

CHAPTER 5

Location Selection

5-1. Introduction. This chapter presents a systematic process for finding the best possible location for developing a base camp either in a TO or in other locations such as will typically be required for stability or civil-support operations. Location selection, as part of the overall base camp planning process, is shown in Figure 5-1.

a. Base camp *location selection* is the process of evaluating a series of possible locations for a base camp. Using an array of available data, a team of functional and operational experts selects and recommends, for command approval, the most suitable location. The situation will dictate whether or not location selection will be needed.

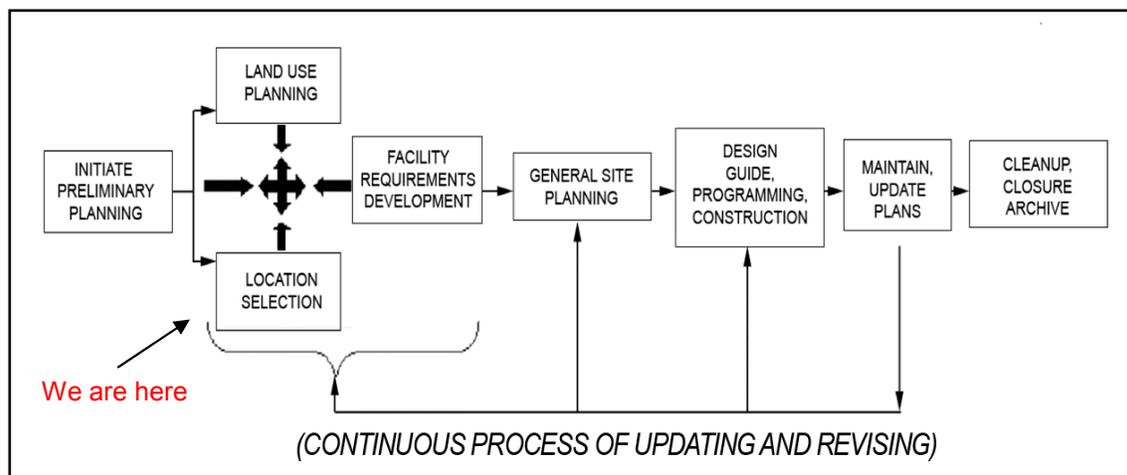


Figure 5-1. The base camp development planning process

b. The product of base camp location selection is the location selection record. The record consists of an executive summary and a detailed record that documents the analysis of possible site locations and allows commanders to make informed decisions regarding where base camp development will occur.

c. This step of the BCDP process, unlike any other step, may or may not be required. The following information shows selected examples of when location selection typically is and is not required:

(1) Examples of situations in which location selection will usually be required:

- A U.S. governmental department or agency determines a base camp is required.
- A HN identifies broad land areas to be used for a base camp.
- The U.S. government makes an agreement with a HN establishing contingency sites within the HN.

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- A military situation has stabilized in a host (or a hostile) nation to a point that selecting potential base camp locations for U.S. forces and support activities is feasible.
- A HN requests U.S. assistance in planning and developing base camps.

(2) Even when the site of a base camp is fixed by other considerations, planners must highlight the ramifications of a “poor” site from an engineering viewpoint. Examples of situations in which location selection will often not be required:

- A HN designates, and the United States approves, a specific parcel of land for the United States to develop a base camp.
- The United States acquires adequate facilities from a HN for a mission.
- Specific strategic, operational, tactical, or technological requirements dictate a particular, predetermined location.
- The operational environment in the AO is unstable or poses a significant threat, and base camps for U.S. forces and support operations are primarily driven by tactical conditions (to include AT/FP considerations) and the urgency of the situation.

5-2. Location Selection Considerations. Because of the complexities of every military operation, each location selection undertaking is unique. The process and suggested practices contained in this chapter are based on detailed, multidisciplinary data. This guidance consists of optimums, ideals, approximations, and rules of thumb. It is not intended as precise and prescriptive criteria. It should be kept in mind that the suggested practices and data should be used only for general planning purposes. Adjustments must be made to suit the uniqueness of each situation. However, there are some basic guidelines that apply to every location selection process. Those guidelines include the following:

a. The quality of the final selection of a base camp location is a function of the number of potential base camp locations considered. Each location will have met the goals and the minimum criteria for mission, AT/FP, tactical suitability, general adequacy, and any other requirements dictated by the commander. A thorough map reconnaissance using maps or remote sensing output is an essential first step of the process. All possible geospatial and intelligence products available should be included in the planning process. This can provide the team with a number of potential base camp locations to visit during deployment.

