execution of the work requirements. Frequently several organizational components execute a portion of these responsibilities independently. Over the years the Navy has established Public Works Departments (PWDs), Public Works Lead Activities (PWLAs), Public Works Centers (PWCs), Staff Civil Engineer (SCE) Offices, and administrative components to handle all or portions of these responsibilities. Frequently the component providing the public works support is in a different command chain than the component receiving the support. The success of this function has largely been dependent on the interest of the command with the responsibilities to assure that the function is being executed in the best interests of the Navy. All of the contributing organizational components (PWDs, PWLAs, PWCs, SCEs) contribute to how well the public works function is managed.

b. The basic philosophy of the Navy is that there should only be one public works component providing public works services for a complex or geographic area. The commanding officer of the naval shore activity providing those services is also responsible for assisting the commands supported in facility planning, engineering consultations, workload identifications and condition assessment. All PWCs and virtually all PWDs provide support to customer activities, although some activities, because of the size of the effort, have been officially designated in the past as PWLAs. To recognize that virtually all PWDs support customers, the designation PWLA will no longer be used.

c. While the activity will receive public works support from a PWD or PWC, in the final analysis, the commanding officer under the guidance of the major claimant is responsible for resource and facilities management and must commit the appropriate level of funding to the function. For example, the commanding officer must provide condition and readiness assessment to the major claimant. The information the commanding officer uses will come from the public works component providing the support. Without appropriate staffing at both ends of the process, a breakdown of the management process occurs resulting in poor public works support and inadequate facilities condition.

610. Policy

a. Holders of real property or commands receiving

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resources for the operation, maintenance, repair, and minor construction of real property and public works operation must properly staff and manage these functions.

b. Activities providing support to tenant activities shall organize and staff to provide the full range of public works support and services, facilities engineering, and maintenance management support required to support the customers real property management responsibilities.

c. SCEs shall be assigned to shore activities without Public Works Officers in instances where full-time efforts of a CEC officer in facilities management are necessary due to the volume, variety and complexity of Public Works functions and responsibilities. If assignment of a SCE is not warranted, the PWC or PWD will staff to provide an officer or civilian engineer/technician as an Activity Civil Engineer (ACE) or liaison officer to assist, on a part time basis, in the performance of the facilities management functions and coordinating Public Works support to the tenant activities.

d. The services provided by the Public Works component to the customers, with assistance and oversight by NAVFAC and its EFDs are as follows:

- (1) Facilities Maintenance Operations.
- (2) Transportation Support.
- (3) Utility Services.
- (4) Family Housing Services.
- (5) Facility Planning.
- (6) Engineering and Design.
- (7) Facilities Management Support including continuous inspection, job planning and estimating, and status information.
- (8) Contract Administration Management and Inspection of Facilities Support Contracts (FSCs).

e. Plant account holders are responsible for funding all work performed on their plant and for all direct services such as janitorial and utilities provided to the plant. This responsibility includes services such as quality assurance for facility support contract services.

f. For Operations Maintenance and Navy (OM&N) Public Works components, overhead functions are budgeted and funded centrally and supported activities are

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not charged for these functions. For NIF activities, overhead functions are included in the NIF overhead rate and charged according to the rate structure approved.

g. For tenants not owning the plant, funding responsibilities will be delineated in the terms of the Intra-Service Support Agreement (ISSA) consummated with the host command.

h. ISSAs should be consummated using the philosophy detailed in this instruction. The ISSA will be signed by the Commanding Officers of the activities involved.

i. The establishment of priorities for services provided by the public works component shall be a function of the commanding officer of the activity providing the service. Maximum input concerning priorities should be received from the supported activity. Differences of opinion on the priority of service should be referred to the next higher level in the chain of command.

j. Naval activities not owning a public works component should not establish either a component performing public works functions or a Public Works Department without CNO approval. This does not preclude an existing Public Works Department or Center from establishing an area shop to support an activity.

620. General Responsibilities

a. Chief of Naval Operations (OP-04). The CNO is responsible for programming and budgeting the resources required to manage the public works function to assure the public works components are adequately funded and staffed to support customers and to provide guidance to the shore establishment concerning execution of these responsibilities.

b. Major Claimants and Sub-Claimants

(1) Issue guidance and instructions supporting adequate public works service to customers.

(2) Budget and fund the responsibilities inherent in the concept of only having one public works component in a geographic area.

(3) Evaluate the effectiveness of the support provided or received during command inspections.

c. Commanders, Commanding Officers, and Officers in Charge of Shore Activities

(1) Evaluate the effectiveness and level of resources

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assigned to public works management and surface issues to the major claimant where deficiencies hinder public works support for customers or real property management.

(2) Prepare ISSAs for customers or tenants not now covered or evaluate existing ISSAs to determine if the intent of this instruction is being fulfilled by the existing ISSA.

Enclosure (1)

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