Joint Publication 4-04

Contingency Basing

4 January 2019

PREFACE

1. Scope

This publication provides doctrine to plan, establish, operate, manage, and either transition or close contingency bases.

2. Purpose

This publication has been prepared under the direction of the Chairman of the Joint Chiefs of Staff (CJCS). It sets forth joint doctrine to govern the activities and performance of the Armed Forces of the United States in joint operations, and it provides considerations for military interaction with governmental and nongovernmental agencies, multinational forces, and other interorganizational partners. It provides military guidance for the exercise of authority by combatant commanders and other joint force commanders (JFCs), and prescribes joint doctrine for operations and training. It provides military guidance for use by the Armed Forces in preparing and executing their plans and orders. It is not the intent of this publication to restrict the authority of the JFC from organizing the force and executing the mission in a manner the JFC deems most appropriate to ensure unity of effort in the accomplishment of objectives.

3. Application

a. Joint doctrine established in this publication applies to the Joint Staff, commanders of combatant commands, subordinate unified commands, joint task forces, subordinate components of these commands, the Services, and combat support agencies.

b. This doctrine constitutes official advice concerning the enclosed subject matter; however, the judgment of the commander is paramount in all situations.

c. If conflicts arise between the contents of this publication and the contents of Service publications, this publication will take precedence unless the CJCS, normally in coordination with the other members of the Joint Chiefs of Staff, has provided more current and specific guidance. Commanders of forces operating as part of a multinational (alliance or coalition) military command should follow multinational doctrine and procedures ratified by the United States. For doctrine and procedures not ratified by the United States, commanders should evaluate and follow the multinational command's doctrine and procedures, where applicable and consistent with US law, regulations, and doctrine.

For the Chairman of the Joint Chiefs of Staff:

DANIEL J. O'DONOHUE
Lieutenant General, USMC
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EXECUTIVE SUMMARY

- **Describes how the joint force conducts contingency basing in support of operations outside the US and any of its territories.**
- **Discusses the contingency basing life cycle process to plan, design, establish, operate, manage, transition, transfer, or close a contingency location supporting geographic combatant command requirements.**
- **Identifies the key participants and discusses roles and responsibilities and the processes involved in support of contingency basing.**
- **Discusses contingency basing planning, with emphasis on theater basing strategy, site selection, and funding.**

Contingency Basing within the Department of Defense

Mission

Combatant commanders' (CCDRs') plans are supported by posturing forward-deployed forces at contingency locations (CLs) throughout their areas of responsibility (AORs). Contingency basing is the life cycle process of planning, establishing, constructing, operating, managing, transferring, and transitioning or closing a non-enduring location (EL) supporting a CCDR's requirements.

Fundamentally, CLs support CCDRs' operational requirements through the provision of base operating support (BOS) services, physical and technological infrastructure, and logistical assets and capabilities.

The Department of Defense (DOD) classifies overseas basing into two types of locations: contingency and enduring. The distinction is important because the classification informs funding, policy, planning decisions, and its strategic and tactical focus.

Basing activities occur along a spectrum in which the standards for facilities, equipment, and services depend on the current and anticipated future operating environment, type and priority of the mission, and the anticipated duration of use. Geographic combatant commanders (GCCs)

categorize CLs as initial, temporary, or semipermanent.

Integration and Synchronization

CCDRs require locations from which to project and sustain forces to accomplish assigned missions and extend and maintain operational reach. Some CLs may exist at the onset of an operation (because they were established to support a different mission or objective), but CCDRs will establish CLs when needed to accomplish a specific mission or a variety of missions. CLs currently have many labels (such as bases, base camps, intermediate staging bases, forward operating bases, patrol bases, and combat outposts).

Factors that inform requirements for a CL include mission, time, geographical location, political agreements, facility construction levels, population size, physical size, and level of services. Of all these factors, mission is the primary driver.

Contingency Basing Spectrum

Contingency Basing Life Cycle and Contingency Location (CLs) Categories

The contingency basing life cycle involves the process to plan; design; establish; operate; manage; and transition, transfer, or close a CL supporting GCC requirements. The three categories of CL are initial, temporary, and semipermanent.

The contingency basing spectrum spans from CLs built under the most austere conditions using organic assets to CLs providing semipermanent facilities and enhanced quality of life (QOL). Mission requirements and diplomatic considerations and authorities may dictate when CLs will transition from a CL to an EL, but for planning purposes, this transition should ideally happen around the five-year point.

Types of CLs

The three categories of CLs are:

- **Initial CL.** An initial CL is designed and constructed on an expedient basis using organic Service capabilities and is characterized by austere facilities requiring minimal engineering effort to initiate mission operations.

- **Temporary CL.** A temporary CL is appropriate for missions that are expected to last up to 24 months.
- **Semipermanent CL.** A semipermanent CL supports extended duration contingencies, typically 24 to 60 months, and is characterized by enhanced infrastructure, services, and QOL compared to a temporary CL.

Planning Considerations for Transitioning CLs to Enduring Locations

When a GCC determines that DOD requirement for the CL is likely to extend beyond 60 months, the GCC should either nominate the site as an EL or request an exception to continue to maintain the CL status.

Roles and Responsibilities

Office of the Secretary of Defense

The Secretary of Defense exercises oversight of contingency basing through the Principal Deputy Under Secretary of Defense for Research and Engineering. The Deputy Secretary of Defense approves the lead Service for a semipermanent CL and the transition of a CL to an EL by approving the enduring location master list (ELML).

Chairman of the Joint Chiefs of Staff

The Chairman of the Joint Chiefs of Staff (CJCS) reviews all recommendations from GCCs for the designation of lead Service for each semipermanent CL and provides recommendations to the Under Secretary of Defense for Acquisition and Sustainment.

Joint Staff

Joint Staff J-4 [Logistics Directorate], Maintenance, Materials, and Services Division, is the Contingency Basing Executive Council Lead Integrator.

Military Department Secretaries

Military Department Secretaries, along with their respective Service chiefs:

- Develop contingency basing capabilities that are scalable and interoperable in the joint community.
- When designated the lead Service for a semipermanent CL, program and execute

common-user items, logistics functions, and/or service support.

- When their Service is a tenant at a CL, coordinate requirements with the lead Service and provide Service-specific capabilities in accordance with (IAW) Department of Defense Instruction (DODI) 4000.19, *Support Agreements.*

Geographic Combatant Commanders

GCCs have authority to designate the lead Service component responsible for initial and temporary CLs. For semipermanent CLs, GCCs recommend to the CJCS the designation of a lead Service.

Combat Support Agencies

Combat support agencies (CSAs) have a support relationship with the GCC responsible for the CL. CSAs play an important supporting role in contingency basing.

Service Component Command

When designated by the GCC as the lead Service component for an initial or temporary CL, Service component commands plan; design; establish; operate and manage; and transition, transfer, or close the CL. Service component commands will coordinate their requirements with their respective GCCs and Service chiefs.

Lead Service for Contingency Basing

The lead Service has primary responsibility for the programming and execution of common-user items, logistics functions, and/or service support. A CCDR may choose to assign specific common-user logistics functions, to include both planning and execution to a lead Service.

Base Operating Support-Integrator

Base operating support-integrator (BOS-I) is a sub-function of lead Service. The BOS-I plans and synchronizes the efficient application of resources and contracting.

CL Commander

The CL commander (base commander) is a GCC-designated representative responsible for the day-to-day operation, management, protection, and provision of services at a CL. In many cases, the base commander and BOS-I will be the same person.

Senior Airfield Authority

The senior airfield authority (SAA) is an individual designated by the CCDR or joint force commander (JFC) responsible for the control, operation, and maintenance of an airfield, to include the runways, associated taxiways, parking ramps, land, and facilities whose proximity directly affects airfield operations.

Single Port Manager

The single port manager controls, operates, and maintains the port, to include piers, wharves, loading ramps, and offload areas, as well as land and facilities affecting port operations.

Tenant Commanders

Tenant commanders are commanders of units that reside and operate on or from CLs but do not fall under the direct command of the base commander. Tenant commanders participate in the preparation of base security and defense plans.

Planning

Theater Basing Strategy

GCCs develop a basing strategy as part of their strategic estimates, strategies, and plans to accomplish their assigned missions. These theater basing strategies include addressing the ends, ways, and means for contingency basing that support the operational objectives for a contingency and relate to the campaign plan and its branch plans.

Site Selection

The GCC conducts various assessments during the site selection process before finalizing the location for a CL. These include:

- **Physical Environment.** Commanders must carefully and continuously address the full range of environmental considerations during base master planning. Geology, weather, hydrology, wildlife, seismic zone, natural and man-made conditions, and other environmental considerations influence many aspects of base master planning, including location selection.
- **Human Aspects of the Environment.** Planners must consider and account for proximity to population centers, cultural

sensitivities related to location of forces, specific land uses, economic impacts the CL may have on the local population, and health concerns to both the joint force and the local population.

- **Existing Structures.** Existing structures and facilities should be used as much as possible, consistent with operational economy and functional requirements.
- **Climate and Weather.** While climate and weather will not normally dictate the site of the CL, they will influence base layout, facility design, electrical power generation, and other infrastructure requirements.
- **Topography.** The topography is a major planning factor for contingency basing. It influences base site selection, land use planning, and survivability. While certain types of terrain present few difficulties for CL planners, others, such as steep hills and floodplains, are not conducive for CL development.
- **Hydrology.** Planners consider hydrological conditions and seasonal variations and flood characteristics of rivers and streams near the CL.
- **Natural Resources.** The natural resources present in the operational area may provide an indication of the materials available for CL construction.
- **Biological Features and Hazards.** Disease vectors; dust, air, water, and soil pollution; and industrial hazards such as toxic industrial material hazards will be present at many CLs.
- **Local Population Considerations.** When establishing CLs in host nations (HNs), local economic uses and sensitivities to site locations should be assessed to support site selection, particularly for temporary and semipermanent CLs or ELs.

Funding

The designated lead Service or Service component has primary responsibility for provision of BOS.

This responsibility may not be entirely that of the lead Service; in some cases, support agreements can be established with tenants for certain services and may vary depending on arrangements and usage of the CL.

Design and Establish

Master Planning Process

Master planning should be established for all CLs. It integrates any existing facilities along with the construction and maintenance of required facilities while synchronizing resources to requirements in support of CLs. Planning for contingency bases follows a similar path used for permanent installations, except it may have a shortened planning horizon and is often not prepared to the same level of detail.

Master planning is distinct from joint planning. Master planning does not replace planning or troop-leading procedures at the tactical level for conducting unit operations. Comprehensive master planning focuses on a longer time horizon while meeting present mission requirements without compromising the ability to meet future needs. The skills and experience required for master planning are most commonly attributed to community planning and general engineering.

Developing Master Plans

Master planning principles are:

- Scalability.
- Sustainability.
- Standardization.
- Survivability.

Master plans should address uncertainties such as resource availability, base populations, mission duration, evolving threats, and consequences of alternative course of action to the proposals within the plan, including the costs for inaction.

Risk Management

JFCs and their planning staffs, as well as the larger joint planning and execution committee, identify and communicate shortfalls in DOD's ability to resource, execute, and sustain the military

operations contained in the plan, as well as the necessary actions to reduce, control, or accept risk with knowledge of potential consequences.

Planning Team

Planning Lead. The GCC establishes the policies and procedures to develop, approve, and implement base master planning in the AOR. The base commander, supported by a master planning team, develops the base master plan that serves as the blueprint for implementing improvements at the CL.

Stakeholders and Planning Teams. Stakeholders in the master planning process include anyone using or maintaining a facility within the scope of a planning boundary, including tenant units and organizations (military, governmental, and contractors). Stakeholders also include members of higher-level headquarters and echelons with oversight over the installation, such as combatant command (CCMD), Service components, combined task forces/joint task forces, and commanders.

Establishing CLs

Numerous activities should be completed prior to the establishment of a CL. These include:

- HN agreements should be in place prior to the establishment of CLs.
- Contract support planning, to include decision to use civil augmentation programs (CAPs) or other contract support arrangements.
- Plan for flow of forces and transition plan for organic versus contract services.
- Ensure contractors who access the CL are accounted for through the use of a common joint database, such as the Synchronized Predeployment and Operational Tracker or its successor.
- Plan for use of local materials and labor.
- CAPs.
- Establishment of medical, communications, and other support functions.
- Plans/procedures for interoperability among joint and multinational forces.

- Considerations with use of existing facilities and infrastructure.
- Beddown plan completed.

Operate, Sustain, and Manage

Lead Service or Lead Service Component Functions and Responsibilities

The lead Service or lead Service component:

- Plans and programs for construction, real estate, leasing, facility operations and maintenance, environmental management, and engineering support through normal Service channels. Ensures compliance with established basing standards.
- Reviews the basing master plan for all approved basing locations annually.
- Establishes guidance to support GCC theater basing strategy.
- Plans, programs, and manages funding to support construction IAW geographic CCMD and Service regulations.

Base Operations Support-Integrator Staff Functions and Responsibilities

The BOS-I:

- Closely coordinates with the SAA or single port or terminal manager.
- Manages basing master planning efforts for all Services/forces.
- Conducts environmental surveys/reports and manages the collection and disposal of solid waste, medical waste, wastewater, and hazardous waste.
- Conducts energy assessments.
- Conducts water use assessments.
- Coordinates with communication units to ensure they are included and cognizant of all basing master planning efforts.
- Maintains records of all construction, including improvements to existing facilities.

Lead Construction Agent

The lead construction agent manages execution of the construction program, provides engineer and construction reports or situation reports as requested by CCMD staff, and develops and

implements project requirements IAW directed facility construction levels.

Civil Augmentation Programs

CAPs provide worldwide logistics and construction support. CAPs can significantly aid mission accomplishment by providing the JFC and joint force engineer with additional options and flexibility in providing timely civil engineering and logistic support. CAPs are managed by a Service program officer and are structured with one lead contractor to provide support that effectively integrates construction, facility maintenance, and logistic support to the joint force.

Contract Support

Operational contract support planning and execution requires a programmatic approach on the behalf of the JFC and supporting CCDRs, Service components, CSAs, and their associated contingency contracting organizations.

Records Management

Commanders maintain and archive records and documents to provide a historical record and the development of lessons learned. This establishes the baseline for that location in the event that follow-on operations or legal actions are required.

Transition, Transfer, or Closure

Eventually, a CCDR transitions, transfers, or closes a CL:

- **Transition.** A GCC may propose a CL as an EL using the ELML change nomination process outlined in DODI 3000.12, *Management of US Global Defense Posture (GDP)*. Once the Global Posture Executive Council approves the transition of a CL to an EL, the process will generally take 90-365 days to complete, depending on the size, location, and mission of the CL.
- **Transfer.** Transfer involves turning over all or portions of a CL's real estate to another US commander, US Government department or agency, a multinational partner, the HN, or a private landowner.
- **Closure.** A CCDR may partially or completely close a CL when no longer

needed. The base commander or BOS-I must meet theater closure standards before turning a CL over to a private landowner or the HN. In emergency situations, the CL may be abandoned or destroyed.

The GCC develops the policies and procedures for transfers and closures as part of the theater basing strategy. The lead Service is directly responsible for oversight of the transfer or closure of all CLs assigned. The base commander or BOS-I is directly responsible to the lead Service for execution.

Theater CL transfer and closure guidance provides the information the BOS-I needs to develop their individual transfer or closure plan. The plan may be part of the CL's master plan or be a standalone plan. Regardless, the plan must be consistent with the GCC's theater basing strategy.

Conclusion

This publication provides doctrine to plan, establish, operate, manage, and either transition or close contingency bases.

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CHAPTER I
CONTINGENCY BASING WITHIN THE DEPARTMENT OF DEFENSE

1. Introduction

a. This joint publication (JP) describes how the joint force conducts contingency basing in support of operations outside the US and any of its territories. Though this JP focuses on contingency locations (CLs) used by joint forces, it applies to all CLs, as all have the potential to develop into use by joint or multinational forces as missions evolve. This JP provides guidance, identifies the key participants, and discusses roles and responsibilities and the processes involved in support of contingency basing. It addresses how echelon commanders from joint to lowest Service levels plan; establish; operate and manage; and transfer, transition, or close bases in a geographic combatant commander's (GCC's) area of responsibility (AOR).

b. This publication describes activities that improve the efficiency and effectiveness of all aspects of contingency basing. It explains comprehensive planning and design from the initial stages of a CL to maximize efficiencies throughout their life cycles. This JP provides the lexicon associated with contingency basing and provides joint guidance for the life cycle of a CL.

2. Mission

a. **General**

(1) The Department of Defense (DOD) provides the military forces needed to deter war and to protect the security of the US. To support this mission, the combatant commanders' (CCDRs') plans are supported by posturing forward-deployed forces at CLs throughout their AORs. Contingency basing is the life cycle process of planning, establishing, constructing, operating, managing, transferring, and transitioning or closing a non-enduring location (EL) supporting a CCDR's requirements.

(2) CLs facilitate mission accomplishment by enabling power projection and security. Measures to protect the force are maximized; abilities to resupply, reconstitute, and refit the force are enabled; and quality of life (QOL) improvements are integrated to increase overall force effectiveness as required.

(3) Fundamentally, CLs support CCDRs' operational requirements through the provision of base operating support (BOS) services, physical and technological infrastructure, and logistical assets and capabilities.

b. **Global Defense Posture: CLs and ELs.** DOD classifies overseas basing into two types of locations: contingency and enduring. The distinction is important because the classification informs funding, policy, planning decisions, and its strategic and tactical focus. While CLs and ELs serve unique purposes in support of US military objectives overseas, both are components of DOD's overall global defense posture and allow DOD

to synchronize posture management to achieve efficiencies. To the maximum extent possible, GCCs should leverage infrastructure and support services at currently established ELs to conduct contingency activities rather than establishing new CLs. Resourcing even the smallest CLs, especially in more remote locations, has proven extremely difficult for many GCCs in numerous theaters and is often unsustainable. The following types of sites are considered enduring for US Government purposes: main operating bases, forward operating sites, and cooperative security locations. All three types of locations may be composed of more than one distinct site.

(1) CLs support activities in contingency operations or other operations as directed by a CCDR. In accordance with (IAW) Department of Defense Directive (DODD) 3000.10, *Contingency Basing Outside the United States,* CLs are categorized as initial, temporary, or semipermanent. CLs support contingency activities that are intended to be temporary in nature. However, if a CL is meeting an enduring requirement, it should transition to an EL.

(2) ELs enable ongoing operations activities and interests, which may or may not require a continuous force presence, and provide strategic access to support US strategic interests and response to regional and/or global contingencies.

c. **Contingency Basing Activities**

(1) To support military operations outside the US that are expected to be short-term, CCDRs direct the establishment of CLs if no existing CL or EL is available. Basing activities occur along a spectrum in which the standards for facilities, equipment, and services depend on the current and anticipated future operating environment, type and priority of the mission, and the anticipated duration of use. GCCs categorize CLs as initial, temporary, or semipermanent. CLs typically begin as expeditionary sites supporting specific missions, manned by deployed forces. CLs may also be established at existing locations, which have the infrastructure to support operations (e.g., civilian airports, sea ports). As a mission develops and political agreements are established, commanders may decide to resource more robust infrastructure and increased QOL to support longer-term operations. Initial funding may be provided through supplemental funding such as overseas contingency operations and operation and maintenance (O&M) funds.