b. Every location selection team should be carefully tailored to fit the situation. For example, if the threat of terrorism is high, then AT/FP experts should be on the team. If there is a shortage of water in the HN, then water resources specialists should be present. If extensive aviation operations are planned or under way, airfield operations, aeronautical services, and runway pavement experts should be either members of the team or close at hand on a reachback basis.

c. Thorough research and preparation before deployment provides the knowledge base needed for the efficient accomplishment of field work. Of equal importance is obtaining and providing the travel funding, diplomatic and legal clearances, administrative support, logistical supplies and services, equipment, and adequate dining and lodging arrangements for deploying members of the team.

d. The location selection process is enhanced by intensive and detailed surveys. Time spent "on the ground" conducting rigorous surveys and optimizing USACE reachback capabilities will assist in preventing surprises and improve the quality of the data used to determine the "best" location.

e. The theater command must be involved and informed throughout the entire location selection process. A liaison representative/planner from the FFE team is an excellent channel for the location selection team to use in coordinating with the combatant command and/or the theater command staff. See FM 3-34 for a doctrinal discussion of FFE.

f. The U.S. DOS should also be involved and informed throughout the process. A multitude of factors involving diplomatic procedures and international law must be considered when the United States initiates and maintains a presence in a HN.

g. When the HN government and social structure are functional, appropriate coordination through the DOS representative with HN representatives will enhance the location selection process. DOS representatives will know the HN and the local environment and understand how its government operates; they can be a great source of assistance and advice, and can expedite the work of a location selection team and/or the process. Coordination with HN representatives typically eliminates many unknowns, thus ensuring that the planning process proceeds.

5-3. The Interrelationship Between the United States and the Host Nation. The magnitude of the role of the United States and its interrelationship with the HN in base camp location selection is often based on the result of the analysis of the operational variables (see Chapter 4 of this pamphlet and FM 3-0).

a. In the case where the HN government is functional, the United States may be entering into a set of conditions where it is an invited guest and partner of the HN. In this case, U.S. presence will most likely be viewed by the HN as a distinct benefit. In this type of environment, the HN can assist the United States in achieving its particular goals and objectives.

(1) If the theater command has already established its presence in the HN, the HN is relatively stable, and FFE resources have been deployed, then the HN can potentially perform the following tasks or provide the following services relating to location selection:

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- Coordinate with the theater command by designating one of its representatives, or a group of government officials, to work and negotiate with U.S. or multinational authorities. Ideally, the HN diplomatic representatives will work with DOS officials, while the HN military representatives, engineers, and planners will work with their U.S. counterparts in the theater command and on the location selection team.
- Identify solid examples of potential land areas and available facilities for U.S. use. HN engineers may be aware of geophysical requirements, material, design, and construction considerations that might not be readily apparent to the location selection team.
- Provide the theater command with detailed information and advice about HN laws, customs, and values, and other issues that can impact the analysis of the operational variables.
- Be a source of help in overcoming bureaucratic obstacles that might interfere with the base camp development planning mission such as entry and residency permits, duties and taxes on imported construction materials, use of the local national labor force, use of airspace, and transportation facilities.

(2) In some instances, the HN might provide a full range of services and support. This especially will be the case if the HN has a robust economy and if the HN is inviting the United States into its country to bolster its defense forces or provide other benefits. In several past instances, the HN paid all U.S. expenses associated with locating and developing permanent military installations. Although these installations were primarily for HN forces, agreements were reached whereby the United States could use them in support of a contingency operation. In other instances, the HN provided a full range of services but the United States paid for them.

(3) There will also be cases where base camp development will occur without the support of a theater command. However, the appropriate combatant command must be kept informed and given the opportunity to participate in the location selection process. For example, the United States might need to establish a storage site for pre-positioned war materiel, or it may need a strategic location to establish a base camp for high security operations or equipment. In such cases, the HN might perform functions similar to those in which a theater command is involved, to include the following examples:

- The HN will designate representatives to work and negotiate with U.S. authorities. In this case, U.S. representatives might consist of only a small location selection team, including a DOS official. In the absence of theater command involvement, the location selection team might consist of higher-ranking members due to the direct U.S.-HN working relationship. For example, in past cases when a theater command was not involved, teams consisted of Department of the Army (DA) personnel, HQUSACE personnel, and DOS Foreign Service Officers.
- The HN will designate potential land areas and existing facilities that might be used. First, the location selection team will assess the acceptability of these

areas and facilities. The team will then negotiate with the HN to obtain the required levels of tactical and AT/FP security along with necessary transportation, utilities, and quality-of-life support.

