



Federal Planning Trends and Installation Planning

Friday October 16, 2026

APA Federal Planning Division

Agenda

Introduction

Federal Master Planning

Military Master Planning

Guidance and Regulations

Collaboration: State, Regional, Local

Considerations and Trends

Case Study

Q/A's

Federal Planning Trends and Installation Planning

October 16, 2026 | 1:00 - 2:30 PM ET

CM #TBA

Guest Host: APA Federal Planning Division

The session will include federal planning speakers discussing topics such as the history of federal planning, military installation planning guidance, and federal trends. The Federal Planning Division aims to increase federal planning visibility among the broader American Planning Association membership. The Federal Planning Division is a community of professionals dedicated to supporting comprehensive planning and land management policies, techniques, and procedures for federal properties located within the United States and overseas.

CM 1.5

Speakers



Shenita McConis, PE, PMP, AICP



Ricqui Brager, AICP



Heather Mendenall, AICP, CCF



Jill A. Schreifer, FAICP, PMP

Who is in the audience?

- How many people are federal planners?
- What agencies do you represent?
- Where is the most interesting place you have traveled for work?

Please add questions you have to the chat throughout the presentation!

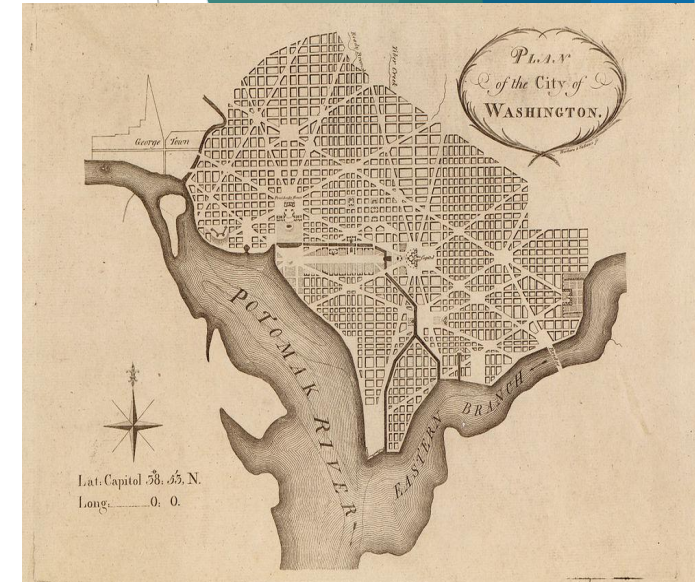
Federal Master Planning

Jill A. Schreifer, FAICP, PMP



History of Federal Planning

- Early military planning driven by fortification and garrison siting, not comprehensive land use
- 1791: L'Enfant Plan for Washington, DC
- 1902: McMillan Commission revives and extends the L'Enfant vision; establishes precedent for federal design review
- 1910: Commission of Fine Arts created – institutionalizes aesthetic oversight of federal development
- New Deal era brings federal planning to scale: TVA, PWA, WPA
- 1966: National Historic Preservation Act – Section 106 review becomes a planning constraint
- 1969/1970: NEPA – environmental analysis becomes integral to federal development decisions
- 1970s energy crisis introduces efficiency and utility planning considerations
- Planning shifts from "where to build" toward "what must be evaluated before building"



What is Federal Planning?

- No single government-wide standard
- "Master Planning" means two different things federally:
portfolio-level asset management planning and
site/installation-level physical planning
- ~**24 agencies** carry a formal planning mandate under EO 13327 (2004)
 - Requires a designated Senior Real Property Officer to develop and implement an agency asset management planning process
 - Must meet Federal Real Property Council requirements

Who are the “federal planners”?

- Nine agencies hold 93% of the government’s owned and leased space:
 - Department of War (DOW)
 - Department of Veterans Affairs (VA)
 - Department of Energy (DOE)
 - Department of Homeland Security (DHS)
 - Department of the Interior (DOI)
 - Department of State
 - General Services Administration (GSA)
 - National Aeronautics and Space Administration (NASA)
 - United States Postal Service (USPS)
- Multiple federal agencies manage significant landholdings:
 - Bureau of Land Management: 245 million acres (size of Egypt)
 - USDA/Forest Service: 193 million acres (an area larger than Texas)
 - National Park Service: 85 million acres (size of Finland)

DoW stands alone

- Size: 2.2B sq ft across 600K facilities on 27.2M acres across 5K sites
- Scale of stewardship: \$181B deferred maintenance backlog
- Portfolio replacement value: \$2.2T
- Only department operating under a unified, multi-service master planning criteria document (UFC 2-100-01), covering all Army, Navy, Air Force, and Marine Corps permanent installations and reserve component locations
- USACE - world's largest public engineering, design, and construction management agency
 - 37,000 personnel delivering engineering services in 90+ countries

Plan Requirements

- Under the authority of DoDI 4165.70, *Real Property Management*; all major military installations are required to have a Master Plan under 10 U.S.C. 2864
 - Base Realignment and Closure (BRAC) rounds (1988, 1991, 1993, 1995, 2005) force portfolio-wide rethinking of installation footprints
 - Service-specific guidance matures with an emphasis on real property accountability, facility utilization, and disposal
 - Planning increasingly tied to programming and budget justification
- Recent regulatory changes add Installation Climate Resilience Plan (ICRP) requirements
 - Aims include improved installation efficiency, safety, resilience, and mission sustainability
- Planning framed as a stakeholder-driven process evaluating present and future physical and operational development
- APA formally recognized FPD as a division in 1986