(2) Although Service and DOD real property records are not required for all CLs, there may be an accumulation of real property records as a CL matures and prior to expending construction funds. The lead Service or lead Service component at each location maintains records of all improvements to existing facilities and infrastructure, to include construction of new facilities and infrastructure. These records, at a minimum, capture a description of the CL, each improvement to the location, cost data, and funding sources used. The lead Service or lead Service component identifies facilities provided or confiscated for US military use and documents subsequent improvements. Other related records in the form of real estate, materiel property, and environmental conditions surveys should be created and maintained prior to expenditure of certain construction fund types.

d. **Seabasing.** Seabasing leverages operational capabilities, sea-based platforms, logistical resources, maneuverability, health services, and tactical lift through presence and interoperability to respond to crises. It accelerates the deployment and employment of maritime capabilities independent of infrastructure ashore. A sea base provides a joint force commander (JFC) with a scalable and mobile capability from which to exercise command and control (C2) or provide strike, power projection, fire support, and logistics capabilities where and when needed. Seabasing can reduce the footprint ashore and minimizes the need to place vulnerable assets ashore. A sea base can be established without reliance on host-nation support. Discrete and tailored, sea-based forces are often deemed preferable among the local populace and government as a less obtrusive support option compared to having foreign troops on the ground in their country. Joint seabasing allows support and sustainment to be landed in sufficient quantities, as required, without necessarily placing it all in a vulnerable and essentially immobile location. Seabasing reduces the possible negative impact on limited infrastructure ashore and provides operational depth for sustainment and protection. Additional organize, train, and equip requirements may be necessary for Services to fully execute/support joint seabasing.

For additional information to establish, maintain, and operate from a sea base, refer to Navy Warfare Publication 3-62M/Marine Corps Warfighting Publication (MCWP) 13-10, Seabasing.

e. **Afloat Forward Staging Base (AFSB).** AFSBs have been used to support mine countermeasure forces and special operations forces (SOF). An AFSB consists of one or more ships and submarines employed to base and sustain forces in an operational area (OA). AFSB support to joint operations generally fall into two broad categories: contingency operations where joint forces may embark vessels for one to six months (typically a US combatant ship or US auxiliary vessel) and deliberate operations where joint forces may embark vessels for six months to one or two years (typically a contracted commercial vessel with civilian mariners). AFSBs can facilitate a rapid response to crisis operations, as well as support a sustained presence in situations where basing ashore is neither feasible nor advantageous. The employment of AFSBs also negates the time-consuming and costly requirement of establishing temporary bases ashore.

For additional information on AFSB support to joint operations, see Naval Special Warfare Command Tactical Memorandum 3-05.1-15, Special Operations Forces (SOF) Afloat Forward Staging Base (AFSB) Operations.

3. Integration and Synchronization

CCDRs require locations from which to project and sustain forces to accomplish assigned missions and extend and maintain operational reach. Some CLs may exist at the onset of an operation (because they were established to support a different mission or objective), but CCDRs will establish CLs when needed to accomplish a specific mission or a variety of missions. CLs currently have many labels (such as bases, base camps, intermediate staging bases, forward operating bases, patrol bases, and combat outposts). All are created to support the mission and the underlying concept of providing a protected

location from which to project power. CLs are essential to support and sustain joint forces across the range of military operations. CLs are developed to support joint, interorganizational, and multinational partners per CCDR requirements until the CCDR decides to transfer, close, or nominate the base as an EL, based on mission requirements. Factors that inform requirements for a CL include mission, time, geographical location, political agreements, facility construction levels, population size, physical size, and level of services. Of all these factors, mission is the primary driver.

CHAPTER II
CONTINGENCY BASING SPECTRUM

1. Contingency Basing Life Cycle and Contingency Location Categories

a. The contingency basing life cycle involves the process to plan; design; establish; operate; manage; and transition, transfer, or close a CL supporting GCC requirements. The three categories of CL are initial, temporary, and semipermanent. Although the names of these categories mirror the facility construction levels contained in JP 3-34, *Joint Engineer Operations,* there is not a direct link between CLs and facility construction levels of the same name. In other words, a temporary CL may be developed using initial, temporary, or semipermanent facility construction levels for the infrastructure and utilities that make up the elements of the CL (or a combination thereof) depending on a number of variables (such as environmental conditions, political-military considerations, availability of materials and supplies, and/or anticipated duration of use). When discussing CLs, it is important to clearly distinguish between a CL categorization and the facility construction level of its infrastructure.

b. Oversight of contingency basing efforts is integrated at the DOD level to promote consistent policy and doctrine, comprehensive training, integrated command and staff functions, and coordinated resource support, which enables the other life cycle activities. Mission efficiencies and operational effectiveness are gained by DOD efforts across doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy and through common Service standards. GCCs confirm and define contingency basing policy and strategically synchronize policies during the creation of the basing strategies that are reflected in theater posture plans (TPPs), operation plans (OPLANs), concept plans, and fragmentary orders.

c. The contingency basing spectrum spans from CLs built under the most austere conditions using organic assets to CLs providing semipermanent facilities and enhanced QOL. Mission requirements and diplomatic considerations and authorities may dictate when CLs will transition from a CL to an EL, but for planning purposes, this transition should ideally happen around the five-year point.

d. When missions at a CL are expected to exceed five years, the GCC should evaluate transitioning the site to an EL and perform activities required to nominate the site for inclusion on DOD's enduring location master list (ELML) IAW Department of Defense Instruction (DODI) 3000.12, *Management of US Global Defense Posture (GDP).* The ELML and any nominations to it are based on TPPs and are submitted as supporting documents to the Global Posture Report to Congress. Nominations are reviewed by the Global Posture Executive Council (GPEC), per DODI 3000.12. CLs are intended for temporary use. As such, CLs whose mission requirements extend beyond five years should only be retained on the contingency location master list (CLML) by exception as adjudicated between the Contingency Basing Executive Council (CBEC) and GPEC, in coordination with the GCC and the identified lead Service for each location.

e. The purpose of the ELML is to identify, confirm, and document locations that represent enduring, strategic US security interests for the foreseeable future. It is the source document used to validate enduring US foreign and overseas posture locations and is utilized to fulfill congressional reporting requirements. It also documents the responsible lead Service for each EL as approved by the Deputy Secretary of Defense.

2. Types of Contingency Locations

The fundamental purpose of CLs is to provide the support, facilities, and infrastructure systems necessary to receive, stage, and facilitate the onward movement of deploying forces. The timelines associated with each category provide a framework to plan for the transition of facility construction levels and re-evaluation during operation of a CL, but the actual decision to transition should account for conditions on the ground, mission requirements, host-nation coordination, and any other relevant factors. Expected CL duration will inform the commitment of resources and can affect the construction levels used for facilities and infrastructure. The three categories of CLs are described as follows:

a. An **initial CL** is designed and constructed on an expedient basis using organic Service capabilities and is characterized by austere facilities requiring minimal engineering effort to initiate mission operations (e.g., US Army's force provider expeditionary [FPE] and US Air Force base expeditionary airfield resources [BEAR]). Common facility types include tents, containers, and fabric shelters. This does not include individual unit organic tentage when used during bivouacs.

(1) An initial CL is characterized by rapid development for limited duration use by operational units upon initial arrival in theater.

(2) Basic QOL includes what units can provide with their organic capabilities or what can be provided by other operational units assigned to the initial CL. Typically, initial CLs have little or no contracted support for QOL services. Since each Service maintains different organic and prepositioned capabilities, services and QOL will vary.

(3) When mission activities at an initial CL are expected to extend beyond nine months, the GCC should consider enhancing, re-categorizing, and sustaining/resourcing the site as a temporary CL.

(4) GCCs have the authority to designate the lead Service component for an initial CL.

b. A **temporary CL** is appropriate for missions that are expected to last up to 24 months. Only in rare cases are permanent construction or even semipermanent construction levels considered. While enduring construction standards are not typically used during the contingency phase of an operation, at times, semipermanent construction standards may be used in place of initial or temporary construction. The CCDR, in coordination with Service components and the Services, specifies the construction levels

for facilities in the theater to optimize the engineer effort expended on any given facility while assuring the facilities are adequate for health, safety, and mission accomplishment.

(1) Temporary facility construction levels are typically employed at temporary CLs (see JP 3-34, *Joint Engineer Operations*). Construction methods are typically low cost and expedient, using locally available materials and equipment. For example, modular or prefabricated structures can be constructed for critical facilities, and infrastructure requirements are met with buried water lines, overhead and/or buried electrical distribution, buried or protected communications outside plant infrastructure (e.g., fiber/cable), pole-mounted lighting, buried sewer lines, and collection tanks and pumping systems. Living spaces and administrative functions may receive hard floors and walls or be replaced with modular facilities as CLs grow and mission duration requires. These construction levels should enhance personnel readiness and efficiency of operation, safety, force protection (FP), durability, morale, and health standards for deployed personnel.

(2) Expanded QOL, though still minimized and relatively austere, exceeds support and services available organically through operational unit capabilities and involves a limited level of contracted support. Expanded QOL reduces stress on personnel deployed for longer periods of time and sustains personnel readiness. As such, commanders should explore every opportunity to support or provide reasonable QOL enhancements through the use of existing or emerging technologies.

(3) When mission activities at a temporary CL are anticipated to continue for 24 months or more, the GCC should consider enhancing, re-categorizing, and resourcing the site as a semipermanent CL.

(4) GCCs have the authority to designate the lead Service component for a temporary CL.

c. A **semipermanent CL** supports extended duration contingencies, typically 24 to 60 months, and is characterized by enhanced infrastructure, services, and QOL compared to a temporary CL. A semipermanent CL enables sustained operations and reduces sustainment costs through the use of more durable construction methods, better energy systems, and master planning efforts. This CL generally requires an increase in FP, requires an increase in operational reach, and improves readiness, while requiring greater effort to manage and operate.

(1) The use of permanent construction levels should be minimized at a semipermanent CL, though they may be used due to factors such as environmental conditions, stipulations of host nation (HN) agreements, or as a more cost-effective means to support mission requirements. When they are used, the GCC approves individual projects. The GCC assists the designated lead Service with programming, site planning, design, and construction management activities.

(2) Enhanced facilities and infrastructure reduce sustainment costs through the use of materials and systems that improve energy and water efficiency, maintenance costs,

and waste treatment. For example, the use of semipermanent shelters in place of tents reduces energy consumption while also improving QOL.

(3) Services and QOL at a semipermanent CL approach those at an EL with persistent presence, such as at a forward operating site, but because of the non-enduring nature of the location, support and services should be kept to the minimum needed to reduce stress on deployed personnel.

(4) Other mission support services at a semipermanent CL also approach the capabilities available at ELs. For example, semipermanent CLs will have increased medical support functions, expanded emergency management and emergency support functions, established communications infrastructure to include communications distribution services, and more robust fueling points and ammunition storage.

(5) GCC's recommend to the Chairman of the Joint Chiefs of Staff (CJCS) the designation of a lead Service for each semipermanent CL. The CJCS reviews combatant command (CCMD) recommendations for lead Service designation and provides a recommendation to the Under Secretary of Defense for Acquisition and Sustainment (USD[A&S]). The USD(A&S) coordinates with the Military Departments, and forwards to the Deputy Secretary of Defense for approval, CJCS recommendations for lead Service designation for each semipermanent CL. The mechanism for transmitting these recommendations is through the annual update to the CLML. The CLML records DOD's non-enduring overseas footprint and formally designates the lead Service for each semipermanent CL.

3. Planning Considerations for Transitioning Contingency Locations to Enduring Locations

When a GCC determines that DOD requirement for the CL is likely to extend beyond 60 months, the GCC should either nominate the site as an EL IAW procedures outlined in DODI 3000.12, *Management of US Global Defense Posture (GDP),* or request an exception to continue to maintain the CL status. All exceptions should be adjudicated between the GPEC and CBEC in coordination with the GCC and lead Service.

See DODI 3000.12, Management of US Global Defense Posture (GDP), *and DODD 3000.10,* Contingency Basing Outside the United States, *for more information.*

CHAPTER III
ROLES AND RESPONSIBILITIES

1. Office of the Secretary of Defense

a. The Secretary of Defense exercises oversight of contingency basing through the Principal Deputy Under Secretary of Defense for Acquisition and Sustainment (PDUSD[A&S]). The Deputy Secretary of Defense approves the lead Service for a semipermanent CL and the transition of a CL to an EL by approving the ELML.

b. USD(A&S) provides recommendations of lead Service for semipermanent CLs to the Deputy Secretary of Defense. PDUSD(A&S) provides oversight of all aspects of contingency basing policy, including the establishment of a governance body, the CBEC, which is co-chaired by the Joint Staff J-4 [Logistics Directorate], as the CBEC lead integrator (see Figure III-1).

c. The CBEC is the senior governance body for the policy, capability development, direction, and synchronization of all aspects of contingency basing across the DOD. The CBEC will:

(1) Develop criteria and establish standards for facilities, equipment, and services for initial, temporary, and semipermanent CLs.

(2) Establish a joint standardization board for contingency basing to achieve commonality and interoperability among the DOD components for CL facilities, processes, and equipment.

(3) Develop and establish DOD logistics policies and guidelines for contingency basing that support and facilitate programs for materiel interoperability and standardization with multinational partners.

(4) Lead rapid acquisition and procurement efforts in support of GCCs' requirements to provide immediate capabilities for contingency basing.

(5) Establish a process to identify the minimum level of competency for contracting officers in support of contingency basing.

(6) Establish specific training requirements for contingency basing contracting.

(7) Integrate and annually update contingency basing considerations into the DOD Strategic Sustainability Performance Plan.

(8) Recommend to the Deputy Secretary of Defense priorities for plans, analysis, capabilities, and investment strategies relevant to contingency basing.

Contingency Basing Executive Council Membership

The Contingency Basing Executive Council membership consists of:

- Deputy Under Secretary of Defense for Installations and Environment
- Assistant Secretary of Defense for Logistics and Materiel Readiness
- Assistant Secretary of Defense for Operational Energy Plans and Programs
- Assistant Secretary of Defense for Health Affairs
- Assistant Secretary of Defense for Readiness and Force Management
- Deputy Assistant Secretary of Defense for Plans
- Office of the Assistant Secretary of the Army (Installations, Energy, and Environment)
- Office of the Assistant Secretary of the Navy (Energy, Installations, and Environment)
- Office of the Deputy Commandant, Installations and Logistics, US Marine Corps
- Office of the Assistant Secretary of the Air Force for Installations, Environment, and Energy
- Office of the Chairman of the Joint Chiefs of Staff
- One General Officer/Flag Officer/Senior Executive Service, or the logistics director of a joint staff if an O-6, from each of the combatant commands:
  - US Africa Command
  - US Central Command
  - US Cyber Command
  - US European Command
  - US Northern Command
  - US Pacific Command
  - US Southern Command
  - US Special Operations Command
  - US Strategic Command
  - US Transportation Command

Figure III-1. Contingency Basing Executive Council Membership

(9) In coordination with the Under Secretary of Defense for Personnel and Readiness, develop policy for training to institutionalize contingency basing.

(10) Adjudicate GCC requests to transition CLs to ELs in coordination with the GPEC.

(11) Adjudicate a non-concurrence from a Service when that Service disagrees with the designation of lead Service. If resolution is not achieved, the decision is forwarded

to the Assistant Secretary of Defense for Energy, Installations, and Environment IAW procedures in DODI 3000.12, *Management of US Global Defense Posture (GDP).*

For a detailed discussion of the CBEC's responsibilities, see the Contingency Basing Executive Council Charter.

2. Chairman of the Joint Chiefs of Staff

The CJCS reviews all recommendations from GCCs for the designation of lead Service for each semipermanent CL and provides recommendations to the USD(A&S).

3. Joint Staff

Joint Staff J-4, Maintenance, Materials, and Services Division, is the CBEC Lead Integrator. In this capacity, Joint Staff J-4 performs all administrative functions, including meeting minutes, plans of action and milestones development, scheduling, and meeting facilitation, to support the CBEC and PDUSD(A&S).

4. Military Department Secretaries

Military Department Secretaries are responsible, along with their respective Service chiefs, for:

a. Developing contingency basing capabilities that are scalable and interoperable in the joint community.

b. When designated the lead Service for a semipermanent CL, the programming and execution of common-user items, logistics functions, and/or service support. A CCDR may choose to assign specific common-user logistics (CUL) functions, to include both planning and execution to a lead Service. These assignments can be for single or multiple common logistics functions and may also be based on phases or OAs within the CCDR's AOR. In circumstances where one Service is the predominant provider of forces, or the owner of the preponderance of logistics capability, it may be prudent to designate that Service as the joint logistics lead for base operating support-integrator (BOS-I). The CCDR may augment the lead Service logistics organization with capabilities from another component's logistics organizations as appropriate. Key lead Service functions at operating areas typically include, but are not limited to, BOS-I, communications synchronization, senior airfield authority (SAA) synchronization, budget programming, real property management, and provision (provide and fund) of common-user items or service support. The lead Service may consider a commercially contracted solution to meet the requirements in addition to, or in place of, organic support.

c. When their Service is a tenant at a CL, coordinating requirements with the lead Service and providing Service-specific capabilities IAW DODI 4000.19, *Support Agreements.*

Refer to DODD 3000.10, Contingency Basing Outside the United States, *for more information.*

5. Geographic Combatant Commanders

a. GCCs have authority to designate the lead Service component responsible for initial and temporary CLs. For semipermanent CLs, GCCs recommend to the CJCS the designation of a lead Service. Appendix A, "Lead Service Designation Process," illustrates the process GCCs follow when designating a lead Service. Additionally, GCCs:

(1) Assess the operational environment at critical milestones to determine contingency basing requirements and maintain a CL listing for locations within their AOR.

(2) Establish, in coordination with the involved DOD components, contingency basing criteria in OPLANs and supporting plans.

(3) Specify the common service standards for each CL.

(4) IAW Chairman of the Joint Chiefs of Staff Instruction 3110.03, *(U) Logistics Supplement to the Joint Strategies Capabilities Plan (JSCP),* the Commander, US Special Operations Command, arranges Service common (includes BOS) logistic support to its assigned forces before they are allocated to the GCCs for employment.

(5) Approve all rapid acquisition requirements in support of a specific CL operation.

(6) Approve master plans involving semipermanent or permanent construction.

(7) Approve individual projects of permanent construction.

b. When SOF are allocated to a GCC and lack mission-essential support capabilities at a CL, SOF will identify and request conventional forces augmentation support through joint planning and force management processes. The joint special operations task force (JSOTF) headquarters (HQ) commandant normally provides internal support to the JSOTF and is responsible for all aspects of the HQ support activities regardless of which Service is designated lead Service.

For more information on special operations and logistics and basing support, see JP 3-05, Special Operations.

6. Combat Support Agencies

Combat support agencies (CSAs) have a support relationship with the GCC responsible for the CL. CSAs play an important supporting role in contingency basing. The Defense Logistics Agency (DLA), for example, is the executive agent for bulk petroleum, medical materials, subsistence, construction, and barrier material and provides

other classes of supply and services. DLA Disposition Services is DOD's lead for disposition of surplus property and hazardous waste (HW) in CLs. DLA assists GCCs throughout the CL life cycle with planning, operations, and closure/transition. DLA's Joint Contingency Acquisition Support Office and rapid deployment teams afford the GCC tailored deployable support for CL operations as required.

Refer to DODD 3000.06, Combat Support Agencies (CSAs), *and JP 4-0,* Joint Logistics, *for more information on CSA support.*

7. Service Component Command

When designated by the GCC as the lead Service component for an initial or temporary CL, Service component commands plan; design; establish; operate and manage; and transition, transfer, or close the CL. Service component commands will coordinate their requirements with their respective GCCs and Service chiefs.

8. Lead Service for Contingency Basing

a. The lead Service has primary responsibility for the programming and execution of common-user items, logistics functions, and/or service support. A CCDR may choose to assign specific CUL functions, to include both planning and execution to a lead Service. These assignments can be for single or multiple common logistics functions and may also be based on phases or OAs within the CCDR's AOR. In circumstances where one Service is the predominant provider of forces, or the owner of the preponderance of logistics capability, it may be prudent to designate that Service as the joint logistics lead for BOS-I. The CCDR may augment the lead Service logistics organization with capabilities from another component's logistics organizations as appropriate. Key lead Service functions at operating areas typically include, but are not limited to, BOS-I, communications synchronization, SAA synchronization, budget programming, real property management, and provision (provide and fund) of common-user items or service support. The lead Service may consider a commercially contracted solution to meet the requirements in addition to, or in place of, organic support.

b. Unity of effort through a lead Service eliminates duplication of planning and execution of contingency basing functions and maximizes the use of resources needed throughout the life cycle of a CL.

c. The lead Service is responsible for environmental and HW management IAW DODD 4715.22, *Environmental Management Policy for Contingency Locations*.