- As in the case of theater command involvement, the HN will be providing a full range of services and support especially in cases where the HN will jointly occupy the facilities along with U.S. forces.

b. The following applies when the HN will not have a functional government. The nature of military conflicts often results in a severely disrupted or disestablished HN government, economy, and social structure. In such situations, the U.S. military, using its civil affairs, engineering, and other capabilities, moves to restore security, essential services, and economic stability as quickly as possible. Base camp development planning will begin as soon as the mission is assigned.

(1) When a theater command is controlling operations, maneuver, civil affairs, military police (MP), and engineer units will typically provide security and stability. The theater commander or the Army Service component commander will typically make most of the decisions, including the selection of the final locations for base camps. When recovery begins, the civil affairs organization will take the lead in restoring the HN government, and the HN role in planning and decision making will increase over time. At this point, previously unknown issues might arise such as the requirement to locate military activities at prescribed distances away from religious facilities or cultural sites. Resolution of such issues might require the adjustment or relocation of certain base camp assets.

(2) In a contingency operation without the support of a theater command, HQUSACE will be working with the DOS and other agencies without the HN's participation in the initial stages of the process. However, the appropriate combatant command must be kept informed and given the opportunity to participate. As in the previous case, if the HN government is functional, its role in planning and decision making, as well as in the negotiation of use agreements with the United States, will become an integral part of the process. Examples of such a situation might include establishing camps for displaced persons, building EPW/detainee camps (in some cases, outside the country where operations are taking place), and establishing safe locations inside/outside of a TO for the storage of captured enemy munitions and other hazardous materials.

c. The OE will directly affect base camp development in terms of the types of facilities planned and constructed as well as the location selection process itself. One goal is to provide the healthiest and safest environment possible for U.S. forces and those who support the force. Therefore, the location selection process must collect and analyze as much information as possible about the HN, the region, and all natural and man-made forms, forces, and features that can affect U.S. presence.

(1) The size of the U.S. force has a direct impact on the scope and cost of the land, facilities, and physical infrastructure that will be required to support the mission. Additionally, the potential socioeconomic and cultural impact on the HN should be analyzed.

(2) The threat level to the United States, to include the potential for post-combat terrorism, guerrilla activity, and lawlessness, must be considered. As stated throughout this pamphlet, AT/FP is a top priority wherever U.S. forces are located. Examples include—

(a) A HN government offered the Army a first-class, sixteen-story hotel for housing deployed troops. The hotel was in a downtown area located adjacent to a four-lane, divided boulevard that connected with the HN's major airport, the government center, and nearby shopping districts. However, the building was designed with an open breezeway on the ground floor, a portion of which contained a driveway for arriving and departing guests, and access to an underground parking garage. The hotel's restaurant, offices, and fitness facilities, which were located on the second floor, overhung the breezeway for some 40-50 feet. AT/FP experts on the location selection team advised the team leader to request a different facility because of the hotel's vulnerability to terrorist attack.

(b) A location selection team was looking at alternative locations for a battalion-size FOB. The area was rural and the tactical environment was unstable. An area was selected that consisted of a broad valley through which a small river and a two-lane gravel-paved highway ran, with moderate to high hills on both sides of the valley. The engineer member of the location selection team recommended a location in the flat plain area, next to the highway, isolated from the river's flood zones. The team's Assistant Chief of Staff for Operations and Plans (G-3) however, had a very different opinion about where the operating base should be located. Although the site that the engineer recommended would facilitate efficient construction, the G-3 was concerned that enemy forces would occupy dominant terrain in the adjacent hills. From there, they could observe and fire upon the facility. To eliminate this tactical threat, the operations planner recommended locating the base camp on a dominant, nearby hill, between its military and topographic crests. It was thought that this location would be more challenging to develop, but immeasurably safer in the long term.

