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COMMANDER NAVY INSTALLATIONS COMMAND
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CNICINST 11103.19A
N9
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CNIC INSTRUCTION 11103.19A

From: Commander, Navy Installations Command

Subj: NAVY HOUSING INVENTORY AND UTILIZATION MANAGEMENT

Ref: (a) OPNAVINST 5009.1
(b) CNICINST 11103.4A
(c) USD(AT&L) memo of 16 Apr 14
(d) SECNAVINST 11011.47D
(e) CNICINST 11010.5B CH-1
(f) OPNAVINST 11010.20J
(g) DoDM 4165.63 CH-2, DoD Housing Management of 31 Aug 2018
(h) CNICINST 11103.7B CH-1
(i) OUSD memo of 8 Aug 00
(j) FMR Vol. 2B Chapter 6 and Vol. 3 Chapter 17
(k) Unified Facilities Criteria 4-711-01 CH-2 of 10 Aug 18
(l) Facilities Criteria 4-721-10N of 19 May 22
(m) NAVFACINST 11101.85H.1
(n) CNIC M-11103.3
(o) CNICINST 11103.10A

Encl: (1) Approval Authority/Chain for Navy Housing Inventory Actions
(2) Inventory Change Request Process

1. Purpose. To provide policy and procedures for all Family Housing (FH) and Unaccompanied Housing (UH) inventory and utilization management. This instruction incorporates the following changes:

- a. Clarifies definitions of Navy inventory actions.
- b. Provides guidance on inventory change request (ICR) submission process.
- c. Clarifies inactivation timeframe and requires re-submission.
- d. Updates authority for approving inventory actions:

(1) For increased efficiency with UH conversions and diversions at the region level for fewer than 5 units in one building.

(2) To accurately reflect practice of FH General and Flag Officer Quarters (GFOQ) home designations at the region level.

e. Provides approval authority for permanent and temporary design changes at Commander, Navy Installations Command (CNIC) Headquarters (HQ) and region, respectively.

f. Shortens timeframe for obtaining required documentation and updating enterprise Military Housing (eMH) database for improved data accuracy from 90 days to 60 days.

2. Cancellation. CNICINST 11103.19.

3. Scope and Applicability. This instruction applies to CNIC HQ, Navy regions and Navy installations where Navy is the lead housing Service. This instruction does not apply to Public Private Venture (PPV) housing other than for identifying inventory in eMH.

4. Background. CNIC is responsible for providing and administering Navy Housing programs for both FH and UH, per reference (a). Reference (b) defines the responsibility for policy, program management, overall coordination and execution of housing programs within CNIC HQ. Reference (c) requires the use of the eMH information management system as an authoritative data source for housing assets in Department of Defense (DoD) real property databases. The eMH modules required to be utilized include the Inventory and Utilization (I&U) module and the ICR module.

5. Policy

a. CNIC will determine and meet military housing requirements through effective utilization of real property and efficient inventory management.

b. Condition assessments, master plans, and the requirements determination process will be used to determine the need and plan to provide housing inventory. Inventory planning will take into consideration information to plan and ensure maximum utilization, solutions to capability gaps, footprint reduction and disposal of excess inventory of assets.

c. Inventory actions result in either the addition or removal of real property from the Navy Housing Property Account or a change in the use of the Navy housing inventory, excluding leased quarters. These actions include acquisition, conversion, diversion, design change, divestiture, disposal, inactivation/reactivation, and changes in the pay grade designation of quarters. Inventory actions will be performed utilizing the ICR Module within eMH after the appropriate authority has given approval per enclosure (1). Supporting documentation must be uploaded with the ICR to support final approvals detailed in enclosure (2). Inventory actions will be coordinated with Commander, Naval Facilities Engineering Systems Command (COMNAVFACSYSCOM) for accuracy of internet-Navy Facilities Assets Data Storage (iNFADS), per references (d) and (e).

(1) Acquisition. The addition of real property to the Navy Housing Property Account is considered an acquisition, which may be through construction or leasing. Acquisition can also happen through a partnership agreement where a private entity manages the housing, commonly known as PPV. Although PPV units are not considered Navy-owned assets, they are included in eMH inventory. All acquisitions must be approved by Congress.