9. Base Operating Support-Integrator

a. BOS-I is a sub-function of the lead Service. The BOS-I is responsible for planning and synchronizing the efficient application of resources and contracting to facilitate unity of effort in the coordination of sustainment functions at designated CLs. When multiple Service components share a common base of operations, a GCC may designate a Service

component or joint task force (JTF) as the BOS-I at each CL. The GCC, commensurate with SOF capacity and capability, may assign SOF the synchronization of BOS functions in specific instances where SOF and their enablers are the only forces at a CL.

b. The designated BOS-I is responsible for coordinating common-user contract support, as well as the efficient use of other support resources, for all joint forces at the CL. Additional BOS-I responsibilities may include, but are not limited to, coordinating the issuance of war reserve materiel assets, collecting and prioritizing construction requirements, seeking infrastructure funding support, environmental management, emergency management, emergency services, FP, and management. Considerations for assigning specific BOS responsibilities include:

(1) Initial forces at a location.

(2) Preponderance of forces at a location.

(3) Greatest capability to perform the function.

(4) Agreement between the affected Services or components.

(5) Anticipated duration of employment at a location.

(6) Phase of operations.

c. BOS-I responsibilities include coordination of war reserve material assets; collection and prioritization of construction requirements; seeking infrastructure funding support; environmental management; fire emergency services; emergency management; chemical, biological, radiological, and nuclear response; FP; and HW disposal. When shortfalls or opportunities for efficiencies occur, the GCC may task component commanders to provide or coordinate specific capabilities (e.g., infrastructure, security, and communications). The BOS-I must closely coordinate with the SAA, single port, or terminal manager assigned by the JFC for CL support activities and airfield operations. If no SAA, single port, or terminal manager is assigned, the BOS-I is responsible for their functions.

d. If the BOS-I uses a mixture of civil augmentation program (CAP) and other types of contracted support to provide base services, engineers and logisticians must plan early for these requirements to minimize burdens upon the operational staff during execution of the operation. Factors that inform the decision to use CAP include the size of the supported force, the expected duration of employment at the CL, the facility construction levels, security, and access requirements related to their use.

10. Contingency Location Commander

The CL commander (base commander) is a GCC-designated representative responsible for the day-to-day operation, management, protection, and provision of

services at a CL. In many cases, the base commander and BOS-I will be the same person. A GCC may designate an individual within a Service component or JTF as the base commander at each CL.

11. Senior Airfield Authority

a. The SAA is an individual designated by the CCDR or JFC responsible for the control, operation, and maintenance of an airfield, to include the runways, associated taxiways, parking ramps, land, and facilities whose proximity directly affects airfield operations. The SAA coordinates airfield management requirements, including aerial port operations, refueling, crash/fire/rescue, weather, airfield lighting, fleet service support, and material handling equipment. Coordination and operations of aircraft in the immediate airspace of the airfield is also the responsibility of the SAA. Air operational requirements may necessitate the deployment of navigational aids, issuing notice to airmen, and coordination with nearby land and facilities whose proximity affects airfield operations (approach overruns and obstructions). The SAA oversees flight line access and is responsible for the safe movement of aircraft within designated aircraft movement areas. On a joint-use airfield, the SAA oversees airfield operations for all tenant aviation units and transient aircraft. During the establishment of a CL during crisis or contingency operations, US Transportation Command or a component commander of a CCMD may initially be designated SAA—but the GCC may then transition SAA to the JFC once the joint force HQ can assume the responsibility. Ultimately, delegation of SAA normally transitions to an appropriate individual as discussed in JP 3-17, *Air Mobility Operations*.

b. In situations where US forces are not the overarching authority for airfield operations (e.g., the HN maintains airfield control or an operational civil airfield), the SAA maintains oversight for all US/multinational airfield operations and is the primary coordinator with the respective airfield officials for any support required. In support of the CCDR and/or JFC, the SAA coordinates with the BOS-I and HN to develop plans for needed airfield capability, improvements, and repairs to meet operational requirements. The SAA also closely coordinates with the BOS-I where airfield management infrastructure and base operations overlap (e.g., security). Fiscal responsibility for airfield management infrastructure may fall to a single Service or be coordinated with all stakeholders on a joint use CL.

c. If dual-hatted as the base commander, the SAA has control and responsibility for security operations and will exercise tactical control over all forces performing base defense within the base boundary through the C2 mechanism of the base defense operations center (BDOC) (see JP 3-10, *Joint Security Operations in Theater*). The base commander, through the BDOC, addresses threats with attached forces within the designated base boundary, coordinates with the designated area commander(s) for additional support or forces, and, if required, requests joint fires within the base boundary. Within this context, clear lines of authority are required to ensure resources and personnel are protected from ground-based attacks and standoff attacks commensurate with the commander's integrated base defense plan.

Refer to JP 3-17, Air Mobility Operations, *for more information on SAA.*

12. Single Port Manager

The single port manager (SPM) controls, operates, and maintains the port, to include piers, wharves, loading ramps, and offload areas, as well as land and facilities affecting port operations. The SPM will perform many BOS functions on the facilities immediately surrounding the port operations area. The SPM and BOS-I may be from different Services. When this occurs, the BOS-I and SPM should closely coordinate along the seam between the two areas during planning and execution of operations. A common solution is to establish a line of demarcation around the port, assigning the SPM responsibility within and the BOS-I responsibility outside the line of demarcation. In some cases, the SPM should have control of funding and contracting for port O&M services. The Military Surface Deployment and Distribution Command (SDDC) acts as the SPM with responsibilities and authorities very similar to those of an SAA.

For additional information on SPM, refer to JP 4-01.5, Joint Terminal Operations.

13. Communications Services

The communications systems directorate of a joint staff is responsible to the JFC to facilitate a rapid, unconstrained flow of information from its source through intermediate collection and processing nodes to its delivery to the user. Communications operators should understand the capabilities and limitations of all potentially available strategic, operational, and tactical communications systems and equipment, whether they are organic to Services, other CCDRs, and/or agencies; belong to non-US forces; are provided by an HN; or are commercial. Typically, the combined system will provide voice, data, and video communications. Building the communications system to support the JFC requires knowledge of the joint force organization, the commander's concept of operations (CONOPS), communications available, and how they are employed.

For more information on component communications management, see JP 6-0, Joint Communications System.

14. Tenant Commanders

a. Tenant commanders are commanders of units that reside and operate on or from CLs but do not fall under the direct command of the base commander. Tenant commanders actively participate in the preparation of base security and defense plans (see Figure III-2). They will normally be required to provide security of their own forces and mission-essential assets, provide individuals to the BDOC, perform perimeter/gate security, and will often be assigned battle positions IAW base security plans. These forces, when provided, will normally fall under the tactical control of the base commander for the purpose of base defense. Most importantly, tenant commanders direct training of their personnel to support and participate in base security in the event of attack. Tenant JSOTFs,

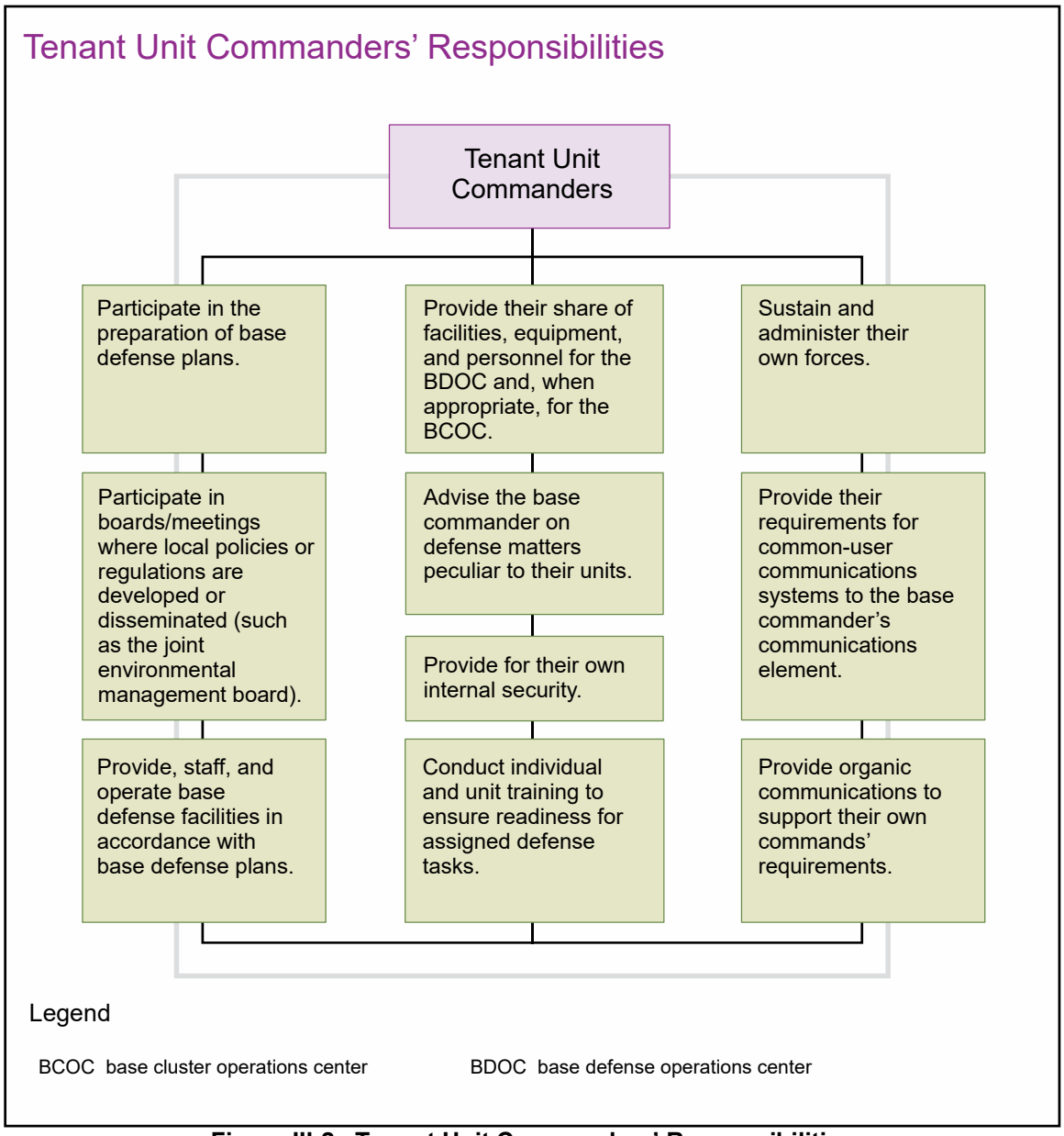

Figure III-2. Tenant Unit Commanders' Responsibilities

because of low personnel densities, must coordinate these requirements with the base commander.

For more detail, refer to JP 3-10, Joint Security Operations in Theater.

b. The GCC determines the roles and responsibilities between tenant commanders, the base commander, and BOS-I. Typically, the BOS-I synchronizes sustainment functions and services within the CL. Tenant commanders may provide input on levels of service and other items to the BOS-I, but the BOS-I makes the final determination based upon their defined roles and responsibilities.

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CHAPTER IV
PLANNING

1. Theater Basing Strategy

a. GCCs develop a basing strategy as part of their strategic estimates, strategies, and plans to accomplish their assigned missions. These theater basing strategies include addressing the ends, ways, and means for contingency basing that support the operational objectives for a contingency and relate to the campaign plan and its branch plans. In effect, the GCC's basing strategy for a contingency is the foundation for in-theater base master planning. While mostly conceptual, the basing strategy includes detailed guidance relating to basing standards, facility allowances, and the role those CLs have in the contingency operation. Commanders at each echelon add focus and details that allow subordinates to develop bases in support of mission requirements. These basing strategies, developed and approved as part of contingency planning, should not be confused with the annual requirement to submit a TPP. The TPP defines support for future baseline budget development. Where possible, and when contingency requirements can be predicted, posture development should be synchronized to integrate near-term contingency requirements with long-term posture development. A basing strategy can include detailed guidance relating to basing standards, facility allowances, base designs, integrated basing schemes, and the role those CLs have in the contingency operation.

b. A theater basing strategy translates strategic and operational objectives into a physical presence. The GCC's basing strategy provides overall arrangement of bases (both ELs and CLs), their sustainment, and their linkages and interdependencies with other US Government departments and agencies and nongovernmental organizations in the AOR. The GCC validates this strategy as part of the formal planning process and approval. The basing strategy may change over time, and some will evolve differently than envisioned. Where possible and predictable, theater basing strategy will be used during the longer term posture development of the TPP.

c. A theater basing strategy addresses how CLs are used to enable access; extend operational reach; support line(s) of operation; enable the generation of combat power; and support the operational, protection, and sustainment requirements of deployed forces. Included as part of the basing strategy are the standards for such factors as design, facility construction levels, QOL, environmental protection, and survivability that are tailored to a specific AOR or region. In addition to operational and tactical considerations, some of the principal factors that are considered in formulating theater-specific standards include:

(1) Joint and Service policies.

(2) International agreements and treaties.

(3) US laws and regulations.

(4) HN laws and local customs and practices.

(5) The availability of indigenous construction materials.

(6) The availability and capability of the local labor force, to include technical competency of local national commercial firms to meet JFC-directed facility construction levels.

(7) Access to existing facilities and infrastructure.

(8) Access to land for base expansion.

(9) The availability of water from developed and undeveloped sources.

(10) Power and energy considerations.

(11) Climate and terrain effects on construction material characteristics and methods of construction.

(12) The availability of pre-positioned stocks and modular sets (e.g., US Air Force BEAR, US Army FPE, US Marine Corps maritime pre-positioned forces).

(13) The ability to move construction resources into and throughout the OA.

(14) The ability to support CL requirements through additive manufacturing.

d. The CCDR develops a posture plan that is an annex to the CCMD campaign plan. The TPP articulates the long-term development of theater basing in the AOR to meet enduring mission requirements. Where possible, elements of the contingency basing strategies developed as part of contingency operations can be used for base development. A contingency operation basing strategy has mostly conceptual ends, ways, and means, while containing some detailed guidance, such as which facility construction levels to use. Contingency basing strategies are reflected in guidance contained in plans and orders such as CCMD campaign plans, country plans, or specific OPLANs or orders. The GCC may develop an initial theater basing plan and revise it as the campaign progresses.

For more information on planning military operations, refer to JP 5-0, Joint Planning.

e. The terms "dispersed" and "consolidated" cluster basing describe the two generally opposite approaches for organizing bases. These approaches have strengths and weaknesses that require careful consideration.

"Security assistance programs play an important role. The overbuilding of Saudi air bases in the 1980s and the basing of a US-supported Egyptian F-16 squadron at Cairo West later afforded the United States with access critical to Operations DESERT SHIELD and DESERT STORM."

Military Contribution to Cooperative Security Joint Operations Concept,
19 September 2008

(1) The dispersed base approach, with very few large and many smaller bases, requires more base clusters or hub-and-spoke relationships to maximize the use of limited resources. It offers closer proximity to objective areas to allow for greater local civil-military operations, but it requires a larger aggregate footprint with more lines of communication and greater security and sustainment challenges. It also reduces the risk to force and mission by dispersing critical assets and increasing CL resilience by complicating enemy targeting. A dispersed basing approach may be particularly appropriate in antiaccess or area denial environments where adversaries have the capability to attack CLs throughout the OA.

(2) The consolidated approach, with several large base locations, may be better suited for selected situations for units with good tactical mobility. Fewer locations reduces the aggregate number of dedicated commanders and staffs needed for operating and managing. It also allows security and defense efforts to be concentrated on fewer sites; however, it may allow the enemy to focus attacks and will limit contact with the local population. In general, this approach may appear to be more efficient and easier to sustain. However, it may be less effective, depending on the mission, and expose the command's mission to significant risk if a major CL is lost due to enemy actions.

2. Site Selection

The GCC conducts various assessments during the site selection process before finalizing the location for a CL. These include:

a. **Physical Environment.** Commanders must carefully and continuously address the full range of environmental considerations during base master planning. Geology, weather, hydrology, wildlife, seismic zone, natural and man-made conditions, and other environmental considerations influence many aspects of base master planning, including location selection. In some areas, physical environmental considerations will also influence the selection of construction materials, base layout, and infrastructure within the CL. Some of these factors may not be present in all circumstances or have negligible impacts. The physical environment addresses both the on-base and off-base environment. Planners evaluate the on-base physical environment with a particular focus on those elements that may create significant limitations on the operation or construction of facilities, roadways, utility systems, airfields, and other CL infrastructure. An environmental baseline survey (EBS) or environmental condition study (ECS) is recommended during the planning process and may be required for a CL depending on the population and length of occupancy (see DODI 4715.22, *Environmental Management Policy for Contingency Locations*). The EBS or ECS characterizes environmental conditions and risks at CLs and is often performed in conjunction with an environmental health site assessment (EHSA). The EBS, ECS, and EHSA provide valuable information that supports base master planning decisions. In addition to on-base conditions, it is vital for planners to consider off-base and regional conditions that could affect base master planning, including local roads, railroads, airports, land use issues, and population density in the base vicinity. Planners should use geospatial software planning tools, when available. JP 3-34, *Joint Engineer Operations,* provides environmental considerations for

staff planning. Additional environmental considerations are listed in Army Techniques Publication (ATP) 3-34.5/Marine Corps Reference Publication (MCRP) 4-11B, *Environmental Considerations,* which provides guidance for applying environmental considerations during planning, training, and the conduct of contingency operations.

b. **Human Aspects of the Environment.** Planners must consider and account for the human aspects of the operational environment. Such aspects include operational effects of proximity to population centers, cultural sensitivities related to location of forces, specific land uses, economic impacts the CL may have on the local population, and health concerns to both the joint force and the local population. Proximity to local populations is not an inherently detrimental or beneficial consideration. Such proximity can aid in achieving desired sociopolitical objectives. An example may be the use of multiple, small CLs distributed throughout a population center to aid in stability. A distributed approach may also limit or defray economic distortions caused by the introduction of US forces.

c. **Existing Structures.** Planners must identify existing facilities in the preliminary planning stage. Existing structures and facilities should be used as much as possible, consistent with operational economy and functional requirements. Every existing facility should be evaluated for life safety hazards IAW Unified Facilities Criteria (UFC) 1-201-02, *Assessment of Existing Facilities for Use in Military Operations,* prior to any occupancy by DOD personnel. Even when existing structures are not used, planners determine what effect they may still have on base development, beneficial or negative. See also UFC 1-202-01, *Host Nation Facilities in Support of Military Operations,* for more information.

d. **Climate and Weather.** Planners must consider the prevailing climate and weather. While climate and weather will not normally dictate the site of the CL, they will influence base layout, facility design, electrical power generation, and other infrastructure requirements. Some specific examples of how climate and weather affect CL planning include:

(1) Drainage requirements (increase or decrease).

(2) Dust abatement requirements.

(3) Heating, ventilation, air conditioning, refrigeration, and associated power requirements.

(4) Building insulation requirements.

(5) Water line burial or insulation (freeze prevention).

(6) Building materials (suitable for environment and CL life span).

(7) Building design and construction (survivability/snow loads).

(8) Internal road networks (handle excessive rainfall/accommodate snow removal).

e. **Topography.** The topography is a major planning factor for contingency basing. It influences base site selection, land use planning, and survivability. While certain types of terrain present few difficulties for CL planners, others, such as steep hills and floodplains, are not conducive for CL development. Among other factors, planners consider the overall work effort to adapt the topography at potential locations for base development. While site buildup or other earthwork can pay great dividends in the long run, it requires time and equipment up front. Except in unusual circumstances, planners exclude locations requiring extensive modification. Planners also consider the advantages and disadvantages of a prospective site's topography relative to other selection criteria, such as FP and land use requirements.