Military Master Planning and Municipal Planning

Shenita McConis, PE, PMP, AICP



GOVERNANCE & LEGAL FOUNDATIONS

Statutory & Policy Framework Comparison

Planning Domain	Municipal Planning	Federal / DoD Master Planning
Primary Authority	State Planning Enabling Acts (SCPEA / SZEAs) & Home Rule Charters	10 U.S.C. § 2864 (Mandatory IMPs) & Sovereign Federal Enclave Authority
Guidance & Criteria	Local Land Development Codes, Zoning Bylaws, & Subdivision Rules	UFS 2-100-01, DoDI 4165.70, & Service Component Instructions
Core Mission	Public health, safety, general welfare, and local tax base optimization	National defense, force projection, mission readiness, & resilience
Regulatory Scope	Police power regulation over private real property within city limits	Direct federal asset management & 10 U.S.C. § 2684a REPI off-post partnerships

Core Products & Documents Comparison

Municipal Products

Comprehensive Plan

20-year community vision, policy goals, and land-use maps.

Subarea & Specific Plans

Targeted corridor, downtown, or neighborhood plans.

Zoning Code & Design Standards

Enforceable development standards and usage controls.

Capital Improvement Program (CIP)

5 to 10-year municipal infrastructure budget pipeline.

DoD Master Planning Products

Vision Plan

Vision statement, goals and objectives, and framework (UFS 2-100-01).

Installation Development Plan (IDP) and Area Development Plans (ADPs)

Form-based planning for installation and districts. Includes detailed constraints and opportunities maps, Regulating Plans, Illustrative Plans, Implementation Plans, capacity analysis, and supporting sketches and renderings.

Installation Planning Standards (IPS)

Form-based codes governing architectural unity and streetscapes.

Installation Development Program

The overall strategy for using and investing in real property.

Plan Summary (Digest)

An executive summary of each the above planning products as a separate document.

Function Annexes

The Functional Annexes include stand-alone planning products that support the master planning process, including, but not limited to, Installation Energy Plans (IEP), MIRC's, and Area Development Execution Plans (ADEP).

Baseline Assessment & Scenario Planning

PHASE 01

Baseline Data Collection

MUNICIPAL

Demographic trends, tax assessment records, housing demand, and traffic counts.

DOD / MILITARY

Real property audits, facility requirement tabulations (TABs), and operational footprints.

PHASE 02

Scenario & Capacity Analysis

MUNICIPAL

Urban growth boundaries, infill density options, and fiscal revenue projections.

DOD / MILITARY

Stationing changes, mission growth capacity, and Cantonment Growth Boundaries.

Statutory Review & Capital Execution

PHASE 03

Environmental & Stakeholder Review

MUNICIPAL

State environmental acts (CEQA/SEPA), planning commission public hearings.

DOD / MILITARY

NEPA EA/EIS reviews, NHPA Sec 106, and 10 U.S.C. § 2864(a)(3) community consultations.

PHASE 04

Capital Programming & Funding

MUNICIPAL

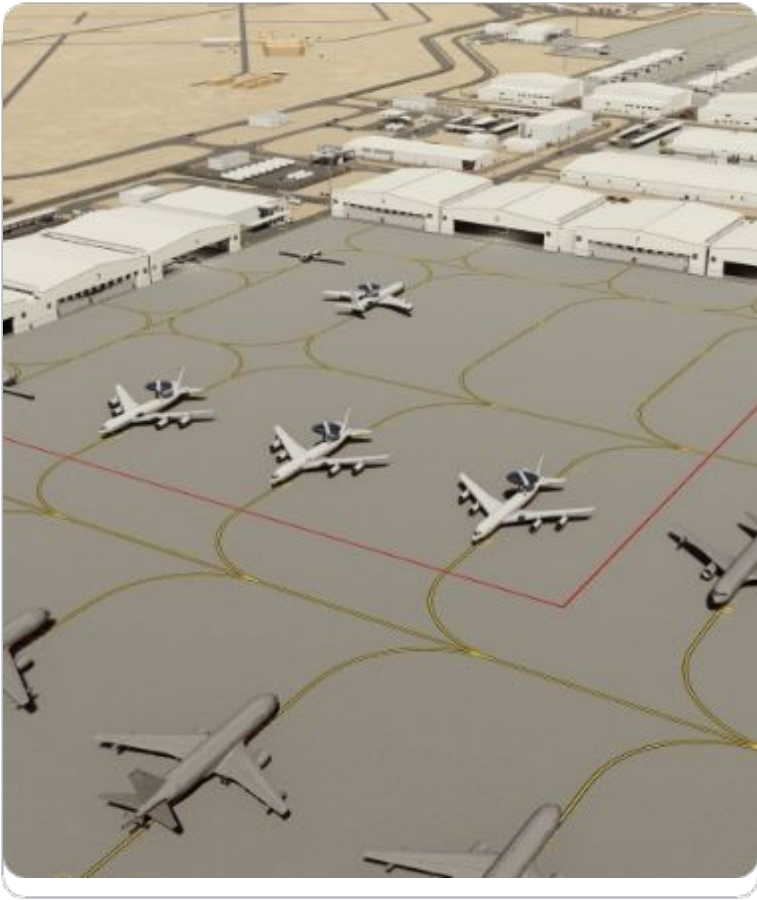
Municipal bond issues, property taxes, impact fees, and federal/state grants.