(2) Conversion. The permanent transfer of property or design change of Navy housing facilities is considered a conversion. Transfers include those to the installation, from Navy to other services, between FH and UH, and certain demolition types that don't eliminate the asset from the property record card. Conversions which involve the change in the use of other facilities to public quarters are considered the same as acquisitions and may require prior Congressional approval. Any housing facilities gained must have a Building Condition Index (BCI) of 80 or higher prior to being added to the inventory.

(3) Diversion. A temporary change (no more than three years) of the program using a FH unit or an UH bedroom or bed is considered a diversion. A diversion only changes the inventory's managing or occupying program. It does not change the program that owns the inventory. A diversion does not change the category code in the Service's real property database system, nor does it change the funding source. Diversions are only considered when facilities are temporarily in excess of housing needs. When the number of units/bedrooms diverted to UH or FH is from another military entity, these units/bedrooms will not be included in inventory reporting for FH or UH. The inventory will be shown as a separate total on the inventory and Property Type reports.

(4) Design Changes. Design changes, also known as reconfiguration, modify the original design and intended use of a housing facility. This can be permanent or temporary and may result in a change in the size of the housing facility. An example is combining two 2-bedroom units into one 4-bedroom unit.

(a) A temporary design change is one that is undertaken for a specific situation and used for a limited duration. When the temporary design change period has ended, the Navy housing unit is restored to its original condition and configuration. Requests for a temporary design change will be submitted by the housing authority for approval from the region, with a copy to CNIC HQ. Any physical alterations required to accomplish such a design change will be treated as improvement type work and will be subject to project design approval and appropriate inventory action approval.

(b) A permanent design change occurs in conjunction with an approved project typically initiated to bring facilities into housing standards, or to meet the housing demographics at the location. CNIC HQ approval is required.

(5) Divestiture. A permanent removal of a housing asset from DoD plant property records is considered a divestiture. Family Housing, Navy (FH,N) funds cannot be used for

divested FH facilities. The receiving/gaining command or entity must pay for the cost of maintenance, utilities, refuse, pest control, and grounds upon divestiture.

(6) Disposal. Disposal is the removal of real property from Navy Housing and Navy Property account which can be done through either divestiture or demolition, or both. Disposal requests will not normally be approved in instances where a housing deficit exists, and the facility can be economically retained as Navy Housing. FH,N funds will be used for the operation and maintenance support costs of family housing facilities in an active or inactive status and for housing facilities in the process of disposal. Approval by CNIC HQ will involve functional requirements and funding. No inventory action will be taken unless authorized by CNIC HQ. FH,N funds will not be used, except when approved by CNIC HQ to support the demolition of Navy housing facilities on land to be retained for non-housing use. The Navy retains custody and accountability of excess and surplus real property and must perform the physical care, handling, protection, maintenance, and repairs of such property pending its transfer to another Federal agency for disposal. The Navy retains financial responsibility for such expenses for not more than 12 months plus the balance of the fiscal quarter in which the General Services Administration received the formal report of excess.

(a) Facilities while in caretaker status will likewise be maintained. Caretaker status is an inventory status of a facility declared inactive for reasons other than scheduled major repair or rehabilitation. Placing inactive facilities in this status provides for the basic maintenance necessary to protect the government's plant property investment against loss from fire, theft, vandalism, or avoidable deterioration, and to prevent the development of unsafe, unsanitary, or unsightly conditions. Facilities in caretaker status should result in minimum expenditure of funds and effort needed to reactivate if the condition of inactivation ceases to exist.

(b) Per reference (f), there are strict rules for disposal by demolition. No demolition will take place until authority has been granted through COMNAVFACSYSCOM.