(1) FP measures, including antiterrorism (AT) methods, are influenced by the topography at the CL. Generally, it is desirable to establish a CL on terrain with clear fields of fire and unobstructed observation of the surrounding area. However, locating certain features within the base (i.e., command posts and fuel storage areas), where they can be easily observed and targeted, is not desirable and should be avoided. Planners must also consider the topography surrounding the base. Where possible, avoid locations where high ground dominates the CL, making it easier for enemy forces to observe activities within the CL or locate and engage targets.

(2) Within the CL, the topography affects the land use plan and, to a certain extent, the construction measures used. For instance, hilly areas may not be suitable for vehicle parking areas or large buildings where extensive earthwork is required. However, smaller structures may be located there. Flat areas may be difficult to drain and require extensive grading and ditching. The construction methods used may reflect terrain considerations. In some cases, it may require less earthwork to construct buildings on piers rather than on concrete slabs. Topography also affects roads and drainage structures. Steep grades that make vehicle movement difficult and increase erosion may need reshaping to reduce their negative effects. The challenge for planners is to use the terrain to the greatest benefit and to develop the base master plan in a way that minimizes the construction effort involved.

f. **Hydrology.** Planners consider hydrological conditions and seasonal variations and flood characteristics of rivers and streams near the CL. They also consider potential flood hazard areas and the flood plain elevation of the site. While the availability of potable water is another important planning factor for CL selection, surface and subsurface drainage consequences can impact specific site selection decisions.

(1) Surface drainage, whether from existing streambeds or from water movement over the ground's surface, often has a significant impact on base operations. The topography, soil type, climate, and rainfall intensity all affect surface drainage. Poor drainage detracts from base operations by reducing trafficability and overall QOL. In certain circumstances, flooding may even occur that can damage facilities or destroy

In 2004, Kirkuk Air Base, Iraq, received nearly two inches of rain overnight leaving many areas of the base, including living areas for Airmen and Soldiers, deluged by water. Although constructed on relatively flat terrain, extensive drainage structures, including ditches, were not accounted for in the design plan. This could have mitigated the effects of overwhelming rainfall and flooding around the base.

equipment. Surface drainage from areas off the CL may also introduce pollution and potential pathogens into the base area. Additionally, drainage of water from the CL can carry pollutants created by operations into the surrounding areas, such as agricultural fields. Planning for drainage is one of the first steps in any construction project. Base planners integrate these concerns into site selection and land use planning to mitigate their negative effects and provide assistance in the development of drainage structures and runoff management plans.

(2) When subsurface drainage allows the flow of contaminants (i.e., industrial chemicals; petroleum, oils, and lubricants [POL]; and human waste) into and out of the CL area, it can negatively affect groundwater sources used for drinking and irrigation. It is important for planners to understand what hazards subsurface drainage presents and to integrate these considerations into planning when and where possible.

(3) An adequate supply of potable water must be available for human consumption at CLs; it is important for health, safety, and QOL. CL planners consider the anticipated population, level of activity, and available water sources when determining overall base water requirements. Planners also consider the impact of base water sources and usage on local aquifers and water sources used by local populations. Sources of water include local municipal water utilities, water generation through water purification systems, and wells. Water purification and well drilling present more sustainable alternatives to the use of bottled water. Plastic water bottles significantly add to a base's generated solid waste stream and present disposal challenges when local recycling is

unavailable. If a well is located on the site, be sure a study determines its capacity and water quality. In cases where it is desirable to drill a new well, a study of the area's hydrology and geology is required to determine if well drilling is feasible. To avoid potential health issues, test all wells used; the water should come from aquifers only and not from dug wells that only tap into the local groundwater supply.

(4) The preferred method for water distribution at CLs is usually through storage tanks and pipes to facilities. Consider other distribution methods (i.e., water trailers, water bladders, and bottled water) if the desired option is not available. The configuration of the water distribution system depends primarily on the size and location of water demands, road patterns, location of treatment and storage facilities, and topography. If water supply storage and distribution systems will be susceptible to sabotage, consider options for safeguarding the supply during the system design process.

(5) **Water Reuse.** Increasing water reuse lowers the need to expend energy to lift, treat, and distribute water. The expected length of the operation can help determine the cost-benefit of greywater and blackwater reuse versus disposal. When practical, given the expected length of the operation, design infrastructure so alternative water sources can be brought to locations that do not require potable water.

See JP 4-03, Joint Bulk Petroleum and Water Doctrine, *for more information on water supply and distribution.*

g. **Natural Resources.** The natural resources present in the OA may provide an indication of the materials available for CL construction. The OA may also include agricultural lands and/or endangered species that require protection. Water resources are a particular concern in certain areas of the world.

(1) Nations having a large forest cover and associated lumber industry may be able to provide wood for building materials. Similarly, a desert region will most likely provide materials and laborers skilled in concrete and masonry construction. The local availability of these resources, or their availability in neighboring areas, may influence CL planning.

(2) Planners also consider the impact the base may have on other natural resources. Agricultural areas in particular, and to a lesser extent endangered plants and animals, may be affected by the base location and operations. Generally, it is desirable to avoid locating bases in areas where they will have a negative effect on natural resources. Planners, in cooperation with military and civilian agencies such as military civil affairs teams, need to ensure any planning for CLs include consideration of these issues.

(3) Water is a scarce commodity in many areas of the world. When planning to use local water sources, take into account water availability and how base water use will affect the local population. Pay particular attention to drainage and wastewater issues, and address methods to prevent contamination of agricultural areas and water supplies.

Planning may also include integrating water conservation and wastewater treatment methods into the CL design.

(4) Use of local building or indigenous construction material, and other commodities, should be considered with respect to positive and negative impacts on local populations, initial CL establishment costs, and long-term sustainment of CL infrastructure.

h. **Biological Features and Hazards.** Disease vectors; dust, air, water, and soil pollution; and industrial hazards such as toxic industrial material hazards will be present at many CLs. Planners should coordinate with other military and civilian agencies to identify hazards that affect base planning and operations and develop remediation plans. Accurate and thorough EBSs, ECSs, and EHSAs will assist in identifying hazards.

i. **Time.** Time is often a critical factor affecting military decisions. When planning CLs, planners often make decisions in a tight timeline and with incomplete information. Often, planners make decisions concerning the use of certain materials or construction techniques based on when the base must be operational. In some circumstances, portions of the base may be required for use before completing the entire base (e.g., runway, housing, delivery, or storage facilities). Planners should consider constructing a base using the initial facility construction level to provide timely beddown for forces, with a plan to improve the base to higher construction level later when time is not as crucial. Base planners integrate the different operationally related variables into base master planning with an eye to meeting time requirements.

j. **Local Population Considerations.** When establishing CLs in HNs, local economic uses and sensitivities to site locations should be assessed to support site selection, particularly for temporary and semipermanent CLs or ELs. Generally, it is desirable to avoid locating bases in areas where they will have a negative effect on economic activities or local population perceptions of US forces. If situational needs require the utilization of such sites, then planning to mitigate any negative impacts should be conducted. Examples of negative impacts were seen in Operation IRAQI FREEDOM, where US CLs at times blocked the use of major highways, occupied and/or damaged major infrastructure, or included major cultural sites in their perimeters. In all cases, this impeded economic recovery, complicated partnering with local governments, and fueled resentment in local populations. In many cases, costly repair or mitigation projects had to be undertaken to ameliorate these issues. Planners, in cooperation with military and civilian agencies such as military civil affairs teams, need to ensure any planning for CLs include consideration of these issues.

3. Funding

a. The designated lead Service or Service component has primary responsibility for provision of BOS. This responsibility may not be entirely that of the lead Service; in some cases, support agreements can be established with tenants for certain services and may vary depending on arrangements and usage of the CL. Factors that drive the source of funding

include the phase of operations and applicable national defense authorization act requirements and DOD budget guidance.

b. Funding constraints must be identified during planning.

c. Typical funding sources for contingency construction are O&M; military construction; and other Title 10, United States Code (USC), authorities.

d. Contingency construction projects must satisfy four conditions:

(1) The construction is necessary to meet urgent military operational requirements of a temporary nature involving the use of the Armed Forces of the United States in support of a declaration of war, the declaration by the President of a national emergency under Section 201 of the *National Emergencies Act* (Title 50, USC, Section 1621), or a contingency operation.

(2) The construction is not carried out at a military installation where the US is reasonably expected to have a long-term presence.

(3) The US has no intention of using the construction after the operational requirements have been satisfied.

(4) The level of construction is the minimum necessary to meet the temporary operational requirements.

e. When CLs are established in support of time-sensitive mission requirements, GCCs should either recommend or designate a lead Service or Service component for the CL IAW guidance outlined in DODD 3000.10, *Contingency Basing Outside the United States.* Services should address these emergent requirements as unprogrammed using Service-specific unfunded requirement procedures.

f. When a CL is established for SOF use, GCCs should coordinate CL BOS requirements for joint SOF early and communicate these requirements with United States Special Operations Command (USSOCOM), appropriate special operations component command(s), and designated lead Service. JFCs should elevate unresolved resourcing and funding issues between lead Service and SOF, via Service and USSOCOM channels, to Assistant Secretary of Defense for Special Operations/Low-Intensity Conflict for resolution.

For funding policy issues, see DODD 3801.1, Special Operations Policy and Oversight Council (SOPOC).

For more information on contingency construction authorities and funding, refer to JP 3-34, Joint Engineer Operations; *Field Manual 1-06,* Financial Management Operations; *or Air Force Instruction 32-1021,* Planning and Programming Military Construction (MILCON) Projects.

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CHAPTER V
DESIGN AND ESTABLISH

1. Master Planning Process

a. Master planning should be established for all CLs. It integrates any existing facilities along with the construction and maintenance of required facilities while synchronizing resources to requirements in support of CLs. Planning for contingency bases follows a similar path used for permanent installations, except it may have a shortened planning horizon and is often not prepared to the same level of detail. DOD has a robust portfolio of decision support tools to assist master planning efforts.

b. GCCs establish the process to develop, approve, and implement base master plans. For CLs, this process should include representation from all affected Service components or coalition allies. The GCC validates plans that call for semipermanent and permanent construction. See Figure V-1 for physical features to be included in the master plan.

c. In general, base planning is a detailed and methodical process by which the necessary actions are developed to support basing requirements in response to a mission need, given available resources.

d. Base planning is conducted at multiple levels in an operational theater from the strategic level (TPP or a specific country basing strategy) down to the operational and tactical levels. Master planning is a detailed process to create a unique and site-specific plan for an individual CL. Master planning is a continuous, analytical process that begins with the initial predeployment survey and involves the evaluation of factors affecting the present and future development and operation of a CL. This evaluation forms the basis for determining development objectives and planning proposals to meet current and future needs. Each step of the process builds upon the preceding step, providing a logical framework for the planning effort. This process provides a means for sustainable development that supports mission requirements. Proper master planning enables scalable and sustainable CLs, conserves resources, prevents wasted use of resources, and contributes to more efficient execution of mission operations.

e. Although the master planning process applies to all types of CLs, BOS staffs at smaller sites may lack the necessary capabilities for performing effective master planning. Such units may require augmentation or technical assistance from supporting Service reachback centers (see Appendix B, "Service Reachback Centers"). Theater-level or major command engineer and Service staffs can also provide technical support and guidance for CL master plan development.

f. Master plans for initial CLs may be simply a sketch of the CL, while master plans for temporary and semipermanent CLs should include more developed improvement plans based on complete surveys. Planners must follow applicable operation orders (OPORDs) and UFCs, including UFC 4-010-01, *DOD Minimum Antiterrorism Standards for Buildings;* UFC 3-260-01, *Airfield and Heliport Planning and Design* (when planning for

Physical Features Included in the Master Plan

Natural and Existing Features
1. Contour lines (i.e., lines joining points of identical elevation)
2. Rivers, forests, hills, flood plains, and swamps
3. Rocky patches and sandy soils
4. Existing buildings, roads, and bridges
5. Farm land, electrical power grids, and water pipelines
6. Cultural properties, natural resources, and threatened and endangered species habitat

Planned Features	
1. Shelter areas	15. Markets and recreation areas
2. Roads and footpaths	16. Fire prevention breaks
3. Drainage system and terracing	17. Agricultural plots
4. Waste management areas	18. Potential expansion areas
5. Water plan (e.g., distribution, reuse, and disposal)	19. Petroleum, oils, and lubricants storage and distribution
6. Utilities, camp lighting, etc.	20. Communications infrastructure
7. Administration areas	21. Sewage and trash disposal
8. Educational and health facilities	22. Airfields
9. Warehousing facilities	23. Training ranges
10. Distribution centers	24. Test fire areas (with safety zones)
11. Feeding centers	25. Ammunition storage areas (with explosive safety zones)
12. Community center	26. Housing
13. Playground/sports center	27. Other operational facilities
14. Area for religious activities	

Figure V-1. Physical Features Included in the Master Plan

air bases); UFC 1-201-01, *Non-Permanent DOD Facilities for Use in Support of Military Operations;* and UFC 1-201-02, *Assessment of Existing Facilities for Use in Military Operations.*

g. Master planning is distinct from joint planning. Master planning does not replace planning or troop-leading procedures at the tactical level for conducting unit operations. Comprehensive master planning focuses on a longer time horizon while meeting present

mission requirements without compromising the ability to meet future needs. The skills and experience required for master planning are most commonly attributed to community planning and general engineering.

See JP 3-34, Joint Engineer Operations; *Air Force Doctrine Annex 3-34,* Engineer Operations; *ATP 3-34.40/Marine Corps Tactical Publication (MCTP) 3-40D,* General Engineering; *JP 5-0,* Joint Planning; *Army Doctrine Reference Publication (ADRP) 5-0,* The Operations Process; *or MCWP 5-10,* Marine Corps Planning Process, *for additional details.*

2. Developing Master Plans

a. Comprehensive and collaborative planning typically results in the development of an effective contingency basing master plan. The level of detail of the master plan depends on the maturity of the location, the speed at which the operational need for basing develops, and the expected duration of the CL.

b. Contingency basing planners are guided by master planning principles which establish a framework for realizing a CCDR's strategic plan and address both the internal organization that occupies a CL and its relationship to other sites/commands. Figure V-2 identifies these master planning principles:

(1) Scalability. Planners consider that CLs may change in size and duration and will require the ability to grow or down-size as appropriate.

(2) Sustainability. Planners consider the overall logistics and personnel services requirements of a CL and those of the forces living at a location.

(3) Standardization. Although each Service is unique, planners should consider establishing common requirements at a CL.

(4) Survivability. Planners should include AT, FP, law enforcement, counterintelligence, information security, personnel security, industrial security, operations security, and emergency management and response at a CL.

c. Master plans should address uncertainties such as resource availability, base populations, mission duration, evolving threats, and consequences of alternative course of action to the proposals within the plan, including the costs for inaction. Typically, contingency basing master plans for CLs:

(1) Address real estate, facility, FP, supporting infrastructure/utilities, environmental, and real property requirements.

(2) Reflect changes in the mission, requirements, or direction.

(3) Forecast growth or reduction in assigned forces.

General Design Considerations in Relation to Contingency Basing Master Planning Principles

Master Planning Principles	General Design Considerations
Scalability	• Use modular and multifunctional designs. • Use modular buildings and trailer units that can be relocated, repositioned, and reused (or easily dismantled) and that offer flexibility. • Create designs that allow the base to easily expand or contract in size and levels of service.
Sustainability	• Maximize the use of existing facilities and infrastructure. • Optimize the existing terrain characteristics. • Maximize the use of energy and water-efficient designs, often termed green design. This includes implementing shading and insulation whenever possible. • Use local resources (materials and labor). • Use energy and water efficient equipment (generators, environmental control units, and low-flow toilets and showers) and materials (thermal insulation). • Maximize the use of hybrid and renewable energy sources (solar power) and reusable or recyclable materials. • Develop sustainable facilities and infrastructure (which are simple and inexpensive to operate, maintain, and repair). • Reuse or recycle energy and water (as applicable). • Minimize the use of spot generation since this typically results in generators that run under-loaded and inefficiently. • Maximize the use of smart-power distribution systems, and employ demand management. • Avoid siting facilities in low spots that are susceptible to flooding during the rainy season.
Standardization	• Use standardized, scalable, and adaptable designs and construction. • Use standard systems and materials to simplify maintenance and repair.
Survivability	• Optimize perimeter zone and entry control point alignment. • Provide appropriate spacing between structures. • Ensure an adequate standoff. (Position key facilities as far away from the perimeter as possible.) • Apply hardening where appropriate. • Construct a perimeter zone with supporting outer and inner security areas, including engagement area development considerations and other appropriate features and systems. • Perform safety evaluation of existing buildings before occupancy. • Consider minimum life safety design criteria found in Unified Facilities Criteria 1-201-02. *Assessment of Existing Facilities for Use in Military Operations.* • Maximize the use of technology and best practices to reduce logistical requirements.

Figure V-2. General Design Considerations in Relation to Contingency Basing Master Planning Principles

(4) Conform to HN and other land use agreements.

(5) Document funding requirements and associated forecasted budgets.

(6) Identify existing facilities and infrastructure that are available for use and document decisions on their utilization IAW UFC 1-201-02, *Assessment of Existing Facilities for Use in Military Operations.*

(7) Identify constraints due to safety criteria (airfield, explosive safety, electromagnetic), security, environmental, unexploded ordnance, or other factors.

(8) Consider use of HN power resources.

d. **Planning Phases.** The base master planning process typically involves four phases: preliminary planning steps, preparing and evaluating alternatives, implementing the preferred alternative, and monitoring and amending the plan as necessary.

(1) **Preliminary Planning Steps.** Preliminary planning incorporates those initial activities that assist planners in understanding the scope and magnitude of the mission while simultaneously preparing planners for follow-on actions as a part of the contingency basing master planning process. The purpose of preliminary planning is to help planners think critically, develop situational understanding, anticipate decisions, and simplify complex issues to better identify and manage them. Preliminary planning also assists in understanding organizational structures, allocating resources, directing and coordinating future actions, and preparing for the next step in the contingency basing master planning process. Conceptual contingency base development planning is influenced by constraints identified from mission analysis and problem framing. Mission analysis is an ongoing step that involves the study of various factors, including the mission; tactical situation; and political, economic, and cultural variables; specified standards; and available resources that can influence base master planning, including software planning and modeling tools to aid design efforts. Throughout the development of the base master plan, planners constantly review facts and assumptions, react to unanticipated requirements and events, and refine the plan. These considerations come from an analysis of the base's mission, size, and allowable standards and operationally related variables. Even in circumstances where planners become involved in the process after it has already started, they must still integrate the original analysis, and continue to revisit it, as the mission proceeds. Preliminary planning steps include:

(a) **Analyzing the Mission Statement and the OPORD.** Mission analysis initially involves examining the stated mission and then developing lists of specified and implied tasks, facts and assumptions, and any specific limitations imposed on the mission. The mission itself may come from a simple request for support, mission directive, or embedded in the OPORD. Within the OPORD, locate the mission in the sections that cover tasks to subordinates, in the coordinating instructions, or in the engineer operations annex. In a joint order, the mission may be located in the engineer support plan. Planners at all echelons analyze this information to determine some of the initial planning requirements. Reviewing this information will generally result in a large number of questions that will

need further answers. Planners then develop requests for information (RFIs) to send to higher HQs, supported units, and other agencies to obtain answers and clarification.