(3) The anticipated duration of the U.S. military presence will be influenced by some of the following elements:

(a) When a HN requests a sustained U.S. presence, the negotiation process with the HN usually results in the creation of a SOFA between the United States and the HN. The level of involvement of a location selection team in the development of a SOFA will vary depending on the situation. Alternatively, there may already be a SOFA, a treaty, a United Nations resolution, or another agreement in place before the team's arrival in country. In other situations, the team may have some involvement in negotiating and preparing such an agreement. The agreement may include—

- A description and list of the organizations, population numbers, locations, operational capabilities, and the purpose of the U.S. military personnel to be stationed in a HN.
- A summary of the various elements of support that the HN will provide to the in-country U.S. military force, how the United States will reimburse the HN for its support, how the United States will support its in-country military force, the channels of communication and diplomacy between the United States and the HN, and how the United States and the HN will interact on military matters.
- A plan of action that addresses how long U.S. forces will be stationed in the HN's territory. It may include a set of conditions and a timetable for the eventual departure of U.S. forces from the HN's territory. The agreement may identify the prior-to-U.S.-use and the desired end-state condition of lands and facilities used by the United States and what actions will be taken by the United States to clean up, close, restore, and return the HN's land and facilities when the United States departs.
- Specify certain policies and procedures governing how the United States will be required to treat HN cultural, political, religious, environmental, historic, and archeological matters.

(b) Based on past experience with U.S. overseas operations, use agreement documents for individual parcels of land or individual facilities are almost always required. This has even been the case in the high-threat and remote areas of a HN where active combat operations were occurring. The use agreement documents identify particular parcels of land, along with any existing facilities and improvements, which will be made available to the United States. Also, the agreements specify the condition and quality of the applicable lands and facilities when they are returned to the HN (when the U.S. mission ends). It is likely that the location selection team will be involved in the process of formulating use agreements and then negotiating them with the HN.

(c) It is extremely important that members of U.S. forces and those who support them learn and respect the laws and customs of the HN. For example, it may be forbidden to locate military facilities within certain distances of religious or educational facilities. Work may be forbidden on certain days of the week or at certain times during the day. The giving and receiving of gifts may be an essential social courtesy whenever visiting a HN citizen or group. There may be unmarked religious or cultural features that, unless carefully identified, might be unknowingly damaged and destroyed. HN law may require certain permits, duties, or inspection procedures for construction material and equipment that enters the country. Certain countries either permit or deny entry to visitors based on ethnicity, religious beliefs, gender, and other personal characteristics.

(d) U.S. construction and environmental standards might be very different from the HN standards. For example, in certain countries damage or destruction of even one small tree triggers an intricate liability and replacement process. Even the smallest building project passes through many layers of bureaucratic review before approval. In other

countries, water is guarded as closely as currency. Yet in other countries, sanitation and building standards do not come close to those of the United States. The location selection team should identify those standards and practices that will affect base camp development. If U.S. construction and environmental standards are higher than those of the HN, the U.S. standards will be observed in most cases.

5-4. General and Special Considerations. An array of general and special considerations must be taken into account once the location selection team enters the HN. If entry into the HN is not possible, the team should use all possible sources to analyze and evaluate the following considerations:

a. General considerations. There are two major areas of consideration that directly affect service members and others assigned to a base camp and determine if the planning for a base camp can be turned into reality.

(1) The security, health, and safety of U.S. personnel are primary considerations, and they are of equal importance in accomplishing the deployed strategic or tactical mission. Therefore, the first priority in base camp location and facility design includes operational, tactical, security, AT/FP, UXO, and health considerations. As in the examples given earlier, these considerations can lead a team to reject a modern hotel offered by the HN to house U.S. personnel because of vulnerability to threat activity or an otherwise excellent parcel of land that is ideal in terms of supporting construction might not be acceptable due to poor tactical security.

(2) Construction should be feasible in terms of construction time, costs, material availability, delivery and storage, access roads, site preparation, housing and support of construction personnel, and essential utility requirements. Also, the developed location should be capable of supporting a U.S. presence that might extend into an “enduring” phase (see Chapter 1).

b. Special considerations. Special consideration should be given to the following factors, some of which will impact on the first priority considerations stated above and others which will impact the quality of life of base camp users:

(1) Soils, foundation, slope and site drainage, flooding, and seismic conditions. These natural forces and influences are major determinants in location selection. In many cases, if these are unfavorable, a prospective location must be ruled out. Seismic conditions, in particular, in a HN have a strong influence on facility designs and construction costs.