(7) Inactivation. If individual government quarters are determined to be unavailable for occupancy and are removed, along with all supporting facilities, from an "active" status, this is considered inactivation. They are a subset of the total inventory. Inactivated facilities remaining on the UH Property Account are supported by Operation and Maintenance, Navy funds. FH,N funds are used for inactivated facilities remaining on the Family Housing Property Account. Government Owned and foreign leased FH and UH units(s)/bed(s) declared inactive must meet the conditions for caretaker status, including being placed in such status for 3 months or more, with no scheduled maintenance, repair, renovation, replacement, or demolition within 90 days, and are not available for occupancy. An ICR must be submitted in eMH for inactivation over 180 days, but up to 2 years. If a unit remains inactive for more than 2 years, justification and CNIC HQ approval must be obtained. Formal correspondence requesting CNIC HQ approval with regional endorsement is required for inactivation over two years. Maintenance inspection procedures will be adapted to meet the special needs entailed by caretaker maintenance.

Government quarters may be designated as “inactive” when one of the following conditions exist:

(a) There is no foreseeable occupancy of housing as a result of voluntary or mandatory assignment, and the units are excess to the requirements of families of absentee sponsors.

(b) The installation has been announced for closure or reduction in mission, and, as a result, housing requirements are reduced, or housing units are vacant pending disposition.

(c) The Navy housing units are undergoing major repair or rehabilitation which precludes occupancy. Only exceptional cases of major repair or rehabilitation should create a necessity to vacate a unit or group of units.

d. FH and UH inventory will be used solely for its designated purpose and supported with appropriated funds. The following commercial activities are prohibited:

(1) The use of any portion of Navy facilities, including government quarters, as a showroom or store for the sale of goods or services, internet sales or businesses, except as specifically authorized by the Office of Secretary of Defense and Navy policy governing the operation of exchanges, commissaries, non-appropriated fund instrumentalities, and private organizations.

(2) The posting of advertisements citing addresses or telephone numbers for commercial sales activities conducted in Navy housing.

e. Mid-year and fiscal year-end I&U reports will be submitted in eMH and validated for accuracy by installations, regions, and CNIC HQ.

f. Navy housing will be operated and maintained to a standard that protects the facilities from deterioration and provides safe and comfortable living places for Service Members and their families, per reference (g).

g. Per reference (h), all housing properties will be managed per all DoD and Navy imposed cost limitations and budgets.

h. The repair and maintenance costs for FH units diverted to other use will continue to be funded from the FH,N account per references (i) and (j).

i. Projects will be developed per references (f), and (j) through (m).

6. Responsibilities

a. CNIC HQ N93 will:

(1) Obtain resources for the management and utilization of FH and UH inventories per references (a) through (m).

(2) Provide policy and guidance for the management and utilization of FH and UH inventories per references (a) through (m). Provide HQ oversight to regions to ensure inventory is used only for the designated purposes and within authorized funding limitations.

(3) Develop and annually publish a Family Housing Master Plan (FHMP) and an Unaccompanied Housing Master Plan (UHMP) consistent with DoD and Navy policy and guidance. Coordinate with regions and installations to ensure the FHMP and UHMP strategies are implemented to achieve the Navy's long term adequacy goals and inventory management objectives.

(4) Serve as the housing lead proponent for CNIC Housing and coordinate with COMNAVFACSYSCOM component business line managers to facilitate the execution of facilities projects per references (f), and (j) through (m). This includes validation of revisions with the COMNAVFACSYSCOM Real Property Accountability Officers (RPAOs) from installations via regions for inventory information resulting from completed facilities projects.

(5) Provide HQ oversight to regions by conducting thorough review and validation of mid-year and fiscal year-end inventory and utilization data submissions to ensure data accuracy across the enterprise and policy compliance.

(6) Develop and update metrics for performance measurement to ensure maximum inventory utilization promotes condition-based maintenance and encourages minimizing footprint based on valid requirements and long-term needs.

(7) Perform inventory planning using the Navy Housing Requirements Determination Process per reference (o), to identify potential deficits or surpluses. Coordinate inventory actions of identified surpluses for divestiture, conversion, or disposal. Deficits will be addressed as necessary through military construction (MILCON) or conversion of other available assets.

(8) Perform HQ oversight by maintaining the government owned and leased FH Condition Assessment Program (CAP) and Unaccompanied Housing Assessment Program (UHAP).