(b) **Analyzing the Supported Unit's Mission and Requirements.** After analyzing and extracting available information from the mission statement and the OPORD, planners obtain additional information from the supported units scheduled to occupy the base. Planners analyze the supported units to determine unit organization, functional requirements, and personnel and equipment numbers. Much of the information that base planners need is accessible by coordination with the supported unit. Early coordination and the submission of an effective list of RFIs will assist planners by reducing the time required to gather information, thereby, increasing the amount of planning time available. Analyzing the supported unit and its mission will enable planners to:

1. Identify unit functions.

2. Determine unit structure.

3. Determine planning strength for the number of personnel and equipment.

4. Define relationships among unit functions.

(c) **Reviewing CL Allowances and Facility Construction Levels.** The GCC, in coordination with Service component commanders and the Services, specifies the construction levels for facilities in the theater. Generally, CL facilities and levels of construction reflect the purpose, size, and anticipated life span of the base. JP 3-34, *Joint Engineer Operations,* provides example facility construction levels for theater contingency construction relative to the anticipated life span of the base; theater-specific documents provide information on allowable facilities. Planners review and reconcile the allowances and facility construction levels with specific unit requirements by validating or adjusting the requirements based on specific unit needs. By analyzing types of facilities, construction levels, and available resources, planners may generate additional RFIs or planning considerations.

See DODD 3000.10, Contingency Basing Outside the United States; *JP 3-34,* Joint Engineer Operations; *and UFC 1-201-01,* Non-Permanent Facilities in Support of Military Operations, *for more information on contingency basing and basic guidelines for facility allowances and facility construction levels.*

(d) **Analyzing Operationally Related Variables.** Planners analyze operational variables to determine their impact on base master planning and the optimal means and methods for constructing CLs. The variables include HN, military, economic, social, information, infrastructure, physical environment, time, and other limitations.

1. **HN.** Military operations take place in permissive, uncertain, or hostile operational environments. These environments provide, among other things, an

indication of the expected levels of HN and local support. These situations can influence the CL, the levels of construction used, and access to resources, all of which can influence contingency basing decisions made by planners.

2. **Military.** Planners must consider military aspects related to the mission, the situation, the military organization, and requirements of units that will occupy the base. These considerations include quantifiable aspects such as personnel, equipment, supplies, organizational history, and dynamics. Planners integrate these military aspects into the base master planning process and use them as tools to evaluate and make decisions.

3. **Economic.** Economic issues influencing base master planning primarily relate to resource and labor availability. However, they also include areas such as finance, contracting, and property rights. These issues often have both direct and indirect effects on CL planning.

a. **Resource Availability.** Certain resources and labor may be available in the HN that can support or detract from base planning, design, and construction. The political and military situations will also affect the availability of various resources. Planners consider these issues when developing the base master plan.

b. **Financing.** CLs require capital for construction, operations, and sustainment. Funding sources vary, and certain funds may be limited for use in only specific circumstances. Planning may also address possible requirements to support certain aspects of the local economy by the purchase of materials and services.

c. **Operational Contract Support (OCS).** Planning may also address a requirement for use of contracted support for most or part of BOS-I and minor construction requirements on a CL. This requirement may derive from HN requirements or from practical concerns related to base construction and sustainment. If contracted support is determined as the appropriate source of support, close coordination between all primary and specialty staff members, along with requisite Service CAP and/or contingency contracting experts, is required to ensure OCS planning balances effectiveness with efficiency and risk. Although highly flexible and effective, construction support or BOS can take a significant amount of time to contract, mobilize, and deploy. Because of this, OCS must be carefully planned to ensure contracted capabilities are available at the proper time and in the proper amount to support the CL mission. Planners may wish to maintain military capabilities in theater to allow for the time delay needed to develop contract capabilities.

For more information on OCS, see JP 4-10, Operational Contract Support.

d. **Property Rights.** CLs are often constructed on land that was (or is) privately owned. Involvement by military real estate, judge advocate general, joint engineers, and civil affairs personnel is essential to ensure legal, ethical, and moral concerns are addressed before initiating construction. Any resulting land use agreements may require restoration of the land to its original condition. This requirement may create

additional challenges for base planners to design facilities that are not only temporary but also easily removable or present minimal environmental impacts.

4. **Social.** Social issues can impact the base master planning process. In circumstances where CLs include multinational forces, planners may need to accommodate certain social issues. These social issues may include structures for religious services, separate living areas for men and women, or even separate living areas for certain ethnic groups.

5. **Information Systems.** The number and classification of information systems and supporting infrastructure at a CL may impact the location and construction of certain structures, to include those housing servers, back-up generators, satellite communication, and sensitive compartmented information facilities. Coordinate with communications staff to ensure the communications information infrastructure is known prior to analyzing related variables

(e) **Infrastructure.** CLs are generally sited and planned to maximize use of existing infrastructure. Planners identify existing infrastructure in the preliminary planning stage. When establishing CLs in or adjacent to urban areas, integration with existing infrastructure may be possible through coordination with the HN. The use of existing infrastructure has advantages and disadvantages:

1. The advantages of using existing infrastructure may include:

a. Reduced time to occupy and establish a CL.

b. Immediate or quick use of bunkers, airfields, or storage facilities.

c. Improved QOL.

d. Reduced resource requirements.

e. Rapid access to existing power, water, and waste management systems.

f. Buildings offer greater protection than tents or new construction.

2. Disadvantages of using existing infrastructure may include:

a. Structures may be unsafe.

b. Structures may present an environmental health hazard.

c. Connecting to utilities, such as water systems, may have a negative impact on the local population.

d. Structures may not be suitable for survivability (e.g., hotels presenting a significant terrorist target).

e. Occupying structures may present a negative image of US forces to the population (such as using structures related to the prior regime).

f. Structures outside the perimeter may overlook perimeter barriers, presenting the enemy with observation and a means to fire into the CL.

g. Industrial facilities can cause pollution and present health hazards.

h. Inefficient energy infrastructure contributes to sustainment burdens and constant resupply, which increases risk to the mission and reduces operational reach.

i. May place US forces in closer proximity to the local population than desired.

j. Site may be known/targeted if previously used.

(f) **Land Use Analysis.** This data is a compilation of narratives and maps addressing overall site constraints and opportunities (developable areas). It reflects the current situation at the base and potential for growth and development. Planners collect and analyze various on-base and off-base data to compile the narratives and maps. In addition, it portrays constraints to basing development, including proper zoning considerations. The analysis helps form the basis for planning decisions and usually includes several elements:

1. **Environmental Health and Safety Assessment** (narrative and map). This assessment incorporates the finding from the EBS/ECS, the EHSA, and the risk assessment for the location and addresses the ability to support assigned missions. It reviews overall basing development and identifies the areas deserving environmental, health, and safety concerns. The assessment describes gaps in baseline environmental, health, and safety information and recommends necessary surveys and studies to complete the description of the basing location. It includes recommendations for developmental opportunities that mitigate environmental, health, and safety risks and serves as the framework for all future formal environmental, health, and safety assessments. Further, it encompasses a composite map of environmental data that includes, at a minimum the data in Figure V-3.

2. **Utilities Assessment** (narrative and map). Describes sources; rights to access or use; quantity and quality available; known limitations; and the distribution system architecture, age, and condition. It describes gaps in utility systems information and recommends necessary surveys and studies required to complete utility analysis. It provides a layout of all primary utility distribution lines.

3. **Transportation Assessment** (narrative and map). Addresses the current basing location transportation network and analyzes interaction with basing missions and surrounding transportation access.

Environmental, Health, and Safety Assessment

- Safety zones, to include explosive and airfield criteria.
- Surface/aerial limiting factors, such as noise and flood plains.
- Natural/cultural resource related, such as soils, critical habitat, and archeological sites.
- Underground hazards/limiters, such as ground water issues, underground tanks, and pipelines.
- Surface hazardous and toxic materials/waste issues.
- Real estate acquisition and disposal actions.
- Mine/unexploded explosive ordnance hazard areas.
- Solid waste management areas such as landfills, incinerators, and recycling centers.
- Wastewater treatment facilities such as lagoons or wastewater treatment plants.
- Medical waste management areas such as storage, incinerators, and autoclaves.
- Indicate wastewater discharge points.
- Hazardous waste storage areas.
- Drinking water sources, treatment facilities, and supply infrastructure.

Figure V-3. Environmental, Health, and Safety Assessment

4. **FP Assessment** (narrative and map). This analysis assesses the current situation and provides information to produce a holistic plan for a secure mission environment. It addresses development of FP mitigation procedures and approval processes to mitigate vulnerabilities created by temporary construction, such as fence replacement or guard shack reconstruction. Review minimum AT standards (including hardening, standoff, and separation distances) and theater-specific protection guidance when assessing FP requirements.

See JP 3-10, Joint Security Operations in Theater; *UFC 4-010-01,* DOD Minimum Antiterrorism Standards for Building; *and UFC 4-020-01,* DOD Security Engineering Facilities Planning Manual, *for additional FP information.*

5. **Fire Protection Assessment** (narrative and map). The majority of facilities for CLs adhere to initial or temporary construction standards; therefore, they typically consist of combustible materials and can pose a significant fire hazard. Follow the fire protection requirements found in UFC 1-201-01, *Non-Permanent DOD Facilities in Support of Military Operations,* and UFC 1-201-02, *Evaluation of Existing Facilities for Use in Military Operations.* This analysis assesses fire protection and mitigation measures, including identifying potential hazards, real property zoning actions, building spacing, and emergency vehicle access at basing locations.

(g) **Developable Area Map.** Indicates the general overall development capacity of the base. It highlights and calculates those areas that, given the identified

vision, constraints, and opportunities, are open for development and potential areas to redevelop to support future growth.

(h) **Framework Plan.** The framework plan is a map of the entire installation that shows the districts for planned development, key transportation and land use concepts, and other significant features that will influence development patterns.

(i) **Summary Future Development Plan.** This plan locates known projects on an installation map using a numbered key tied to a project list. The intent is not to show building footprints or other planning details but simply to identify locations targeted for known requirements and deconflict project siting.

(2) **Short-Range Component.** This component looks out about two years and is linked to the established timeline for increasing the levels of base capabilities and/or transferring or closing the base contained in the theater basing strategy. It focuses on base improvements needed to provide the desired level of capabilities and QOL. It includes time-phase project lists across the various funding sources that are available. It also addresses any probable clean-up efforts needed to support transition or closure.

(3) **Long-Range Component.** This component looks out more than two years and generally less than 10 years, which is the limit for semipermanent construction, and is linked to the established timeline for increasing the levels of base capabilities and/or transferring or closing the base as contained in the theater basing strategy. It focuses on improving efficiencies, prolonging endurance, and ensuring sustainability. This component addresses base expansion or reduction explicitly linked to the theater CL realignment and closure plan.

(4) **Capital Investment Strategy.** The capital investment strategy usually documents the strategies for fulfilling the master plan requirements. Each Service has a unique methodology and terminology of how to identify and address requirements. However, the Services share the same objective of capturing and planning for the facility requirements necessary to support the base mission and personnel. All documented solutions should be consistent with the base vision and long-range component, regulating plans, and standards for roads, buildings, and landscapes.

For additional information on installation master planning, see DODI 4165.70, Real Property Management; *UFC 2-100-01,* Installation Master Planning; *and theater-specific publications.*

3. Risk Management

Assessing risk and identifying mitigation strategies are fundamental to joint planning. In the course of developing multiple options to attain the strategic end state, JFCs and their planning staffs, as well as the larger joint planning and execution committee, identify and communicate shortfalls in DOD's ability to resource, execute, and sustain the military operations contained in the plan, as well as the necessary actions to reduce, control, or

accept risk with knowledge of potential consequences. JFCs communicate risk to senior leadership during in-progress reviews of the plan.

Refer to JP 5-0, Joint Planning, *for more details on joint planning and risk management.*

4. Planning Team

a. **Planning Lead.** The GCC establishes the policies and procedures to develop, approve, and implement base master planning in the AOR. The base commander, supported by a master planning team, develops the base master plan that serves as the blueprint for implementing improvements at the CL. Even though commanders may be involved in certain parts of detailed planning, they often leave the specifics to their staff and those individuals and organizations that specialize in base development. Typically, the engineering staff from the lead Service component (those having responsibility for BOS or BOS-I) heads the base master planning process.

b. **Stakeholders and Planning Teams.** Stakeholders in the master planning process include anyone using or maintaining a facility within the scope of a planning boundary, including tenant units and organizations (military, governmental, and contractors). Stakeholders also include members of higher-level HQs and echelons with oversight over the installation, such as CCMD, Service components, combined task forces/JTFs, and commanders. Planning team members' roles and responsibilities must be clearly defined early in the process and included in the master plan.

See Chapter III, "Roles and Responsibilities," for additional information on stakeholders and planning team member roles and responsibilities.

(1) Commanders normally establish a contingency basing master planning board or workgroup to ensure the orderly development and management of facilities and supported sites. Working together, members of the planning board can accurately identify the purpose and vision for the CL, its functional requirements, and the necessary supporting information early in the planning process. All stakeholders should be included in the process to better understand their mission requirements. Planning board members participate in every aspect of the planning process to ensure CL requirements and the supporting tasks are coordinated and synchronized within the CONOPS as it develops. The planning board considers the condition of existing facilities and infrastructure and the best way to use them. They also consider integration with multinational or interagency partners. Understanding HN agreements is also essential, as they may dictate and limit many facets of facilities, infrastructure, services, supplies, and contracting. For joint-use facilities, the planning board will likely interface with joint facilities utilization boards when they are convened to evaluate and reconcile component requests for real estate, use of existing facilities, inter-Service support, and construction. Once initiated, the base master planning board should meet at appropriate times throughout the planning process to synchronize efforts and consolidate base-related information generated and gathered from stakeholders' functional areas.

(2) At CLs that support or host multinational forces or HN agencies, initial challenges will include clearly delineating responsibilities and jurisdictional areas. Stakeholders must understand who is required to attend certain planning events during the process, along with expected inputs and outputs. Factors related to facility usage, equipment allocation, utilities, and labor must be determined to the agreement of all parties. These initial challenges can have an immediate effect on the mission; therefore, planners must address them early in the master planning process. The continuous collaboration efforts during master planning, especially with base-wide stakeholders, frequently lead planners to view this comprehensive planning process as important as the master plan documents they produce. Planning board members work together in coordinating and integrating necessary actions to fulfill the indicated requirements. Typically, the contingency basing master planning board or working group composition include:

(a) Installation or base commander/board chairman.

(b) Members of the civil engineering/planning/public works staff.

(c) Environmental, natural, and cultural resources staff.

(d) AT staffs, military police, or security forces.

(e) Fire emergency services; emergency management; and chemical, biological, radiological, and nuclear staff.

(f) Medical treatment and preventive medicine staff.

(g) Mission operators, operations support staff, and tenant units.

(h) Logistics planning staff.

(i) Communications staff.

(j) BOS-I (if not dual-hatted).

5. Establishing Contingency Locations

a. Numerous activities should be completed prior to the establishment of a CL. These include:

(1) HN agreements should be in place prior to the establishment of CLs.

(2) Contract support planning, to include decision to use CAP or other contract support arrangements.

(3) Plan for flow of forces and transition plan for organic versus contract services.

(4) Ensure contractors who access the CL are accounted for through the use of a common joint database, such as the Synchronized Predeployment and Operational Tracker or its successor.

(5) Plan for use of local materials and labor.

(6) CAPs.

(7) Establishment of medical, communications, and other support functions.

(8) Plans/procedures for interoperability among joint and multinational forces.

(9) Considerations with use of existing facilities and infrastructure.

(10) Beddown plan completed.

(11) The following list, although not inclusive, shows the magnitude of the work involved in establishing a CL.

(a) Laying aircraft matting for aircraft parking.

(b) Revetting unsheltered aircraft.

(c) Constructing earth berms and dikes for fuel bladders, ammunition holding area(s), trailers, and munitions storage areas.

(d) Installing airfield and perimeter lighting.

(e) Establishing water distribution points.

(f) Installing power generation and distribution equipment.

(g) Erecting BEAR or FPE facilities.

(h) Modifying existing facilities for alternate use.

(i) Providing all essential utilities.

(j) Constructing wastewater management system and facilities such as sewage lagoons or package plants.

(k) Constructing communication tower locations and outside fiber/cable plant open settlement protocol routes.

(l) Constructing defensive fighting positions, armories, vehicle fighting positions, and BDOCs for base defense forces.

(m) Constructing protective shelters to enhance survivability.

(n) Laying out and cutting access roads and firebreaks.

(o) Hardening critical facilities and utilities.

(p) Establishing facilities to handle and communicate classified information.

(q) Identifying areas that are off limits due to hazards or requirements for protecting cultural properties or habitats for threatened and endangered species.

(r) Establishing site drainage and runoff.

b. Plans for the handling and disposal of solid and liquid waste are completed during the planning process. Activities related to those plans must be implemented from the outset of the establishment of a CL to minimize health and environmental impacts. Use of open-air burn pits is prohibited, except in circumstances in which no alternative disposal method is feasible. The operational commander develops and approves a solid waste management plan. When open-air burn pits are required, they shall be included within this plan. The solid waste management must also address the disposal of any covered wastes, to include the provision of supporting resources.

(1) Waste disposal activities that do not meet the definition of open-air burn pits should strive to meet the intent of DODI 4715.19, *Use of Open-Air Burn Pits in Contingency Operations.*

(2) GCCs issue specific engineering and medical guidance to maximize protection of human health and safety for locations where covered waste is burned because no alternative is feasible or the facility does not meet the definition of an open-air burn pit.

(3) If no alternative disposal method for disposal of covered wastes is feasible other than in an open-air burn pit, the GCC should make a determination of the circumstances, as well as a preliminary health assessment IAW DODI 6490.03, *Deployment Health,* and forward such determinations to the USD(A&S) to arrive within 15 calendar days of making the determination.

c. DOD-owned and leased containers may be used for non-transportation uses in any contingency operation where such use is vital to successful accomplishment of the mission. Such uses may include, but are not limited to, temporary storage, FP, billeting, or administration. The CCDR establishes a program to approve and track non-transportation uses and, when necessary, transfer funds to the owning/leasing Service. Use of carrier-owned containers for non-transportation uses is not permitted unless specifically approved in advance by the theater container manager (TCM), IAW JP 4-09, *Distribution Operations,* and Defense Transportation Regulation 4500.9-R, *Defense Transportation Regulations,* Part VI, *Management and Control of Intermodal Containers and System 463L Equipment.* Use of containers should be viewed as a temporary measure, and planners should immediately begin the process to replace this capacity with more cost-effective

facilities once the requirement is identified. The BOS-I will coordinate with the TCM on use of containers to support BOS needs. In all cases, the CCDR or designated TCM will coordinate non-transportation uses of containers with SDDC.

CONTAINER MANAGEMENT

Container detention is a charge for holding a carrier-owned shipping container beyond the allowable free time specified in contracts. When free time is exhausted, detention is charged each day until the carrier is notified the container is available for pickup. During Operation IRAQI FREEDOM, carrier-owned containers were pressed into service for a variety of non-transportation functions such as storage, force protection (perimeter barriers, protective shelters), maintenance facilities, and command/control facilities, due to the lack of base operating support infrastructure in Iraq. Like Iraq, Afghanistan suffered from a lack of support infrastructure, and containers were once again pressed into service to overcome these shortfalls. Such use of carrier-owned containers contributed to an estimated $720 million in detention charges over a 10-year period.

Extracts from *Container Management Tiger Team Findings and Recommendations,* June 2012 Report to the Joint Logistics Board

CHAPTER VI
OPERATE, SUSTAIN, AND MANAGE

1. Introduction

Operation, sustainment, and management of a CL is critical to the projection of US global power. The increasing speed at which events develop requires CLs that are operated, sustained, and managed for maximum efficiency of deployed forces and are resourced for effective operations.

2. Lead Service or Lead Service Component Functions and Responsibilities

a. Plan and program for construction, real estate, leasing, facility operations and maintenance, environmental management, and engineering support through normal Service channels.

b. Ensure compliance with established basing standards.

c. Review the basing master plan for all approved basing locations annually.

d. Establish guidance to support GCC theater basing strategy.

e. Plan, program, and manage funding to support construction IAW geographic CCMD and Service regulations.

(1) At the request of the GCC's staff, develop a prioritized listing of construction requirements for appropriate funding. The resulting list forms the contingency construction priority list.

(2) Manage the construction program and related real estate actions, in coordination with the designated real estate and construction agents as identified in DODD 4270.5, *Military Construction.*

f. Provide common-user services and end items (i.e., classes of supply) necessary to support tenant unit missions.