(2) Water supply, sanitary sewage, and industrial waste disposal. These basic services are essential for sustained base camp support. In cases where these services are inadequate, the base camp planning should specify continuous upgrading of these services until they reach objective standards. For example, in the case of potable water, individually purified or bottled water will first be replaced by treated water from water

trailers, then water trailers will be replaced by treated and pipe-distributed water from local wells or streams.

(3) Power supply. A reliable source of electrical power is essential for base camp security, operations and maintenance, and quality of life. Planning should allow for continued upgrading of the power supply system.

(4) Environmental policies. Generally, when U.S. environmental policies are more stringent than those of the HN, the United States tries to observe its own standards. When the opposite is the case, the United States makes every effort to observe local standards. The location selection team must envision how and in what condition the land used for a base camp will be returned to the HN.

(5) Communications and information management. Successful mission accomplishment, as well as sound base camp operations and maintenance, require excellent, easily accessible, and up-to-date communications and information management tools. In some instances, the communications systems requirements will virtually dictate the location of a base camp to achieve operability of communications equipment.

(6) Health and medical. Evaluation of candidate locations for a base camp should exclude those with the presence of health hazards and include a plan to minimize the occurrence of new health hazards in the future. Rigorous provisions for adequate sanitation and medical care for base camp personnel must be a principal part of location selection planning.

(7) The local labor market. An adequate, skilled local labor force can perform many functions associated with base camp operations and maintenance with the benefit of freeing service members to perform their primary missions.

(8) Existing adequate and available facilities. Maximum use of existing adequate facilities will reduce the construction requirement and the time required to adequately house the base camp's assigned units.

(9) Sustainment training facilities for the deployed force. Deployed service members who are not in an active combat role must maintain their tactical skills and weapons proficiency. This becomes an absolute requirement if service members are in a deployed noncombat situation for more than three months.

(10) Coordination. If possible, coordinate each prospective base camp location selection possibility with the HN to verify that—

- It does not conflict with any HN operational or development plan.
- It complies with HN laws, regulations, policies, and programs.
- It does not conflict with HN cultural, sociological, political, religious, or historical infrastructure, facilities, rules, or customs.

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- It meets with the requirements of U.S. and HN standards and agreements regarding eventual cleanup, closure, and return to the HN owner(s).

5-5. The Location Selection Team. This section explains the mission, organizational responsibilities, and possible scenarios for employing a location selection team. (See Appendix D, Table D-1 [pages D-1 through D-4], for a selection team checklist.) The mission of a location selection team is to search out and evaluate alternative locations for stationing U.S., HN, or multinational forces or other military-supported missions, such as disaster relief or the housing of dislocated populations. After evaluating the alternatives, the team recommends the most advantageous base camp location(s) for approval by the theater commander or other U.S. authority. If the military situation is relatively stable and U.S. and HN diplomatic negotiations are either underway or concluded, then the DOS will contact DOD and the location selection process will begin. If the situation is unstable, or if it involves base camp development in a hostile environment, then the team might consist of a forward engineer support team (FEST) under the sponsorship of a theater command. If the HN is in a geographical area where the USACE is the DOD construction agent, the combatant command or theater commander might task HQUSACE to support the location selection. USACE will provide this service either in support of or independent of the theater commander. When the service is provided independently, USACE will function either under the appropriate combatant command or, in rare instances, under direct DOD and Headquarters, Department of the Army (HQDA) supervision. If the proposed base camp is in a geographical area where NAVFAC or the U.S. Air Force (Air Force Civil Engineering Support Agency [AFCESA]) is the DOD construction agent, then DOD will coordinate the required guidance, task assignments, and execution arrangements among the departments. The organizational interrelationships between the departments are shown by Figure 5-2.

a. The USACE has the mission to advise and support the CCDRs by means of a liaison officer (LNO)-engineer planners located within these commands, and its deployed and reachback FFE capability. If selected and so directed by the command, USACE will plan, develop, design, and construct base camps in TOs within the DOD-designated geographic areas of the world for which it has construction agent responsibility. This mission includes planning for and preparing to execute location selection operations using its assigned military and civilian personnel and civilian contractor augmentees.