DOD / MILITARY

Congressional MILCON appropriations, FYDP submission, and SRM facility budgets.

OPERATIONAL IMPERATIVES

Unique DoD Master Planning Factors



Airfield AICUZ & Clear Zones

Accident Potential Zones (APZs) and Noise Contours restricting building heights and uses.



Munitions & ESQD Arcs

Explosive Safety Quantity Distance arcs establishing strict non-occupancy buffer zones.



AT/FP Standoffs (UFC 4-010-01)

Mandated perimeter standoff buffers, building hardening, and Access Control Points (ACPs).



REPI (10 U.S.C. § 2684a)

Off-post buffer partnerships preserving civilian land compatibility around training ranges.

Criteria and Policy Changes

BLUF: The current administration has has a significant impact via policies.

1. Reduction of Force and Funding
2. New authorities from NDAA
 - **Explicit Progressive Design-Build (PDB) & Accelerated Delivery Authority**
 - **Expanded Multi-Year Contracting Authority**
 - **Mandated 20-Year Installation Infrastructure Improvement Plans**
 - **Expansion of the Defense Community Infrastructure Program (DCIP)**
 - **Enhanced Water Security and Installation Resilience Mandates**
3. Unified Facilities Criteria - A complete overhaul of the program
4. New Department of War Instruction (DOWI) 4165.EH (pending)

STRATEGIC CONCLUSION

Shared Planning Disciplines, Distinct Mission Imperatives

While both disciplines employ form-based standards and spatial analysis, military master planning directly sustains operational readiness and force protection.

KEY REFERENCE

UFS 2-100-01 Master Planning

ENCROACHMENT AUTHORITY

10 U.S.C. § 2684a REPI Program

Collaborating with Communities

Heather Mendenall, AICP



OSD Office of Local Defense Community Collaboration



U.S. Department of War
Office of Local Defense
Community Cooperation

- OLDCC is a unique OSD function that focuses on the priorities of the National Defense Strategy by supporting defense missions through technical and financial assistance to states, counties, municipalities, regions, and other communities.
- Primary statutory authority and authorization from 10 U.S.C. § 2391, which allows the Department of Defense (DoD) to provide technical and financial assistance, grants, and planning support to state and local governments, tribal nations, and regional organizations.



Community Noise
Mitigation Program



Defense Community
Infrastructure Program



Defense Manufacturing
Community Support
Program



Installation Readiness



Mission Realignment



Public Schools on
Military Installations

Installation Readiness Awards FY21-FY24



Index

East Central Florida Region:

- Cape Canaveral SFS
- NSA Orlando
- Patrick SFB

Hampton Roads Region:

- JEB Little Creek-Fort Story
- NAS Oceana
- NSA Hampton Roads
- NS Norfolk

North East Florida Region:

- Blount Island MCSF
- Camp Blanding JTC
- NAS Jacksonville
- NS Mayport

Pinall County:

- Florence Military Res.
- Picacho Peak Airfield Annex
- Rittenhouse Training Site
- Silver Bell Army Heliport

Portsmouth Region:

- NMC Portsmouth
- Norfolk NSY



**Office of Local Defense
Community Cooperation**

DoW Partnership Program

Communities and installations face similar challenges and are inextricably linked by common objectives and risks.

Program Goal: Establish partnerships that leverage unique capabilities and identify innovative solutions that can enhance resilience, reduce costs, and improve the lives of military members, their families, and community members.



Military Family Education



Base Supplies & Service



Morale, Welfare, & Recreation Activities



Mutual Training



STEM Training



Transition Assistance



Emergency Response



Small Arms Range



US Air Force Academy and City of Colorado Springs Watershed IGSA:

The City provides in-house design, project management, and contracting mechanisms to stabilize 4,300 feet of the Black Squirrel Creek channel mitigating the impact of stormwater runoff, restoring habitat for threatened species, and increasing downstream water quality and recreational benefit from the improvements in the watershed and a partner to join in grant applications

DoW Partnership Program

DAF Highlights

KEY PARTNERSHIP TERMS

Public-Public: Leverage public resources and capabilities to deliver infrastructure and services to enhance the military mission

Public-Private: Identify third-party initiatives to leverage the value of underutilized installation property, facilities, infrastructure

Quality of Life: Increase safe, affordable housing, childcare, education, spousal employment

Intergovernmental Support Agreement (IGSA): Legal instrument between DAF & State, Local, Tribal governments to share services such as maintenance or resources (10 USC § 2679)

PROGRAM METRICS

685 partnership agreements executed

\$222 million total financial benefit

39 executed IGSAs

\$21.5 million financial benefit from IGSAs



Fairchild AFB and Spokane County: IGSA for joint utilization of a newly constructed indoor range facility, fully owned by the county, and both Fairchild AFB and the Sheriff's Office will receive access for training

The DAF and Texas Dept of Transportation (TxDOT): Blanket IGSA for TxDOT transportation system maintenance and repair services

DoW Encroachment Risk Management

The DoW must preserve mission capabilities of installations, airspaces, and ranges. By identifying and assessing risk to mission, the DoW can develop actions to reduce vulnerabilities from encroachment.