(a) The FH CAP which measures performance in support of sustainment and recapitalization objectives to provide required capability in meeting FH requirements. Facility information is used for programming and identification of short- and long-term projects.

(b) The UHAP measures operational functionality of UH facilities and their ability to support the UH mission. Facility information is used as the authoritative source of UH unit count, design type, area and capacity calculations.

(9) Establish standards, procedures and priorities in developing and maintaining accurate inventory information in eMH.

b. Region Commanders and as delegated down to the Region Housing Director will:

(1) Plan and obligate resources for the management and utilization of FH and UH inventories to ensure best use of government funds.

(2) Conduct region oversight of FH and UH inventory management by ensuring compliance with established policy and guidance and providing assistance to installation commanding officers (ICO).

(3) Coordinate and assist the installations in reviewing, updating and validating the FHMP and UHMP to ensure information is accurate and current in order to support sustainment and recapitalization objectives. Identify and integrate all known and projected changes to base requirements with backup supporting documentation. Provide content to CNIC HQ.

(4) Obtain required COMNAVFACSYSCOM RPAOs documentation of completed facilities projects from installations to validate eMH.

(5) Review eMH data for data integrity reporting to CNIC HQ at mid-year and fiscal year-end, while continuously assisting installation with documentation for updates and corrections. Validate the installation's semi-annual utilization reports within specified timeframes. Assist installations in the development of standard reports to identify assignment and utilization of assets.

(6) Implement and review inventory metrics for the performance measurement to ensure maximum inventory utilization, promote condition-based maintenance and encourage minimizing footprint based on streamlined business processes and long-term needs.

(7) Perform region inventory planning using the Requirements Determination Process per reference (o), to identify potential shortfalls or excesses. Review, validate and submit all inventory actions per approval authorities in enclosure (1). Ensure all inventory actions are well documented, and justification is provided to support the requested action(s) per enclosure (2). Coordinate inventory actions with respective offices due to excesses for divestiture, conversion or disposal. Include identified shortfalls in MILCON programming.

(8) Coordinate FH CAP and UHAP site visits with installations. Review and validate the FH CAP and UHAP reports and inventory information.

(9) Review and validate installation inventory information in eMH for accuracy.

c. ICOs will:

(1) Determine the best use of resources to provide housing.

(2) Oversee installation housing operations related to housing inventory and utilization management.

d. Installation Program Director will:

(1) Manage FH and UH inventories per policy and guidance, ensuring the inventory is being efficiently utilized. Establish conditions of occupancy and issuing local rules, regulations, and procedures related to occupancy. Issue installation rules and regulations concerning the conduct of commercial activities in housing areas.

(2) Ensure all known and projected changes to FHMP and UHMP for baseline requirements are identified and integrated with supporting documentation.

(3) Obtain required documentation from local COMNAVFACSYSCOM RPAOs and ensure eMH is updated within 60 days of completion of facilities projects and applicable inventory actions.

(4) Review and update I&U data in eMH and submit mid-year and fiscal year-end annual reports within established timeframes via the region to CNIC HQ.

(5) Utilize inventory to the maximum extent to meet the utilization goal of 95%.

a. The downtime for a housing unit must be minimized in order to achieve maximum utilization. Downtime is the time period between changes of occupancy during which the housing unit is vacant. Steps must be taken to reduce downtime including promptly conducting occupancy inspections, scheduling of maintenance prior to conducting termination inspection and accomplishing exterior maintenance during occupancy. The downtime for a housing unit will not exceed five working days, which include three working days for maintenance and two working days for the administrative work involved with change of occupancy.

b. Per reference (n), the command may implement involuntary assignments to government owned and leased family housing, when necessary for maintaining maximum occupancy, and without causing undue hardship to the resident.

(6) Per reference (o), perform installation inventory planning using the Requirements Determination Process to identify potential shortfalls or excesses. Initiate inventory actions due to excesses for divestiture, conversion, or disposal and provide justification to support the requested action(s) per enclosure (2). Include identified shortfalls in MILCON programming.