3. Base Operations Support-Integrator Staff Functions and Responsibilities

a. The GCC designates a lead Service component, in the case of initial and temporary CLs, or recommends a lead Service, in the case of semipermanent CLs. The BOS-I must closely coordinate with the SAA or single port or terminal manager. If no SAA or single port or terminal manager is assigned, the BOS-I is responsible for their functions. For more information on BOS-I, see Chapter III, "Roles and Responsibilities," paragraph 9, "Base Operating Support-Integrator." Figure VI-1 provides an example of a notional BOS-I planning matrix.

Notional Base Operating Support–Integrator Planning Matrix

				BOS Management																	Airfield Management								
Country	Lead Component for Joint Logistics and Contracting	GCP Site	Contingency Base Name	BOS Integrator	Contracting	Feeding	Water	Sanitation/Laundry/Bath	Environmental	Field Engineering	MHE	EOD	Medical	CBRN	Industrial	Rail/Road	Storage	Utilities	Training	Lodging	Senior Airfield Authority	Aerial Port	Refueling	CFR	ATC	Weather	Lighting	Fleet Service	MHE
A	US Army	MOB	Alpha	Example																									
		CSL	Bravo																										
			Charlie																										
B	US Air Force	MOB	Blue																										
		FOS	Green																										
C	US Navy																												
D	US Marine Corps	CSL	South			Minimal or no US presence																							
			North	Example																									

Legend

ATC air traffic control
BOS base operating support
CBRN chemical, biological, radiological, and nuclear
CFR Code of Federal Regulations
CSL cooperative security location
EOD explosive ordnance disposal
FOS forward operating site
GCP global campaign plan
JTF-A joint task force - A
JTF-D joint task force - D
MHE materials handling equipment
MOB main operations base
NATO North Atlantic Treaty Organization

US Army | US Air Force | JTF-A | Host Nation | JTF-D
US Marine Corps | US Navy | Jointly Sourced | NATO | Coalition

Figure VI-1. Notional Base Operating Support-Integrator Planning Matrix

b. Manage basing master planning efforts for all Services/forces.

c. Conduct environmental surveys/reports and manage the collection and disposal of solid waste, medical waste, wastewater, and HW. Incorporate opportunities to reduce waste generation, increase recycling opportunities, or integrate waste-to-energy systems into existing and future construction projects.

d. Conduct energy assessments. Incorporate opportunities to reduce power demand or use alternative or hybrid power production or sources into existing and future construction projects.

e. Conduct water use assessments. Incorporate opportunities to reduce water demand or water recycling into existing and future construction projects.

f. Coordinate with communication units to ensure they are included and cognizant of all basing master planning efforts.

g. Maintain records of all construction, including improvements to existing facilities.

4. Lead Construction Agent

a. The lead construction agent manages execution of the construction program, provides engineer and construction reports or situation reports as requested by CCMD staff, and develops and implements project requirements IAW directed facility construction levels.

b. Develop and implement project requirements IAW GCC's designated facility construction levels.

For additional information on lead construction agent, see DODD 4270.5, Military Construction.

5. Civil Augmentation Programs

a. CAPs provide worldwide logistics and construction support (see Figure VI-2). CAPs can significantly aid mission accomplishment by providing the JFC and joint force engineer with additional options and flexibility in providing timely civil engineering and logistic support. CAPs are managed by a Service program officer and are structured with one lead contractor to provide support that effectively integrates construction, facility maintenance, and logistic support to the joint force. For example, within an OA, subcontractors, materiel, and personnel may come from many countries within the region. A single performance contractor prevents multiple agencies and their contractors from bidding against one another for services and materiel in the OA. Use of CAPs requires planning and operational oversight, as well as government-provided quality assurance to effectively control costs and to ensure that the support quality and timelines meet the JFC's CONOPS. As with all contracts, CAPs require time to mobilize and deploy contracted

assets and should be factored into CL planning. Figure VI-2 shows additional capabilities of the logistics CAP.

b. **US Army.** The logistics civil augmentation program (LOGCAP) is a US Army program funded in peacetime as a component of US Army readiness. Headquarters, Department of the Army, G-4 [Logistics] is the staff proponent and Army Materiel Command is the executing agent for the Army. LOGCAP is a broad logistics and engineering contingency support contract that is suited to contingency base construction and BOS related services. An important aspect is that a LOGCAP contractor maintains an on-call, preplanned, regionally aligned, and ready capability. The LOGCAP performance contractor demonstrates readiness through the development of a worldwide plan, supporting plans to OPLANs, specific regional plans, and participation in exercises. LOGCAP provides integrated engineering, construction, and general logistic services. Refer to ATP 4-10.1, *Logistics Civil Augmentation Program Support to Unified Land Operations,* for more details on LOGCAP.

Logistics Civil Augmentation Program Capabilities

LOGCAP contractor augmentation may include, but is not limited to:

Supply Operations	Field Services	Other Operations and Services
• Class I (ration and water) • Class II (organizational clothing and equipment) • Class III (POL-bulk and packaged) • Class IV (construction materials) • Class V (ammunition) • Class VI (personal demand items) • Class VII (major items) • Class VIII (medical supplies) • Class IX (repair parts)	• Laundry and bath • Clothing exchange • Clothing repair • Food service • Mortuary affairs • Sanitation • Facilities management • Morale, welfare, and recreation • Information management • Personnel support	• Maintenance • Transportation • Medical services • Engineering and construction • Signal • Sanitation • Power generation and distribution • STAMIS operations • Physical security • Emergency fire and spill response (hazardous waste and POL) services

Limitations: Services not commodity item source: no personal services

Legend

LOGCAP	logistics civil augmentaton program
POL	petroleum, oils, and lubricants
STAMIS	Standard Army Management Information Systems

Figure VI-2. Logistics Civil Augmentation Program Capabilities

c. **US Air Force.** The Air Force contract augmentation program (AFCAP) is a force multiplier to augment civil engineer and Services' capabilities to support worldwide contingency planning and deployment operations. The Air Force Civil Engineer Center (AFCEC) at Tyndall Air Force Base, Florida, manages AFCAP. AFCAP may augment a base-sustaining force at any Air Force base where civil engineer and services forces have been deployed.

d. **US Navy.** Naval Facilities Engineering Command (NAVFAC) is the US Navy's global engineering/acquisition command. They provide engineering reachback support and contingency contracting and manage a Global Contingency Construction Contract to provide worldwide rapid civilian construction and engineering services. Major capabilities include horizontal and vertical construction; dredging; environmental restoration; operation of power generation plants; project planning; and non-first responder chemical, biological, radiological, and nuclear/weapons of mass destruction recovery.

For more information on CAPs, see JP 4-10, Operational Contract Support.

6. Contract Support

OCS planning and execution requires a programmatic approach on the behalf of the JFC and supporting CCDRs, Service components, CSAs, and their associated contingency contracting organizations. In addition to this singular, overarching OCS principle, the following principles are key to understanding the potential benefits and challenges of OCS:

a. Contracted support can be a significant force multiplier, but it is only one of numerous sources of support to the joint force.

b. Most joint operations will include contracted support.

c. Contracted support is not restricted to logistics support; it may include significant non-logistics support such as minor construction and BOS services in most operations.

d. There are nonmonetary cost factors associated with contracted support that may not be readily apparent.

e. Contracted support and its associated contractor management and accountability challenges should be integrated early in the operation planning process.

f. Planning activities can have a significant impact on OCS in later phases of the operation.

g. OCS actions can have a direct strategic impact on civil aspects of the operation.

For more information on contract support requirements and activities, see JP 4-10, Operational Contract Support, *and Appendix C, "Operational Contract Support."*

7. Reachback Options

Service engineer reachback centers provide technical support to joint forces in all areas of engineering. Appendix B, "Service Reachback Centers," provides the reachback center contact information for the United States Army Corps of Engineers (USACE), NAVFAC, and the AFCEC.

8. Records Management

a. Commanders maintain and archive records and documents to provide a historical record and the development of lessons learned. This establishes the baseline for that location in the event follow-on operations or legal actions are required. The GCC confirms standards of master plans and contractor-provided documentation and archives in DOD repository. Figure VI-3 lists important records that should be maintained for CLs.

b. Accurate records facilitate the transfer of CLs by providing a new base commander, lead Service, and/or BOS-I detailed information on building plans, infrastructure locations, real property accountability, and environmental considerations. These records assist in maintaining the CL and in preventing or mitigating hazards. Records are also essential to CL closure by providing adequate documentation when conveying CL back to the rightful owner/HN or when dismantling CL and for mitigating safety and environmental issues and protecting against potential liability claims. In addition to assisting closure or transfer actions, these records provide information that can assist master planners in the future by providing planning and operational information.

c. Disciplined and meticulous records management is particularly critical to maintain at the conclusion of a transfer or closure. Both the lead Service and CCMD should archive all key records for future reference. These records include all documents created during the life span of the camp and the decisions/actions that occurred, including when, where, how, and, in some cases why, CLs were established, managed, and closed.

Records Maintained for Contingency Locations

Records Maintained/Transferred to Incoming Commander

Master plans (including contractor-provided drawings)

Environmental documentation, to include:

- Department of Defense (DD) Form 2993, *Environmental Baseline Survey (EBS) Checklist*
- DD Form 2994, *Environmental Baseline Survey (EBS) Report*
- DD Form 2995, *Environmental Site Closure Survey*
- Environmental Conditions Report
- Environmental closure reports generated based on the environmental site closure survey
- Sampling reports, to include chain-of-custody forms and analysis results
- Spill reports
- Results of environmental inspections
- Waste turn-in documents and removal manifests for hazardous waste
- Documentation of solid waste disposal into burn pits, incinerators, and landfills
- Documentation of all clean-up actions taken on-site
- Documentation of all protected sites (hazard, cultural properties, threatened and endangered species habitat, etc.) and associated protection measures

Real estate documents, to include:

- Deed verification map and deeds in English and the predominant language for the area of operations/host nation
- Leases and other contractual documents related to real estate acquisition
- Support contract records
- Approved property change notification
- Real property inventories to include built date and acquisition cost of any real property constructed by the United States
- Property disposition documents

Preliminary excess personal property inventory

Final closure or transfer documents

Legal reviews

Figure VI-3. Records Maintained for Contingency Locations

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CHAPTER VII
TRANSITION, TRANSFER, OR CLOSURE

"Everything in war is very simple. But the simplest thing is difficult."

Carl von Clausewitz

1. Introduction

a. Eventually, a CCDR transitions, transfers, or closes a CL.

(1) **Transition.** A GCC may propose a CL as an EL using the ELML change nomination process outlined in DODI 3000.12, *Management of US Global Defense Posture (GDP)*. Once the GPEC approves the transition of a CL to an EL, the process will generally take 90-365 days to complete, depending on the size, location, and mission of the CL.

(2) **Transfer.** Transfer involves turning over all or portions of a CL's real estate to another US commander, US Government department or agency, a multinational partner, the HN, or a private landowner.

(3) **Closure.** A CCDR may partially or completely close a CL when no longer needed. The base commander or BOS-I must meet theater closure standards before turning a CL over to a private landowner or the HN. In emergency situations, the CL may be abandoned or destroyed.

b. The GCC develops the policies and procedures for transfers and closures as part of the theater basing strategy. The lead Service is directly responsible for oversight of the transfer or closure of all CLs assigned. The base commander or BOS-I is directly responsible to the lead Service for execution. This guidance is based on operational variables; mandated timelines for force reductions, retrograde, and withdrawal as part of the exit strategy; cost-benefit analyses; existing US and HN laws and regulations; and agreements and negotiations with HNs and private landowners. It is developed in cooperation with multinational forces and governmental and nongovernmental organizations and adjusted as needed. Proper transfer and closure efforts support operational priorities. The timely retrograde or withdrawal of joint forces reduces costs, prevents undue environmental liabilities, and protects US interests, while also addressing the expectations of the HN.

c. Theater CL transfer and closure guidance provides the information the BOS-I needs to develop their individual transfer or closure plan. The plan may be part of the CL's master plan or be a standalone plan. Regardless, the plan must be consistent with the GCC's theater basing strategy. The plan details the required actions, tasks, and standards that must be completed, including the time frame and/or sequence to ensure actions meet established timelines. The basic concept of the plan is to reverse the actions taken to build the CL and to scale back capabilities appropriately to accommodate fluctuations in

populations and operational demands. For CLs being transferred, commanders must consider the proposed timelines for transfers and the desired condition at the time of transfer. For CLs being closed, capabilities are reduced to basic levels at a pace and to a degree that does not diminish critical functions and disrupt the provision of essential support and services. As populations decrease, essential service and support contracts are right-sized, while those that are nonessential are closed out. Operational and support areas are reduced and consolidated into as few facilities as possible. To avoid conflict with operational/tactical mission requirements, a phased approach can help maximize the use of the following:

(1) Protection, security, and defense resources.

(2) Transportation assets needed for moving personnel, equipment, and reusable supplies and materials and disposing of waste (including debris generated from deconstruction).

(3) Engineering and construction assets or specialized teams needed for environmental cleanup and dismantling or repair of facilities and infrastructure.

(4) Assets and specialized teams needed for materiel disposition actions, to include environmental and agricultural decontamination of equipment and materiel and the proper disposal of decontamination waste. Equipment and materiel must be decontaminated before transfer or preparation for transport to other CLs, ELs, or home station.

(5) Contracts supporting BOS or other mission services. If contract support is used, the plan should account for the time it takes the contractor to redeploy from the CL. This may entail leaving a security force on the CL until the contractor has completed their redeployment.

d. Additionally, plans must include procedures for abandoning or destroying CLs in response to an emergency or controlled evacuation. In these scenarios, sensitive items are accounted for and removed or destroyed to prevent their capture and use by enemy forces. The base commander should establish procedures that include evacuation routes, rallying points, and personnel accountability actions and should ensure tenant and transient units understand their requirements.

e. Although transfers and closures occur at the end of a CL's life cycle, the processes require proper planning, execution, and documentation during initiation of the CL master plan. These efforts support operational priorities. Efforts can be labor-intensive, such as deconstruction of facilities and mitigation of environmental hazards, depending on the specific agreements that may exist. To improve the efficient use of resources and eliminate redundant efforts, a designated unit may perform the required actions. Additionally, legal and financial considerations must be integrated to minimize the cost and effort to satisfy US obligations. Required tasks are often completed in parallel, leading to the final end state of completed documentation and final transfer or closure. Proper completed

documentation and archiving of records occurs with each of the major process areas: real estate management and disposal actions, contractor support and logistics actions, material property actions, and environmental actions. Examples include base plans; contractor-supplied drawings; unit historical documentation and property, such as unit and individual memorials; and environmental surveys and reports. Figures VII-1 and VII-2 illustrate an overview of general requirements for transfer and closure.

2. General Requirements

Specific actions for transfers and closures are required. These actions are grouped in to five major areas:

a. **Real Estate Management and Disposal Actions**

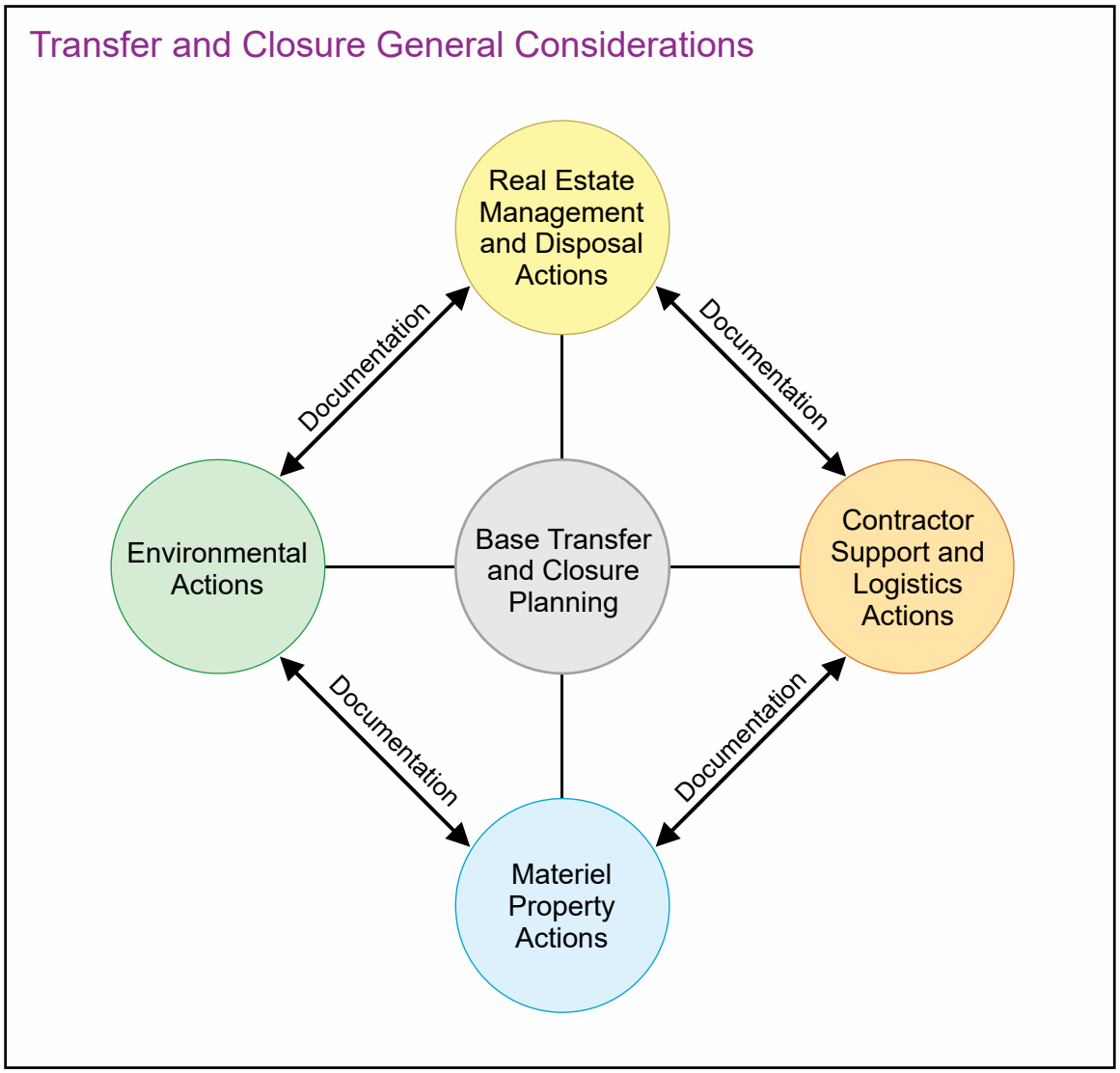

Figure VII-1. Transfer and Closure General Considerations

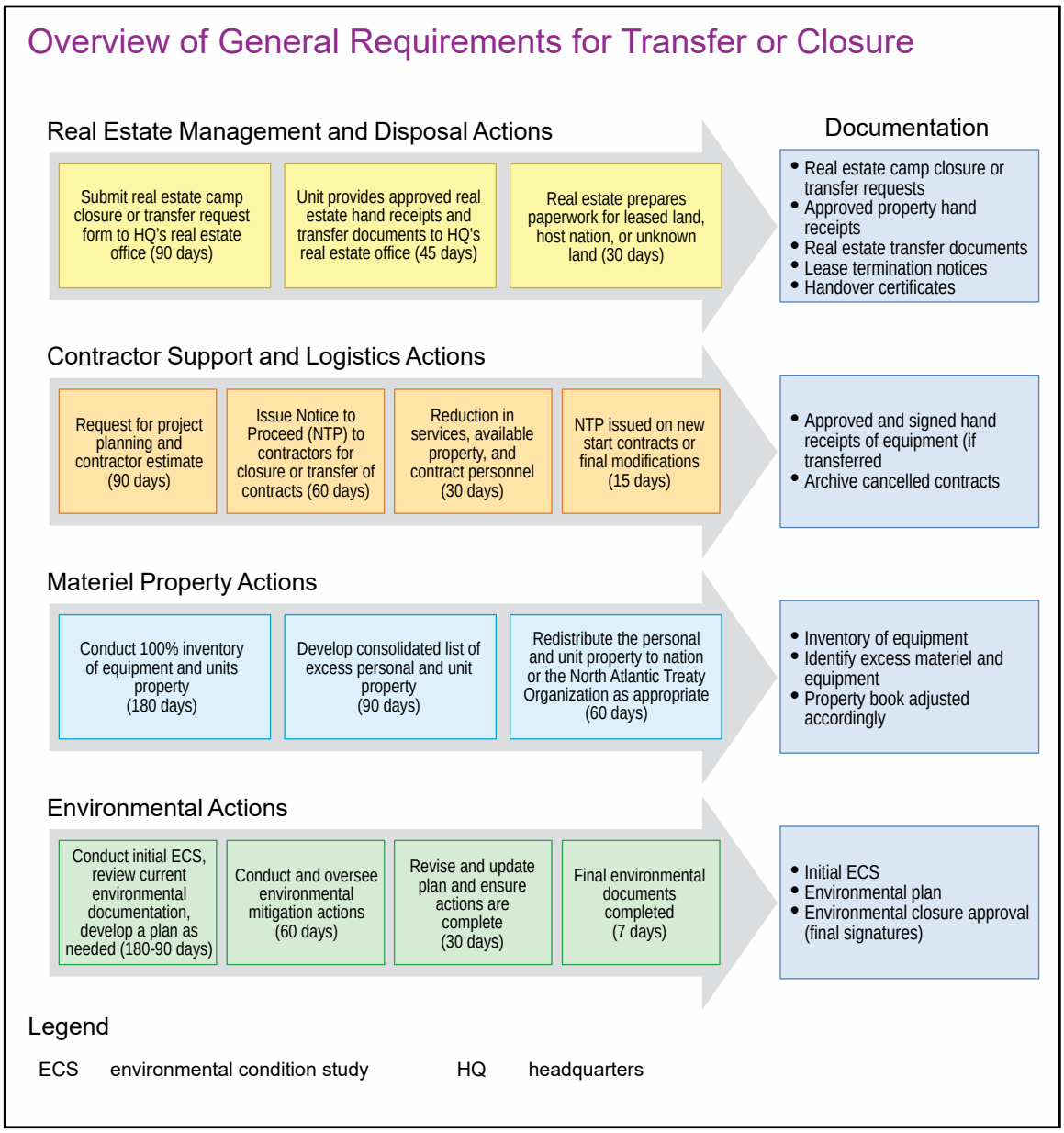

Figure VII-2. Overview of General Requirements for Transfer or Closure

(1) CLs may or may not involve formal lease agreements with HN or private land owners.