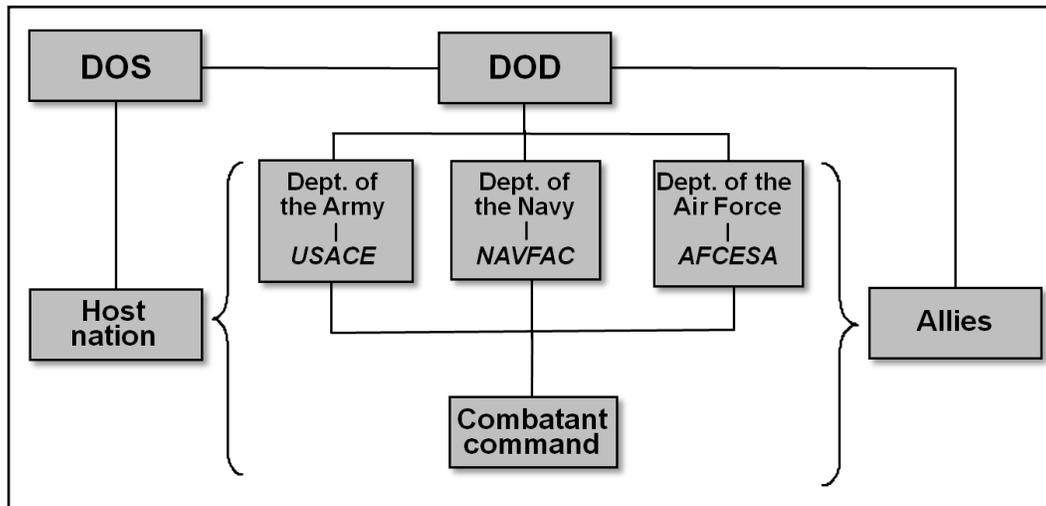


Figure 5-2. The organizational relationships of the location selection process

(1) HQUSACE either organizes a location selection team or assigns the responsibility to an established FEST from one of its district offices. The former might occur in the rare instances when USACE works under direct DOS-DOD-HQDA supervision, and the latter typically occurs when USACE is tasked to support a command deployed in theater. In the latter case, the FEST will first coordinate with the appropriate combatant or joint command LNO/planner at the command headquarters. Then, under combatant command sponsorship, it will travel to the HN. The Engineering Infrastructure and Intelligence Reachback Center (EI2RC) will provide reachback support to the deployed FEST.

(2) Once the location selection process is complete and the decision has been made to establish one or more base camps or support facilities, USACE divisions and districts are prepared to manage the construction of a base camp, or a series of base camps, within their assigned operational areas. Base camp construction projects will be planned and executed by the districts using either their internal engineering and construction contracting capabilities or relying on agencies such as the Joint Contracting Command (JCC) or the Defense Contract Management Agency for the preparation and management of contracts.

b. The location selection team is normally set up and led by a person of sufficient rank and position to enable effective coordination, obtain sufficient command visibility, and affect unimpeded access to the HN government and the HN at large. The U.S. military headquarters that establishes the team also provides or arranges for administrative and other types of support.

(1) When location selection is performed independently of combatant command leadership and participation, such as may be the case in a disaster relief or recovery operation, a senior USACE representative may be appointed as the team leader. In certain other instances, DOS or DOD officials might head the team.

(2) The leader's initial task is to tailor the team's membership to the situation and mission by selecting and appointing team members that represent the proper mix of experience, professional disciplines, and appropriate areas of expertise. Some members will be military personnel and some will be DA civilians or civilian contractors. Depending on the types of expertise, ranks, and civilian grade levels appropriate to the mission, the USACE team members will be from USACE district offices, with augmentation, if needed, from Headquarters USACE and USACE division offices.

(3) Another duty of the location selection team leader is to determine which team members will deploy and which will remain at home station. For example, the team's logistical support base is more effective if it remains close to a source of supply and procurement, assuming it has access to reliable and efficient transport and delivery. On the other hand, experienced planners, site designers, AT/FP, and tactical operations experts need to see and walk prospective base camp locations in order to maximize their contribution to mission accomplishment. Integration of a medical and other nonengineer expertise may be a requirement.

(4) Depending on the situation, the location selection team might include personnel from other U.S. agencies such as the DOS and, in some cases, personnel from allied or coalition governments. As mentioned previously, the team leader may decide to include HN representatives as team members or have them interact closely with the team.

c. The following twelve fundamental considerations relating to preliminary details will contribute to the success of the location selection team:

(1) Ensure that each team member procures the necessary documents. With the assistance of the DOS and the guidance contained at the HQUSACE Predeployment Website, team members must procure the necessary passports, visas, HN entry, and other theater clearance documents. The military status of the team members must be identified and clarified so that the team members will be afforded Geneva Convention rights in any situation regarding contact with hostile forces.