The primary objective is to preserve and protect military readiness across the entire DAF training and testing enterprise, including airspaces, ranges, missile fields, and community assets that directly support missions (e.g. community airports, small arms ranges, water/power sources, etc.).

Encroachment Considerations and Tools:

State-level Legislation: Installation leaders work together with governors' offices, Military Affairs Committees, and other local government entities

Readiness and Environmental Protection Integration (REPI) Program: The DoD REPI program combats encroachment that can impact military training, testing, and operations

Sentinel Landscapes: Coalition of federal agencies, state and local governments, and private organizations that work with willing landowners and land managers to advance sustainable land use practices, landscape conservation, and resiliency around military installations and ranges.

Association of Defense Communities



- Founded in 1976 to assist communities impacted by BRAC
- “Defense communities are the towns, cities, counties, regions and states that serve as home to our nation’s military missions, installations and industrial partners”
- Board of Directors primarily community members
- National Summit, Installation Innovation Forum, Regional Events
- Forums where communities and DoW connect, learn, and share
- Assist communities with redevelopment, connections to resources such as OLDCC, DCIP, REPI, and Sentinel Landscapes
- Large focus on military spouses and families and collaboration on shared community needs and resources



Considerations and Trends

Ricqui Brager, AICP



Public Engagement & Historic Preservation

- Coordination with neighboring communities
 - Existing Land Use Agreements or Easements
 - Consultations with Tribal Partners
 - Other Federal Agencies
 - Who is your target audience?
- State Historic Preservation Officer (SHPO)
 - On military installations the SHPO provides guidance on existing and new facilities. This includes identifying, evaluating, and protecting historic and archaeological resources, facilities, and areas
 - Section 106 National Historic Preservation Act (NHPA)
 - National Register of Historic Places
- Construction and Renovations
 - Funding mechanisms (the color of money)

CONUS vs OCONUS

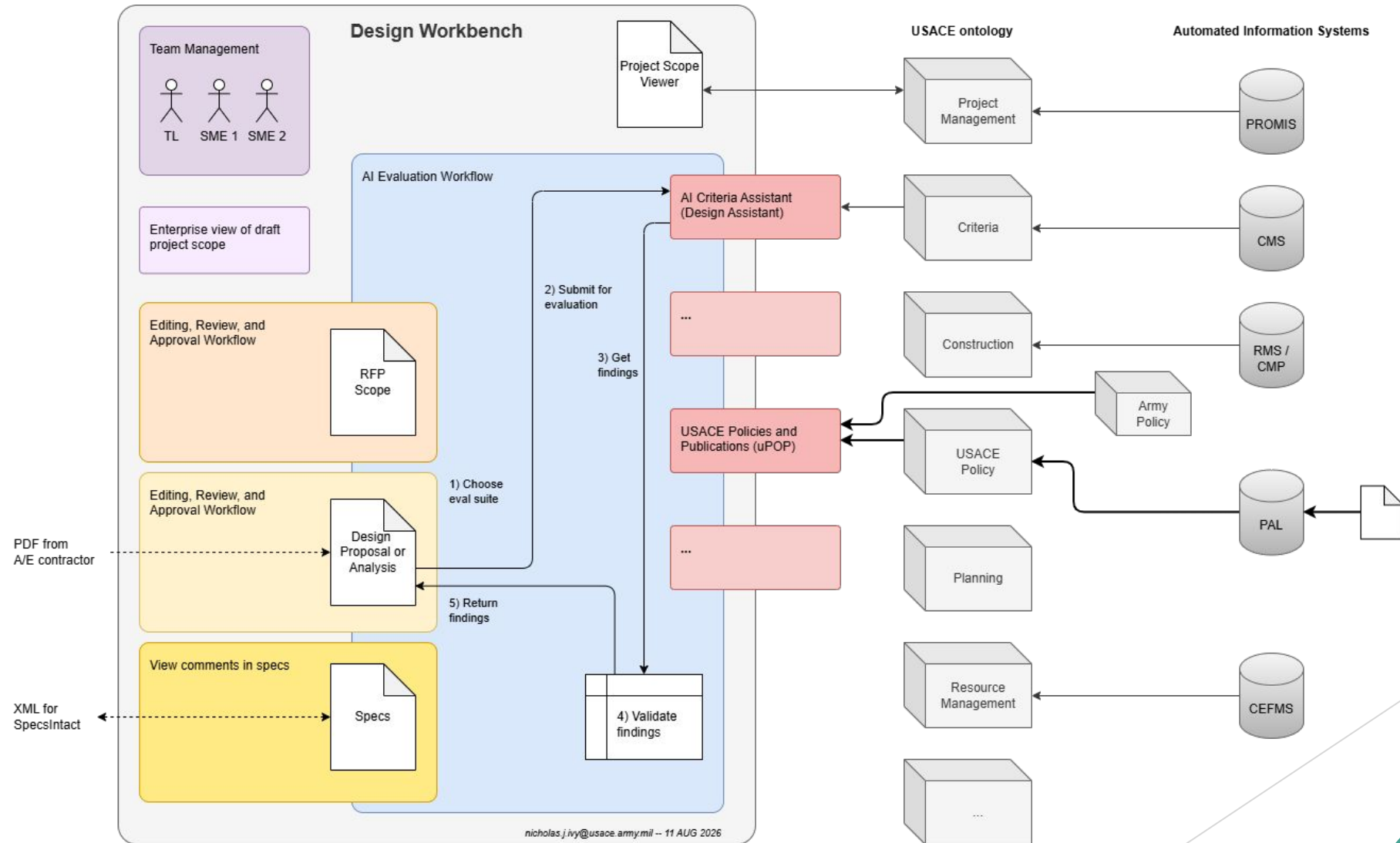
- Installation master planning occurs within the Continental United States (CONUS) and Outside the Continental United States (OCONUS). OCONUS includes Hawaii, Alaska, Germany, Japan, and so many more!