(2) When a CL includes a formal lease agreement, the commander should follow the procedures outlined in Figure VII-2 for transferring real estate back to the HN.

(3) HN agreements may require land areas to be restored to a specified condition. This may include removing gravel surfaces, concrete pads and footings, and FP measures (such as berms, defensive fighting positions, barriers, and obstacles). Areas used as ranges and ammunition supply or storage points may require clearance actions to remove or mitigate explosive hazards.

b. **Contractor Support and Logistics Actions**

(1) Contracted support is often integral to CL operations. The BOS-I determines the contracts that must be retained to sustain essential support and services. Contracting officers and requiring activities will review all open contracts, including ongoing materiel acquisitions and construction contracts, to determine those that should continue and those that should be revised or terminated based on cost-benefit analyses and the planned transfer or closure date of the CL.

(2) Service and support contract requirements should be reduced as the base population and mission support requirements decrease. The BOS-I coordinates with contract requirement owners and determines the contracted services and support that are mission-essential or needed for life, health, and safety.

c. **Materiel Property Actions**

(1) The proper disposition (retain, reutilize or redistribute, retrograde, or dispose) of property is critical to transfers and closures. Commanders at all levels share the responsibility for implementing the controls necessary to ensure accurate and complete official records are maintained for all property transfers. Plans must account for all equipment and property, including government property and equipment managed by contractors, contractor-acquired property, and theater-provided equipment.

(2) In preparation for transfers and closures, base commanders, BOS-I, and tenant unit commanders must conduct property inventories and identify excess property. Excess property is property that is not included in the CL transfer and is not contractor-owned or part of a unit's modified table of organization and equipment. Serviceable or repairable excess property may be re-distributed or cross-leveled to other CLs to fill shortages or turned in to a DLA disposition services facility. Unrepairable and non-recoverable excess property is disposed of through recycling or an approved waste disposal facility. Some items may require demilitarization or destruction prior to transfer or disposal to prevent reuse or exploitation. Planners identify adequate and proper space for property being redistributed to other CLs and the associated transportation requirements. Supporting contracting elements require supporting contractors to prepare to transport or properly dispose of any contactor-owned property.

d. **Religious Support Facility Considerations.** In preparation for transfers and closures, base commanders should coordinate with the joint force chaplain regarding proper disposal, redistribution, or retrograde of sacred texts, consecrated religious items, and ecclesiastical supplies that are both sensitive in nature and potentially controlled by policy.

e. **Environmental Actions.** The BOS-I is responsible for the following major environmental tasks:

(1) Determine proper personnel, supplies, and equipment are accounted for (such as waste managers, equipment operators, containers, labels, placards, safety data sheets, and personal protective equipment).

(2) Determine proper accumulation, collection, transport, management, and treatment/disposal of all waste.

(3) Determine locations, access, and transfer routes.

(4) Determine transfer/closure requirements, including the return of sites to pre-existing or specified conditions.

(5) Complete environmental documentation and archive records (consult theater command, as needed, for requirements).

(6) EBS

(a) Documents environmental conditions preoccupation.

(b) Completed during CL planning phase/predeployment.

(c) Department of Defense (DD) Forms 2993, *Environmental Baseline Survey (EBS) Checklist,* and 2994, *Environmental Baseline Survey (EBS) Report.*

(7) ECS

(a) Documents changes to environmental conditions and incidents affecting the environment (archived with EBS).

(b) Completed during CL establishment, operation, sustainment, and maintenance, as needed.

(c) See format in *Environmental Surveys Handbook: Contingency Operations (Overseas).*

(8) Environmental Records

(a) Documents appointment orders, inspections, training (with certification and required), lab results, and spill reports.

(b) Completed throughout CL life cycle, as needed.

(c) Various formats (consult theater command for requirements).

(9) Environmental site closure surveys (ESCSs)

(a) Documents environmental conditions, provides information to determine closure actions required to meet the negotiated standards for transfer/closure, and facilitates development of the environmental corrective action plan and request for resources.

(b) Completed upon CL transfer/closure notification (Initial), 30 days prior to transfer/closure (Preliminary), and upon correcting findings from the preliminary survey and subsequent environmental corrective action plan (Final).

(c) DD Form 2995, *Environmental Site Closure Survey* (completed three times: Initial, Preliminary, and Final).

(10) Environmental Corrective Action Plan

(a) Documents environmental standards that must be met and tasks necessary for proper transfer/closure.

(b) Completed after the initial ESCS and updated after the preliminary ESCS.

(c) Consult theater command for requirements and see guidance in *Environmental Surveys Handbook: Contingency Operations (Overseas)*.

(11) Environmental Site Closure Report

(a) Documents the final environmental condition of the CL at transfer/closure.

(b) Completed at the time of transfer/closure, after all corrective actions have been completed.

(c) See format in *Environmental Surveys Handbook: Contingency Operations (Overseas)*.

(12) Identification and mitigation of negative environmental effects on the CL (closing ranges and cleaning up hazmat, HW, and POL spills).

(13) Removal of FP measures including protective berms, fighting positions, and wire and vehicle barriers.

(14) Establishment and subsequent closure of equipment decontamination sites (for hazardous and biological contamination).

(15) Closure of maintenance facilities and vehicle/aircraft washracks.

(16) Closure of waste management facilities (solid, hazardous, medical, wastewater, and special wastes).

(17) Proper accumulation, collection, transport, management, and treatment/disposal of all waste.

(18) CL environmental officers must contact the lead Service component staff upon transfer/closure notification for guidance related to removal of hazardous materials and waste and special waste.

(a) Disposition of reusable and recyclable materials.

(b) Requirements for packaging, inventorying, labeling, and turning in hazardous and special waste for disposal and cleaning up of HW accumulation areas.

(c) Termination of waste management contracts, removal of contractor-furnished equipment, and cleanup of the surrounding area.

(d) Disposition of empty hazardous and special waste containers.

(e) Removal of fuel bladders, fuel blivets, secondary containment liners, and associated fuel distribution equipment and establishment of cleanup standards for any affected areas.

(f) Disposition of secondary containment and protective berms.

(g) Disposition of waste material generated from CL deconstruction.

(h) Closure and cleanup of all waste management areas, such as incinerators, landfills, recycling operations, composting sites, and land farming operations.

(i) Disposition of medical waste.

(j) Proper shutdown of water purification systems, the disposition of the wastewater and brine lagoon, and the need for a water survey.

(k) Disposition of wastewater treatment systems.

(l) Disposition of aboveground and underground storage tanks.

(m) The closure and marking of all latrines, soakage pits, landfills, trash burial sites, and septic systems. Their locations must be recorded and archived. While methods may involve only covering some areas with earthen material, agreements with the HN may require more detailed methods and a form of long-term monitoring to detect potential groundwater contamination. In the absence of formal guidance, best management practices must be used, which may require consultation with environmental experts. See Technical Manual 3-34.56/Marine Corps Interim Publication (MCIP) 3-40G.2i, *Waste Management for Deployed Forces,* and ATP 3-34.40/MCTP 3-40D, *General Engineering,* for more information.

(n) Recording of all grid coordinates and archiving digital photographs of each waste management site are required upon final transfer or closure. This information is incorporated into the environmental site closure report.

f. **Records and Documentation**

(1) Installation commanders maintain and archive CL records and documents to provide a historical record that facilitates base transfers and closures and the development of lessons learned. Records and documentation is covered in Chapter VI, "Operate, Sustain, and Manage," paragraph 8, "Records Management." These records and documents establish the baseline for that location in the event that follow on operations or legal actions are required. The GCC confirms standards of master plans and as-built documentation and archives in DOD repository. The following CL documents—if created—are maintained, transferred to incoming commanders and archived upon closure:

(a) CL master plans (includes as-built drawings).

(b) Environmental documentation:

1. EBS.

2. Environmental condition report.

3. ESCS and resultant corrective action plans.

4. Environmental closure reports (see the EBS/*Occupational and Environmental Health Site Assessment [OESHA] Handbook*).

5. Sampling reports to include change-of-custody forms and analysis results.

6. Spill response actions and reports.

7. Results of environmental inspections.

8. Waste turn-in documents and removal manifest for HW.

9. Documentation of solid waste disposal into burn pits, incinerators, and landfills.

10. Environmental site closure reports generated based on the ESCS.

11. Documentation of all clean-up actions taken on site.

(c) Real estate documents:

1. Deed verification and deeds in English and predominant language of the area of operation/HN.

2. Leases and other contractual documents related to real estate acquisition.

3. Construction documentation.

4. Transfer or disposal documentation.

(d) Support contract records to include any memorandums of agreements.

(e) Preliminary excess personal property inventory.

(f) Approved property change notifications.

(g) Property inventories.

(h) Property disposition documents.

(i) Final closure or transfer documents.

(j) Legal reviews.

(k) Base security plans.

(l) Base fire protection plans.

(m) Base regulations.

(n) Communications documentation.

(2) Accurate records facilitate the transfer of CLs by providing the new base commander with detailed information on master plans, building plans, infrastructure locations, and environmental considerations. CL records are essential for closures by providing information on base infrastructure that is to be dismantled, assisting in the planning process, and helping to mitigate safety and environmental issues. In addition to facilitating closure or transfer actions, maintaining CL archives provides information that can assist CL planners in the future by providing planning and operational information and lessons learned.

APPENDIX A
LEAD SERVICE DESIGNATION PROCESS

Figure A-1 represents the lead Service designation process.

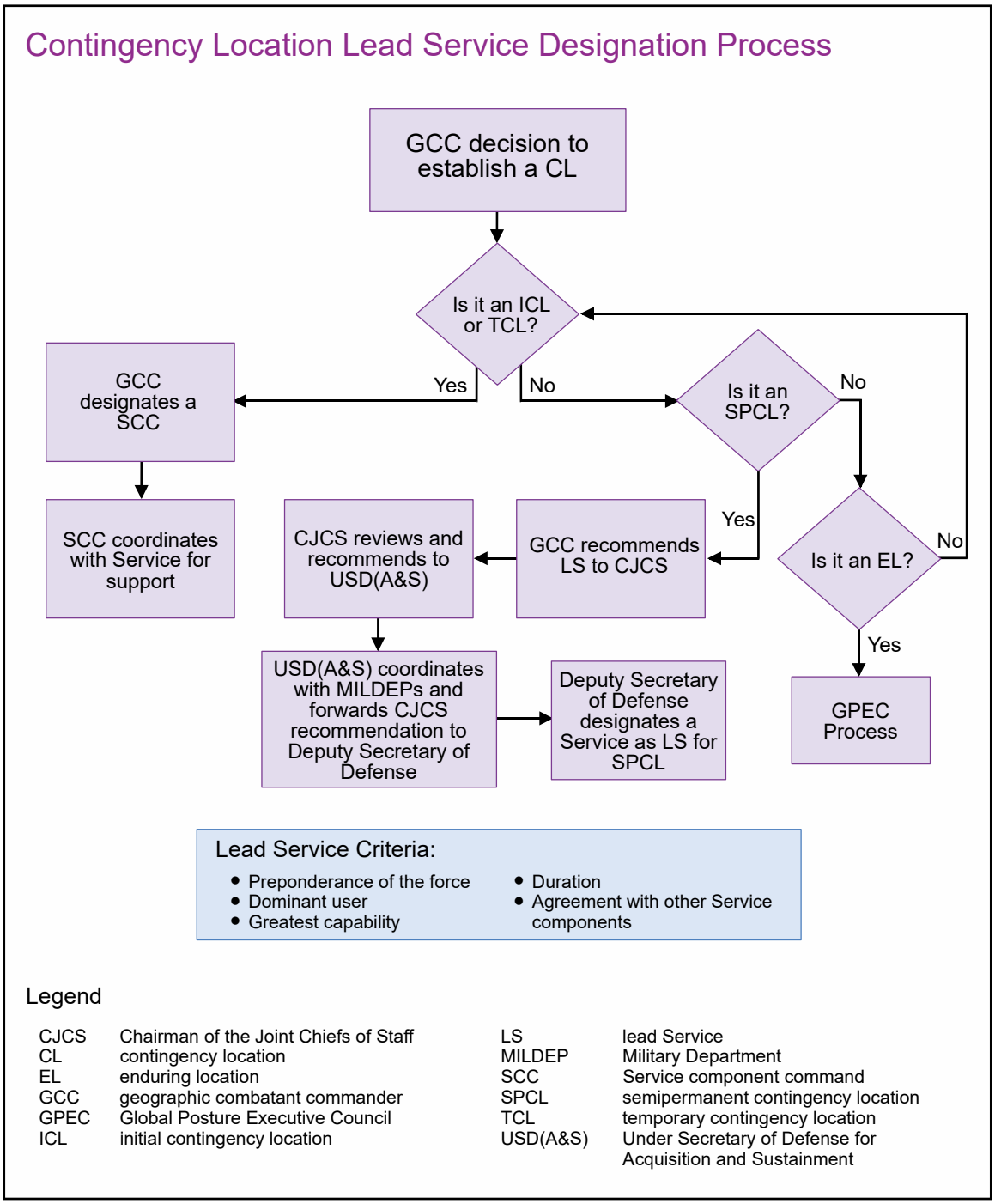

Figure A-1. Contingency Location Lead Service Designation Process

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APPENDIX B
SERVICE REACHBACK CENTERS

USACE Reachback Operations Center provides rapid, reliable, and relevant solutions to warfighters and civilians across the full operational and natural disaster spectrum in support of the Armed Forces of the United States and the nation.

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Commercial: (601) 634-2439
Defense Switched Network (DSN): (312) 446-2439
Non-classified Internet Protocol Router Network (NIPRNET) e-mail: uroc@usace.army.mil
SIPRNET [SECRET Internet Protocol Router Network] e-mail: uroc@mail.smil.mil
Website: http://uroc.usace.army.mil/

AFCEC Reachback Center is dedicated to assisting DOD civil engineers in the execution of their mission across the full operational spectrum.

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Website: http://www.afcec.af.mil/

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Naval Facilities Engineering Command Atlantic
Attention: Contingency Engineering BLM
6506 Hampton Blvd
Norfolk, VA 23508-1278
Phone: (757) 322-8302
E-mail: NFECL_CE_Reachback@navy.mil
Website: http://www.navfac.navy.mil/products_and_services/ce.html

Naval Facilities Engineering Command Pacific
Attention: Contingency Engineering BLM
258 Makalapa Drive, Suite 100
Pearl Harbor, HI 96860-3134
Phone: (808) 472-1162

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APPENDIX C
OPERATIONAL CONTRACT SUPPORT

1. Operational Contract Support as a Contingency Basing Enabler

a. Unless the lead Service or BOS-I is in an austere environment and was allocated sufficient organic forces, it will likely rely on some level of contracted support to help establish, operate, and maintain the CLs. To begin, the BOS-I should identify the contracted support requirements of the basing strategy. To help plan for, procure, and oversee the subsequent contracted support, the BOS-I (or supporting staff) should work with the lead Service's operational contract support integration cell (OCSIC) or OCS staff. The OCSIC is responsible for coordinating contracted support planning and execution in support of the commander's objectives and intent.

b. The OCSIC will help the BOS-I understand the capability and capacity of available contracts. The OCSIC will help the BOS-I validate, consolidate, and prioritize requirements for contracted support and ensure their efficient procurement synchronized with the rest of the command's requirements. The OCSIC will serve as a focal point for coordinating requirements with units or teams providing contracting support and for collecting information related to the supporting contracts and contractors to help ensure their management and oversight.

See JP 4-10, Operational Contract Support, *for additional information.*

c. Often, the BOS-I lead Service will also be the lead Service for contracting (LSC). The LSC and BOS-I are similar in that the lead Service takes on that mission for the joint force in the designated area. The LSC provides theater support contracting for common contracted items (commodities or services) as specified in the order. This reduces the potential competition for commercial resources, which can lead to steep price increases, and streamlines the flow for common theater support contracting requirements. The lead Service will need to ensure it has sufficient, trained contracting forces to process the BOS-I requirements for all Services present. If the BOS-I and LSC are assigned to different Services within the designated area, the BOS-I will need to ensure its CL contracted support requirements are requested using the forms and requirements flow established by the LSC.

d. If LSC is not designated, there may be a lead Service for contracting coordination (LSCC) to manage contracting actions within a designated area. However, the LSCC does not provide theater support contracting.

2. Managing Risk Associated with the Use of Contracted Support

a. As the BOS-I considers the use of contracted support to fulfill requirements, it should also consider and mitigate the related risks. Contractor management risks to force and mission are discussed in JP 4-10, *Operational Contract Support.*

b. Additional risks may include:

(1) Undisciplined contractor conduct resulting in injury to HN personnel and/or embarrassment to the US.

(2) Contractor personnel from a third country offend the HN due to differing cultures and cultural sensitivities.

(3) The US Government does not have sufficient, trained contracting officer representatives (CORs) or subject matter experts (e.g., plumbers, electricians) to adequately manage contractor performance.

(4) The unit does not exercise critical organic capabilities (e.g., organic maintenance) because they are relying on contracted support.

(5) Potential theft, fraud, waste, or abuse.

c. Contractors are more likely to operate in the open using unprotected networks and lines of communication. If the BOS-I relies on contracted support for an operationally critical capability, it should consider the best way to communicate that requirement or the operationally sensitive details of that requirement to minimize the chances of dissemination and exploitation of the information by the adversary. Requests for proposal or quotation (the documents that solicit contracted support) are usually available to the public.