(7) Coordinate FH CAP and UHAP site visits, providing all requested facility information in a timely manner. Review and validate FH CAP and UHAP reports by evaluating the housing program through the operation, maintenance, and repair of housing and major building components through the lens of quality and cost control within specified timeframes.

(8) Maintain accurate inventory information in eMH.

(9) Perform day-to-day management of the I&U program, including providing proper facility maintenance support in conjunction with COMNAVFACSYSCOM for caretaker status of inactive units.

7. Records Management

a. Records created as a result of this instruction, regardless of media or format, must be maintained and dispositioned per the records disposition schedules located on the Department of Navy/Assistant for Administration (DON/AA), Directives and Records Management Division (DRMD) portal page, at <https://portal.secnav.navy.mil/orgs/DUSNM/DONAA/DRM/Records-and-InformationManagement/Approved%20Record%20Schedules/Forms/AllItems.aspx>.

b. For questions concerning the management of records related to this instruction or the records disposition schedules, contact the local records manager or the OPNAV Records Management Program (DNS-16).

8. Review and Effective Date. Per OPNAVINST 5215.17A, CNIC (N9) will review this instruction annually on the anniversary of its effective date to ensure applicability, currency, and consistency with Federal, Department of Defense, Secretary of the Navy, and Navy policy and statutory authority using OPNAV 5215/40 Review of Instruction. This instruction will be in effect for 10 years unless revised or cancelled in the interim and will be reissued by the 10-year anniversary date if it still required, unless it meets one of the exceptions in OPNAVINST 5215.17A, paragraph 9. Otherwise, if this instruction is no longer required, it will be processed for cancellation as soon as the need for cancellation is known following the guidance in OPNAV Manual 5215.1 of May 2016.


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Releasability and distribution:

This instruction is cleared for public release and is available electronically only via CNIC SharePoint, <https://flankspeed.sharepoint-mil.us/sites/CNICGlobalHub/directives/>.

CNICINST 11103.19A
3 Mar 2026

APPROVAL AUTHORITY/CHAIN FOR NAVY HOUSING INVENTORY ACTIONS			
ACTION: I = Initiate V = Via/Endorsement A = Approval C = Copy of Approval			
INVENTORY ACTION	Housing Authority¹	Region	CNIC HQ²
Quarters Designations/Re-designations			
Billet and Key & Essential Positions Up to 5% of Total Inventory	A	C	C
Billet and Key & Essential Positions Over 5% to 8% of Total Inventory	I	A	C
Billet and Key & Essential Positions Over 8% of Total Inventory	I	V	A
Student Quarters (Dormitories)	A	C	C
Officer Housing Over Twenty-Five (25%) of Total Inventory	I	V	A
Officer and Enlisted (excluding GFOQ)	A	C	C
FH GFOQ Designations	I	A	C
FH Installation Command Quarters	I	A	C
Diversions³			
Diversion of UH (5 or more Units) or FH	I	V	A
UH Diversion <5 Units in One Building	I	A	C
Temporary Design Changes	I	A	C
Conversions⁴			
Conversions of UH (5 or more Units) or FH	I	V	A
UH Conversions <5 Units in One Building	I	A	C
Permanent Design Changes	I	V	A
Inactivation/Reactivation, Divestiture⁵, Disposal/Demolition			
Inactivation ≤ 2 years/Reactivation	A	C	C
Inactivation > 2 years	I	V	A
Divestiture	I	V	A
Disposal/Demolition	I	V	A

¹ Housing Authority is either the Region Commander or installation commanding officer.

² Disapprovals must go to CNIC HQ N00.

³ Temporary transfer to other Navy use.

⁴ Loss of government owned inventory to other than Family/Unaccompanied use.

⁵ Permanent removal of assets from DoD plant property records or permanent transfer to other Navy use.