- Differences of planning CONUS v OCONUS:
 - Building and Design Standards
 - Regulations and Requirements
 - Encroachment
 - Construction and Renovation

Artificial Intelligence

- The federal government is turning to artificial intelligence (AI) as a tool for creating efficiencies. AI has the potential to provide benefits to federal planners.
- With installation planning the integration and incorporation of AI can improve the quality of planning documents and submittals. The use of AI must ensure information and data is gathered from authoritative sources.

Artificial Intelligence



Consolidation of Federal Workforce and Facilities

- Following federal mandates, several federal agencies have consolidated and/ or reduced the number of facilities and federal workforce. Discussion on real estate such as leases and ownership continues.
 - Department of Energy, DOE
 - Department of War, DoW
 - Department of Housing and Urban Development, HUD
 - General Services Administration, GSA
 - Federal Emergency Management Agency, FEMA



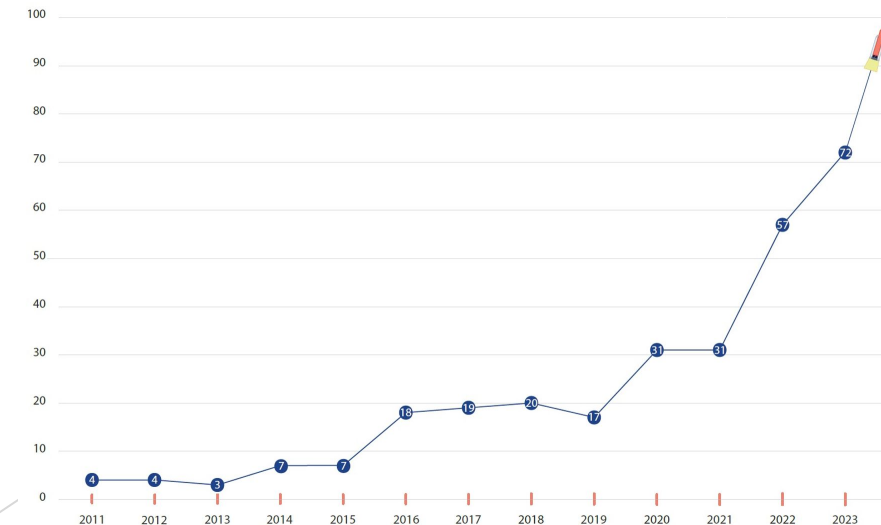
Case Study: Kennedy Space Center, NASA

Jill A. Schreifer, FAICP, PMP



Kennedy Space Center Master Planning (NASA)

- Aging, outdated facilities vs. rockets getting bigger, moving to launching and landing
- Increased commercial space industry presence
- Increased launch tempo
- Sprawl
- Lack of utility redundancy affects missions, payload routes and traffic
- Sea level rise and flooding
- Threatened and endangered species management requirements
- Wetlands