3. External Support versus Theater Support Contracts

a. The CAPs mentioned in Chapter VI, "Operate, Sustain, and Manage," are external support contracts. CAPs have many advantages: they cover an extensive range of logistics services, the acquisition process is significantly shorter because the contracts are already in place (this can have a great impact, especially in the early phases of a contingency operation), and the CAP contractor manages their provision of services and commodities easing/decreasing the supervisory burden on the BOS-I. However, because the contractor needs to be prepared to provide a wide range of services in a variety of locations and environments, they can be costly. Further, the commander will have limited influence over the source of contractor personnel or the economy that will benefit from the additional employment. Depending on the environment, the BOS-I will need to include in its planning additional government services (e.g., billeting, messing, and FP) to support contractor personnel.

b. Another option is for the Service to use theater support contracts to fulfill BOS requirements. These contracts are developed in theater for emergent requirements and can be structured to support the commander's intent for supporting the local economy and building rapport with the local community. Often, they are less expensive than external support contracts because they reduce or eliminate contractor travel to support the contract and the need for the government to provide services as the contractor personnel live in the local community. However, depending on the situation, services or commodities available

in the theater may be limited and local standards may vary from US standards. Further, the BOS-I will have a greater supervisory burden in coordinating multiple contractors providing related services at the same location.

c. The BOS-I should weigh these factors as another dimension in how the basing plan can support the commander's objectives and intent. An option can be to use CAPs in early phases and switch to theater support as the situation stabilizes.

4. Contract and Contractor Management

a. Normally, the BOS-I will be the requiring activity for requirements supporting the basing strategy. The requiring activity nominates trained and certified CORs to the contracting officer for support contracts. The COR monitors contractor performance to ensure the contractor meets the terms and conditions of the contract.

b. For external support contracts, the contracting officer or administrative contracting officer may not be present in theater. This can cause problems for the BOS-I when contractor performance does not meet expectations. In those instances, there is usually a CAP point of contact or liaison on the GCC's staff who can help resolve any issues.

c. The contractor is responsible for the behavior and performance of their personnel. The BOS-I or base commander cannot ask the contractor to perform services outside of the terms and conditions of the contract except in emergency situations to ensure personal safety and security.

See JP 4-10, Operational Contract Support, *for additional information.*

5. Operational Contract Support Considerations during Transition, Transfer, or Closure

a. If responsibility for CLs is transferring to another Service or government agency, include the transfer or termination of supporting contracts in the planning.

b. In cases of closure, the BOS-I should establish a timeline for decreases in contract services, standards of support, and the population needing support from current level of support to final transfer or termination. The OCSIC can help ensure all support contracts are included in planning the timeline and help develop a plan for contractor turn-in of government equipment, contractor return of government credentials and base access badges, and contractor redeployment to their home country.

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APPENDIX D
POINTS OF CONTACT

Joint Staff/J-7/Doctrine Division
Website: http://www.jcs.mil/doctrine/
E-mail Support: js.pentagon.j7.jedd-support@mail.mil
Phone Number: 703-692-7273 (DSN 222)

Joint Staff Doctrine Sponsor/J-4
Logistics Directorate, Engineering Division
Website: https://jsportal.sp.pentagon.mil/sites/J4/DDOL/E/default.aspx
Phone Number: 703-571-9778 (DSN 224)

Office of Secretary of Defense
Assistant Secretary of Defense Energy Installations and Environment, DASD Basing
Website: https://www.acq.osd.mil/eie/Basing/Basing.html
E-mail Support: osd.pentagon.ousd-atl.mbx.joint-basing-odusd-i-e@mail.mil
Phone Number: 703-693-6170 (DSN 223)

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APPENDIX E
REFERENCES

The development of this publication is based upon the following primary references:

1. General

a. *National Military Strategy.*

b. *National Emergencies Act.*

c. Title 10, USC.

d. Title 46, USC.

2. Department of Defense Publications

a. DODD 3000.06, *Combat Support Agencies (CSAs).*

b. DODD 3000.10, *Contingency Basing Outside the United States.*

c. DODD 4715.1E, *Environment, Safety, and Occupational Health (ESOH).*

d. DODI 3000.12, *Management of US Global Defense Posture (GDP).*

e. DODI 4000.19, *Support Agreements*.

f. DODI 4165.70, *Real Property Management.*

g. DODI 4715.19, *Use of Open-Air Burn Pits in Contingency Operations*.

h. DODI 4715.22, *Environmental Management Policy for Contingency Locations.*

i. DODI 6490.03, *Deployment Health.*

j. UFC 1-201-01, *Non-Permanent DOD Facilities In Support of Military Operations.*

k. UFC 1-201-02, *Assessment of Existing Facilities for Use in Military Operations.*

l. UFC 1-202-01, *Host Nation Facilities in Support of Military Operations.*

m. UFC 2-100-01, *Installation Master Planning.*

n. UFC 3-260-01, *Airfield and Heliport Planning and Design.*

o. UFC 4-010-01, *DOD Minimum Antiterrorism Standards for Buildings.*

p. UFC 4-020-01, *DOD Security Engineering Facilities Planning Manual.*

3. Chairman of the Joint Chiefs of Staff Publications

a. JP 3-05, *Special Operations.*

b. JP 3-10, *Joint Security Operations in Theater.*

c. JP 3-17, *Air Mobility Operations.*

d. JP 3-34, *Joint Engineer Operations.*

e. JP 4-0, *Joint Logistics.*

f. JP 4-01.5, *Joint Terminal Operations.*

g. JP 4-03, *Joint Bulk Petroleum and Water Doctrine.*

h. JP 4-09, *Distribution Operations.*

i. JP 4-10, *Operational Contract Support.*

j. JP 5-0, *Joint Planning.*

k. JP 6-0, *Joint Communications System.*

4. Multi-Service Publications

a. ATP 3-34.5/MCRP 4-11B, *Environmental Considerations.*

b. ATP 3-34.40/MCTP 3-40D, *General Engineering.*

c. Technical Manual 3-34.56/MCIP 3-40G.2i, *Waste Management for Deployed Forces.*

5. Service Publications

a. ADRP 5-0, *The Operations Process.*

b. *Environmental Surveys Handbook: Contingency Operations (Overseas).*

c. Field Manual 1-06, *Financial Management Operations.*

d. ATP 4-10.1, *Logistics Civil Augmentation Program Support to Unified Land Operations.*

e. MCWP 5-10, *Marine Corps Planning Process.*

f. Air Force Doctrine Annex 3-34, *Engineer Operations.*

g. Air Force Instruction 32-1021, *Planning and Programming Military Construction (MILCON) Projects.*

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APPENDIX F
ADMINISTRATIVE INSTRUCTIONS

1. User Comments

Users in the field are highly encouraged to submit comments on this publication using the Joint Doctrine Feedback Form located at: https://jdeis.js.mil/jdeis/jel/jp_feedback_form.pdf and e-mail it to: js.pentagon.j7.mbx.jedd-support@mail.mil. These comments should address content (accuracy, usefulness, consistency, and organization), writing, and appearance.

2. Authorship

a. The lead agent and Joint Staff doctrine sponsor for this publication is the Joint Staff Director for Logistics (J-4).

b. The following staff, in conjunction with the joint doctrine development community, made a valuable contribution to the revision of this joint publication: lead agent, Mr. Christopher Hampton, Joint Staff J-4; Joint Staff doctrine sponsor, Lt Col Edward Clarke, Joint Staff J-4; Lt Col Nate Maresh, Joint Staff J-7, Joint Doctrine Analysis Division; and Mr. Larry Seman, Joint Staff J-7, Joint Doctrine Division.

3. Change Recommendations

a. To provide recommendations for urgent and/or routine changes to this publication, please complete the Joint Doctrine Feedback Form located at: https://jdeis.js.mil/jdeis/jel/jp_feedback_form.pdf and e-mail it to: js.pentagon.j7.mbx.jedd-support@mail.mil.

b. When a Joint Staff directorate submits a proposal to the CJCS that would change source document information reflected in this publication, that directorate will include a proposed change to this publication as an enclosure to its proposal. The Services and other organizations are requested to notify the Joint Staff J-7 when changes to source documents reflected in this publication are initiated.

4. Lessons Learned

The Joint Lessons Learned Program (JLLP) primary objective is to enhance joint force readiness and effectiveness by contributing to improvements in doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy. The Joint Lessons Learned Information System (JLLIS) is the DOD system of record for lessons learned and facilitates the collection, tracking, management, sharing, collaborative resolution, and dissemination of lessons learned to improve the development and readiness of the joint force. The JLLP integrates with joint doctrine through the joint doctrine development process by providing lessons and lessons learned derived from operations, events, and exercises. As these inputs are incorporated into joint doctrine, they become

institutionalized for future use, a major goal of the JLLP. Lessons and lessons learned are routinely sought and incorporated into draft JPs throughout formal staffing of the development process. The JLLIS Website can be found at https://www.jllis.mil (NIPRNET) or http://www.jllis.smil.mil (SIPRNET).

5. Distribution of Publications

Local reproduction is authorized, and access to unclassified publications is unrestricted. However, access to and reproduction authorization for classified JPs must be IAW DOD Manual 5200.01, Volume 1, *DOD Information Security Program: Overview, Classification, and Declassification,* and DOD Manual 5200.01, Volume 3, *DOD Information Security Program: Protection of Classified Information.*

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a. Joint Staff J-7 will not print copies of JPs for distribution. Electronic versions are available on JDEIS Joint Electronic Library Plus (JEL+) at https://jdeis.js.mil/jdeis/index.jsp (NIPRNET) and https://jdeis.js.smil.mil/jdeis/generic.jsp (SIPRNET), and on the JEL at http://www.jcs.mil/Doctrine (NIPRNET).

b. Only approved JPs are releasable outside the combatant commands, Services, and Joint Staff. Defense attachés may request classified JPs by sending written requests to Defense Intelligence Agency (DIA)/IE-3, 200 MacDill Blvd., Joint Base Anacostia-Bolling, Washington, DC 20340-5100.

c. JEL CD-ROM. Upon request of a joint doctrine development community member, the Joint Staff J-7 will produce and deliver one CD-ROM with current JPs. This JEL CD-ROM will be updated not less than semi-annually and when received can be locally reproduced for use within the combatant commands, Services, and combat support agencies.

GLOSSARY

PART I—ABBREVIATIONS, ACRONYMS, AND INITIALISMS

ADRP	Army doctrine reference publication
AFCAP	Air Force contract augmentation program
AFCEC	Air Force Civil Engineer Center
AFSB	afloat forward staging base
AOR	area of responsibility
AT	antiterrorism
ATP	Army techniques publication
BDOC	base defense operations center
BEAR	base expeditionary airfield resources (USAF)
BOS	base operating support
BOS-I	base operating support-integrator
C2	command and control
CAP	civil augmentation program
CBEC	Contingency Basing Executive Council
CCDR	combatant commander
CCMD	combatant command
CJCS	Chairman of the Joint Chiefs of Staff
CL	contingency location
CLML	contingency location master list
CONOPS	concept of operations
COR	contracting officer representative
CSA	combat support agency
CUL	common-user logistics
DD	Department of Defense (form)
DLA	Defense Logistics Agency
DOD	Department of Defense
DODD	Department of Defense directive
DODI	Department of Defense instruction
DSN	Defense Switched Network
EBS	environmental baseline survey
ECS	environmental condition study
EHSA	environmental health site assessment
EL	enduring location
ELML	enduring location master list
ESCS	environmental site closure survey
FP	force protection
FPE	force provider expeditionary (USA)

GCC	geographic combatant commander
GPEC	Global Posture Executive Council
HN	host nation
HQ	headquarters
HW	hazardous waste
IAW	in accordance with
JFC	joint force commander
JP	joint publication
JSOTF	joint special operations task force
JTF	joint task force
LOGCAP	logistics civil augmentation program (USA)
LSC	lead Service for contracting
LSCC	lead Service for contracting coordination
MCIP	Marine Corps interim publication
MCRP	Marine Corps reference publication
MCTP	Marine Corps tactical publication
MCWP	Marine Corps warfighting publication
NAVFAC	Naval Facilities Engineering Command
NIPRNET	Non-classified Internet Protocol Router Network
O&M	operation and maintenance
OA	operational area
OCS	operational contract support
OCSIC	operational contract support integration cell
OPLAN	operation plan
OPORD	operation order
PDUSD(A&S)	Principal Deputy Under Secretary of Defense for Acquisition and Sustainment
POL	petroleum, oils, and lubricants
QOL	quality of life
RFI	request for information
SAA	senior airfield authority
SDDC	Military Surface Deployment and Distribution Command
SOF	special operations forces
SPM	single port manager

TCM	theater container manager
TPP	theater posture plan
UFC	Unified Facilities Criteria
USACE	United States Army Corps of Engineers
USC	United States Code
USD(A&S)	Under Secretary of Defense for Acquisition and Sustainment
USSOCOM	United States Special Operations Command

PART II—TERMS AND DEFINITIONS

contingency basing. The life-cycle process to plan; design; construct; operate; manage; and transition, transfer, or close a non-enduring location supporting a combatant commander's requirement. (Approved for incorporation into the DOD Dictionary.)

contingency location. A non-enduring location outside of the United States that supports and sustains operations during contingencies or other operations and is categorized by mission life-cycle requirements as initial, temporary, or semipermanent. Also called **CL.** (Approved for incorporation into the DOD Dictionary.)

cooperative security location. A facility located outside the United States and its territories with little or no permanent United States presence that is maintained by periodic Service, contractor, or host nation support. Also called **CSL.** (Approved for incorporation into the DOD Dictionary.)

enduring location. A main operating base, forward operating site, or cooperative security location designated by the Department of Defense for strategic access and use to support United States security interests for the foreseeable future. Also called **EL.** (Approved for inclusion in the DOD Dictionary.)

forward operating site. A scalable location outside the United States and its territories intended for rotational use by operating forces. Also called **FOS.** (Approved for incorporation into the DOD Dictionary).

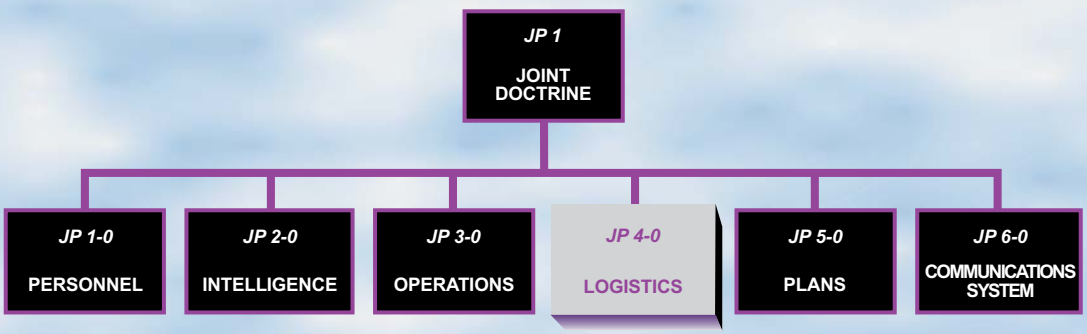
initial contingency location. A locale occupied by a force in immediate response to a contingency operation and characterized by austere infrastructure and limited services with little or no external support except through Service-organic capabilities. (Approved for inclusion in the DOD Dictionary.)

main operating base. A facility outside the United States and its territories with permanently stationed operating forces and robust infrastructure. Also called **MOB.** (Approved for incorporation into the DOD Dictionary).

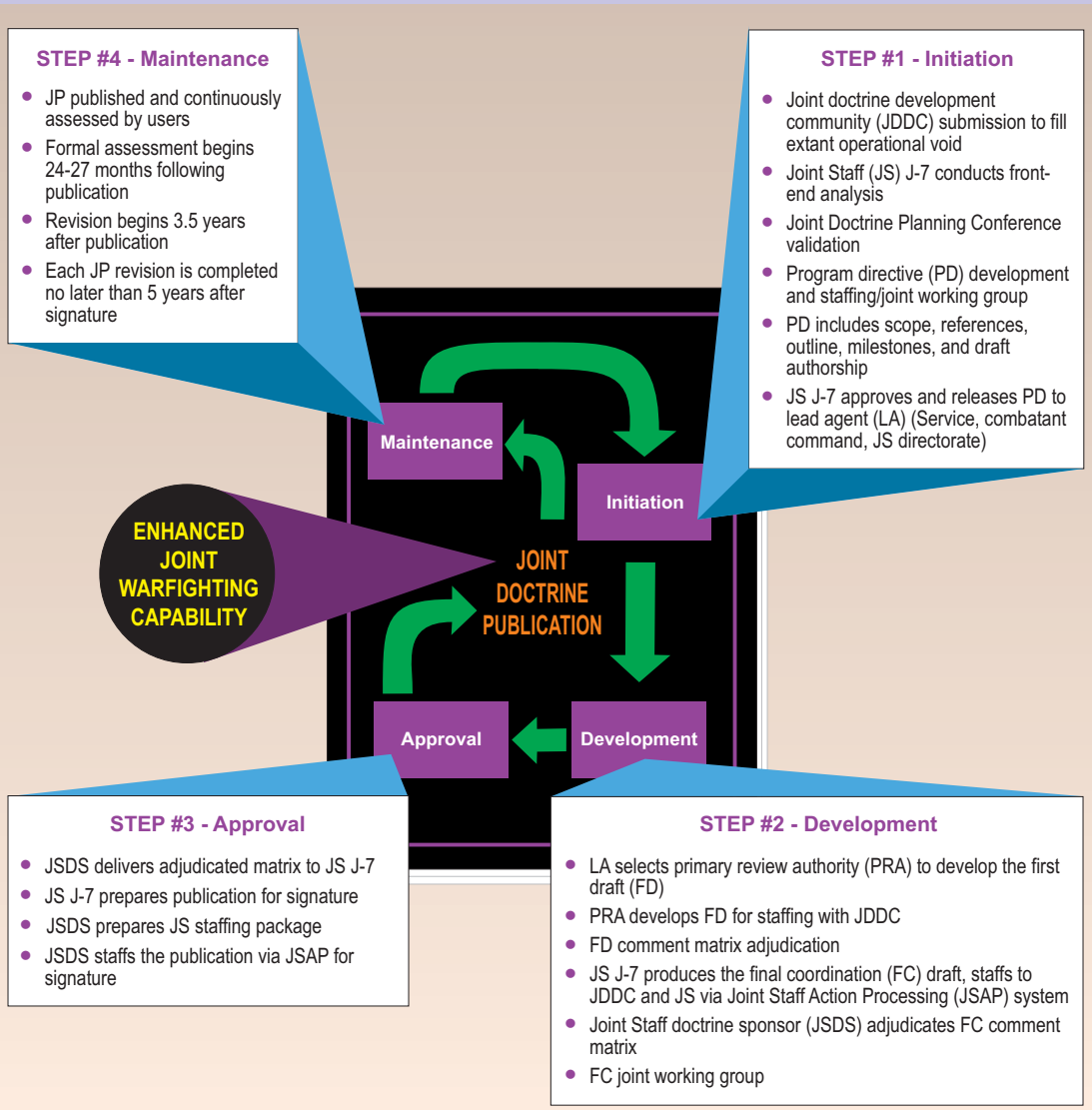
semipermanent contingency location. A contingency location that provides support for a prolonged contingency operation and characterized by enhanced infrastructure and support services consistent with sustained operations. (Approved for inclusion in the DOD Dictionary.)

temporary contingency location. A locale that provides near-term support for a contingency operation and characterized by expedient infrastructure and support services that have been expanded beyond Service-organic capabilities. (Approved for inclusion in the DOD Dictionary.)

JOINT DOCTRINE PUBLICATIONS HIERARCHY



All joint publications are organized into a comprehensive hierarchy as shown in the chart above. **Joint Publication (JP) 4-04** is in the **Logistics** series of joint doctrine publications. The diagram below illustrates an overview of the development process:



JOINT

CHIEFS OF STAFF