INVENTORY CHANGE REQUEST PROCESS

Inventory actions requiring CNIC HQ approval must be submitted separately by formal correspondence for regional endorsement and CNIC HQ approval utilizing the following process:

1. Installation uploads request and region endorsement in ICR module within eMH. For conversion, diversion and disposal requests the following information must be included:
 - a. Building and unit number,
 - b. Date constructed,
 - c. Bedroom composition,
 - d. Living space (net square footage per unit),
 - e. Current designation (Flag, Senior, Field Grade, Company Grade Officer or Enlisted) and current occupancy,
 - f. And the current utilization rate of all housing assets, size of current waiting list, and average length of wait for housing.
2. ICRs for GFOQs require prior consultation with CNIC HQ Flag subject matter expert.
3. Conversion requests must additionally include:
 - a. A brief description of the general condition of the facility to include current BCI score,
 - b. A completed project prepared per reference (f), if the conversion involves a structural change to the unit,
 - c. Specific comments on the impact that the requested conversion will have on meeting the housing needs by bedroom composition of all military families in the area,
 - d. Detailed justification to support requested action,
 - e. And detailed explanation for the number of units (by bedroom size and designation) involved, including gains and losses to the inventory as a result of conversion actions.
4. Diversion requests must additionally include:
 - a. A brief description of the general condition of the facility, to include current BCI score,

- b. Specific comments on the impact that the action will have on housing residents and operations,
 - c. A description of the proposed use of the facilities, including specific justification and data to explain why the requested action is deemed the most appropriate alternative,
 - d. And the period of time for which such diversion is required. Continued diversion beyond the approved period requires the submission of a new request and justification.
5. Disposal action requests will require separate submission packages to respective COMNAVFACSYSCOM component in compliance with references (d) and (e). Submission of the required package will only be made after securing CNIC HQ approval. Concurrent submission may be authorized for time sensitive disposals, provided both CNIC HQ and COMNAVFACSYSCOM are aware and agree. Approved disposal actions must be properly recorded in eMH and iNFADs.
6. For inactivation, if any of the defined conditions identified in enclosure (2) exist, the installation must immediately submit a formal request for inactivation to CNIC HQ via the region. The request will include identification of facilities, reason(s) for inactivation, expected duration of inactivation with identification of the beginning and ending dates, and a recommendation, with supporting back-up, for the retention or disposal of the inactive facilities. Requests for inactivation must include provisions for the immediate reactivation of the facilities when conditions for inactivation cease to exist. Physical preparation of facilities/caretaker status will commence upon the receipt of approval to inactivate including:
- a. General interior and exterior clean-up.
 - b. Outside doors should be closed and locked.
 - c. Screens and screen doors should be removed and either stored in the housing unit to which they belong, or in a central storage place.
 - d. Interior doors with sticking or malfunctioning latches should be blocked against closure for safety reasons.
 - e. Medicine and kitchen cabinet doors should be left open.
 - f. Windows should be closed and latched.
 - g. Blinds should be lowered with the slats in an open position so that visual inspection from the outside of the unit can be easily made.

h. Necessary exterior maintenance, including painting, is performed only to the extent required to prevent deterioration. Interior painting will not be performed. Stripping or transfers of items of equipment, parts, or materials from inactivated units is prohibited except with the express permission of the fiscal officer. This restriction does not apply to furniture and furnishings normally warehoused for reissue or separate excess action.

i. Pipes, radiators, and hot water heaters should be drained. If feasible, the water supply to each facility should be turned off and the faucets left open.

j. Plumbing traps should be put on fixtures. Toilet bowls should be filled and where there is a cold climate, permanent anti-freeze is added. A small quantity of heavy oil should be added in the toilets to minimize evaporation. The main house trap (if any) should be filled not less than every six months to replace the loss from evaporation and to prevent the entry of sewer gas.

k. Fuel tanks and lines to the unit should be drained. The dampers of space heaters should be closed, and all the controls should be set at "off." Gas connections at the main valves in the units should be turned off. All electric switches should be turned off. All lamp bulbs and fuses should be removed and returned to the central stock.

l. If refrigerators are not frost-free, they should be defrosted and the interior, including trays, should be thoroughly cleaned. The refrigerator door or door latch should be removed for safety reasons. If not removed, the door should be secured in an open position to prevent mildew and smell from forming.

m. Physical inspection at a minimum of weekly to ensure the unit is vacant and no major issues are present.

n. Empty full dehumidifiers, as applicable, for units in more humid environments.