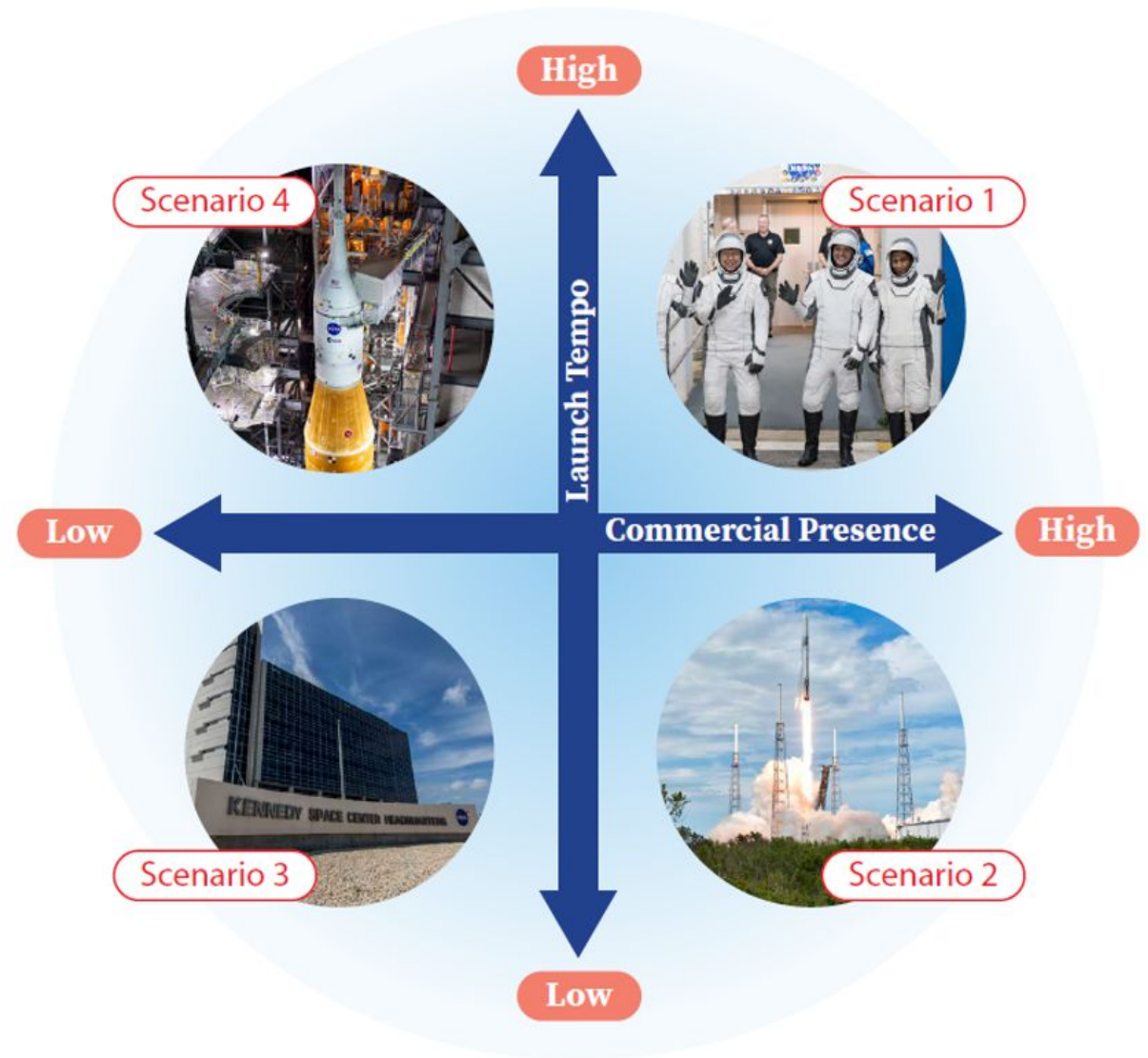
Master Planning Approach

- Process
 - Review data and previous plans
 - Conduct collaborative workshops and work sessions
 - Identify existing conditions
 - Brainstorm solutions/courses of action
 - Develop preferred plan
- Products
 - Three Area Development Plans (ADPs)
 - Center Master Plan
 - Parcel Opportunity Analysis
 - Environmental Assessment (EA)
 - Center Digest



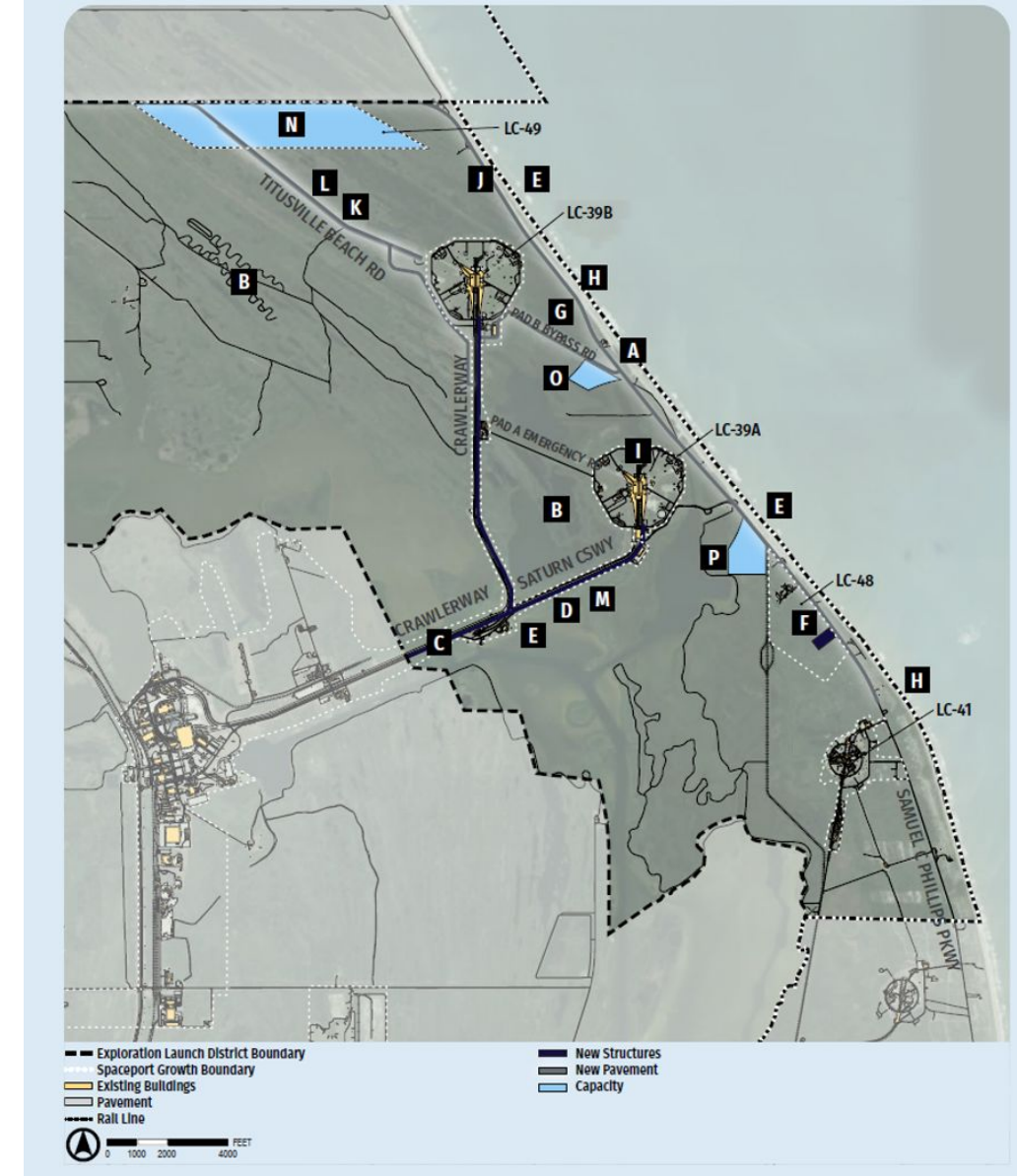
Scenario Planning

- Higher launch tempo, lower commercial presence
- Higher launch tempo, higher commercial presence
- Lower launch tempo, higher commercial presence
- Lower launch tempo, lower commercial presence



Plan Outcomes

- Enforced spaceport growth boundaries (SGBs)
- Designated capacity growth areas that avoid environmental impacts and vulnerability to manmade hazards
- Consolidated facility footprints
- Strategic demolition and outgranting
- Addressed longstanding issues with new facilities and renovations
- Elevated roads
- Integrated stormwater management
- Established quality-of-life amenities



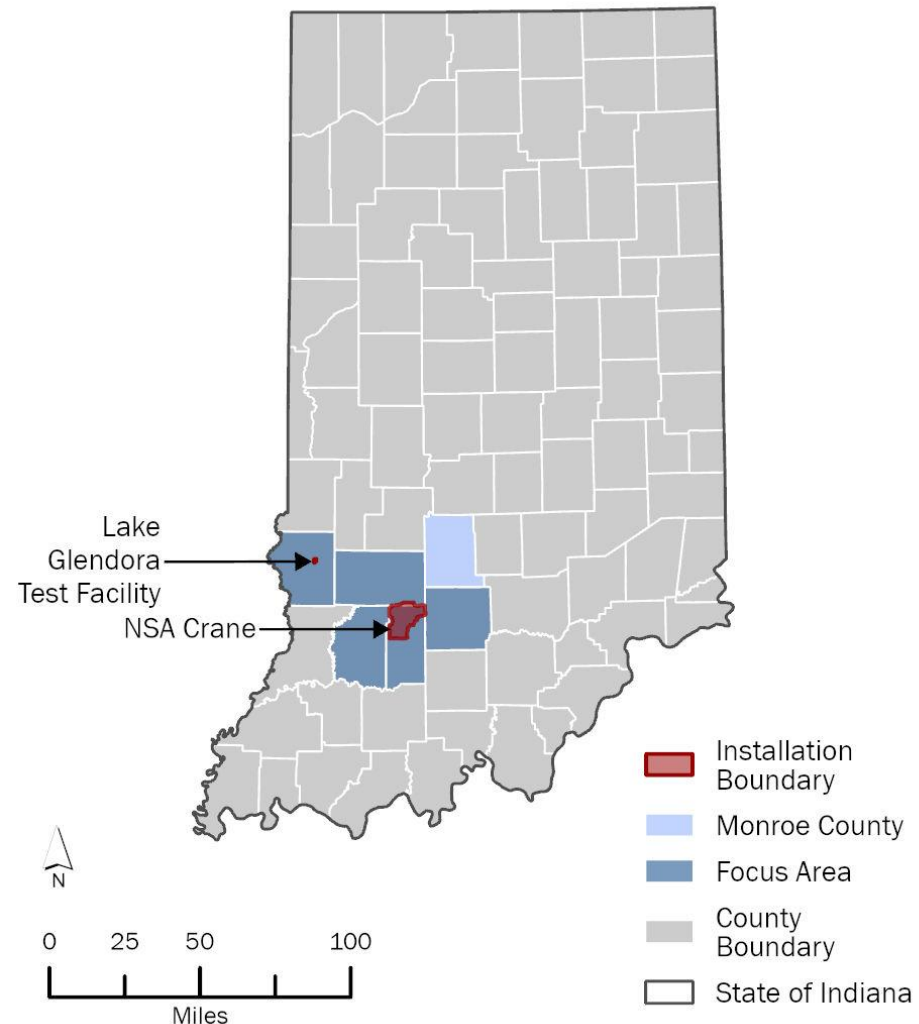
Case Study: MIRR, Southern Indiana

Heather Mendenall, AICP



Southern Indiana MIRR

- Community-driven resilience project focused on the interconnection between community-managed infrastructure, military operations, natural resources, and community emergency resources.
- NSA Crane and Lake Glendora Test Facility (LGTF)
- Focus was on assessing all infrastructure outside the installation boundary within a five-county region south of Bloomington, IN.
- Extensive stakeholder interviews and Tabletop Exercise to develop resilience projects
- Utility vulnerability assessment and hazard modeling
- Project prioritization following facilitation of a tabletop exercise based on modeling of critical infrastructure failures



Southern Indiana MIRR: Process

SIMIRR PLANNING PROCESS

RESILIENCE REVIEW

Related Planning Efforts (e.g., Joint Land Use Study)
FEMA National Risk Index and other authoritative
GIS datasets

STAKEHOLDER ENGAGEMENT

Vulnerability Workshop
Tabletop Exercise

VULNERABILITY ASSESSMENT

Infrastructure Identification
Threat Mapping

IMPLEMENTATION ACTION PLAN

Identify and Develop Projects and Actions
Implementation Roles and Responsibilities



Source: DVID

Accident training on NSA Crane with community partners.

Southern Indiana MIRR: Military and Community Table Top Exercises

The primary goals of the tabletop exercise:

- Clarify emergency management roles and responsibilities in a multi-hazard scenario,
- Identify gaps in current response strategies
- Develop potential project/resource opportunities and supporting actions to enhance community resilience
- 50+ participants
- Results informed shared project priorities



Southern Indiana MIRR: Outcomes

A Roadmap for Improved Readiness

- Consensus driven implementation of the 12 SIMIRR priority strategies
 - An essential step in strengthening the resilience and readiness of NSA Crane, and the broader southern Indiana region
 - Total Strategy Scores: An asset's vulnerability – whether due to exposure to extreme weather, domestic and foreign threats, aging infrastructure, inadequate capacity, or condition – poses a significant threat to safety and security throughout the region
 - Funding options for each strategy
- 2 Reports:
 - MIRR that documents approach, stakeholder engagement, analysis, and outcomes
 - Implementation Action Plan: Designed to foster collaboration, communication, and focus for implementation of the 12 priority strategies
- Establishment of the Implementation Action Committee (WRMCA)
 - Comprised of members of the Executive and Technical Committees from the SIMIRR and JLUS because of the involvement of its member agencies in military initiatives
- Defined Roles for DoD and Community



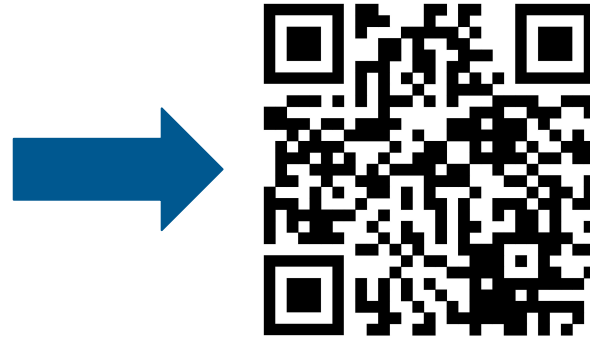
Resources

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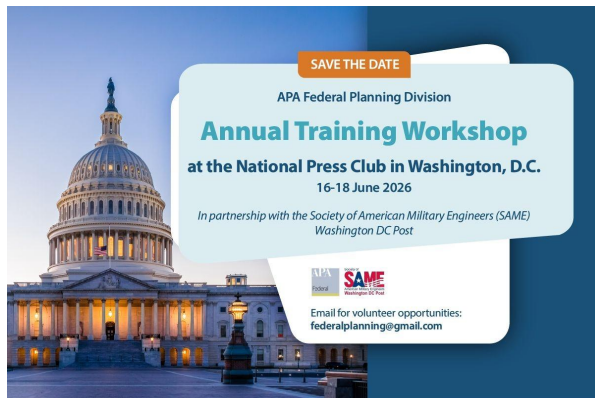
APA Federal Planning Resources

- APA Federal Planning Division
 - <https://federal.planning.org/>
- Unified Facility Supplement (UFS)
 - <https://www.wbdg.org/dod/ufc>
- UVA - USACE Courses, Department of Defense Master Planning Institute
 - <https://northern.virginia.edu/mmpi/>
- Community Collaboration Links:
 - [Association of Defense Communities \(ADC\), https://defensecommunities.org/](https://defensecommunities.org/)
 - [Office of Local Defense Community Cooperation, https://oldcc.gov/](https://oldcc.gov/)
 - [Readiness and Environmental Protection Integration, U.S. Department of Defense, https://www.repi.mil/](https://www.repi.mil/)
 - [Home | Sentinel Landscapes, https://sentinellandscapes.org/](https://sentinellandscapes.org/)



Upcoming and Past Events

- Stay tuned for a Fall & Winter Webinar series and 2027 Workshop updates!



Questions?

Thank you for your attendance!

Email: federalplanningchair@gmail.com