(2) Ensure that each team member meets health and immunization requirements. A physical examination will be conducted of each potential team member to determine his/her suitability and risk level, and immunizations will be brought up-to-date. Arrangements should also be made for in-country medical care and medical evacuation in the event of injury or illness.

(3) Verify security clearances in those cases where clearances are required. This is a key issue under certain circumstances such as when a base camp is needed to support classified operations.

(4) Ensure that deploying team members complete any required theater orientation training. For example, in previous years, both military and civilian personnel supporting operations in Bosnia and Afghanistan were required to complete theater orientation

training before being allowed to enter the countries. If the situation demands, the team should be provided weapons training; however, they are most often accompanied by armed U.S. and HN military personnel and are not issued weapons.

(5) After ensuring the availability and presence of adequate mission funding, make suitable travel, lodging, and other support arrangements, such as housekeeping and laundry service. The deploying and reachback team members handling logistical support should respond to requests from deployed team members as expeditiously as allowed to get supplies and equipment sent to the team. This can include making some in-country currency arrangements so that the team has access to additional cash if needed.

(6) Ensure that one or two team members are assigned as deploying and reachback field office coordinators to obtain administrative supplies and provide support. They will perform such tasks as sorting and filing data, ensuring that automation equipment functions properly, and making repairs and adjustments as needed. They will perform data entry tasks, handle review comments and their adjudication, ensure that team members have adequate working supplies, prepare orders and correspondence, make reservations and arrange schedules, and serve as "24/7" points of contact (POCs) for administrative matters. This task will also include publishing military uniform and civilian clothing guidelines; procuring badges; and preparing HN letters of invitation, introduction, and authorization.

(7) Procure and test all communications and management information systems before deployment. The availability of excellent, state-of-the-art systems that operate on near-real time basis and software applications common to all team members is vital to the reachback operation. Employment of multiple and redundant communications and media systems is often advantageous to team operations. Some examples are Internet, word processing, voice recording, satellite phone and data transmission, digital graphics, video teleconferencing, photography, and real time streaming video. However, all of these systems and communications should be thoroughly tested, and items such as spares and power converters should be procured before the team deploys.

(8) Determine the protocol, sequence, and types of in-country contacts and visits. There are usually more formal calls, briefings, meetings, and contacts required than originally anticipated. These and other protocols should be identified, scheduled, and attended (by the applicable team members).

(9) Coordinate arrival, departure, and visits with U.S. diplomatic and military representatives present in the HN.

(10) Ensure that all team members have working level competency with a common set of automation applications (of the same version) that will be used by all of the team members. Expedite automation training for team members if needed.

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(11) Organize and make preliminary work assignments to the team members so that each person knows what is going to be required while in country or while functioning in a reachback capacity.

(12) Analyze and plan what information the team is going to collect, how it will be obtained, and in what formats it will be assembled. Make special arrangements for shipping bulky material such as engineering drawings, books, manuals, and maps.

d. Because the location selection process primarily deals with evaluating land, facilities, and infrastructure, a location selection task is normally assigned to, organized, and executed under the supervision of an engineer. However, the contribution made by engineers and planners represents only one segment of the team effort. Experts in many fields other than engineering are needed for a successful team effort and to assist with analyzing and formulating recommendations. A location selection team might include experts in—

(1) International and diplomatic relations. DOS liaison representatives and DOS Foreign Service Officers are very familiar with the countries in which they serve and can provide a valuable link between the HN government and location selection team. Often, they speak the language and are familiar with local government officials, laws, politics, customs, and religious practices.

(2) Military operations and training (Joint Staff Operations Directorate [J-3], G-3, and S-3 officers). The “tactical valley” example, cited previously, demonstrates the value of having operational planners on the team. Often the most constructible or accessible locations have severe tactical vulnerabilities immediately apparent to an operational planner.

(3) Antiterrorism and force protection. An AT/FP expert is an essential member of the location selection team. The “16-story hotel” example given previously demonstrates the need for such expertise.

(4) Medical and dental services. Team members can very easily develop health problems or sustain injuries while deployed to a HN. The team should include, or have access to, a nurse or Army health care specialist. If required, the team might include a physician. The type of medical expertise required in the performance of an EHSA may also be desirable.

(5) Civil affairs. Recent events in Afghanistan and Iraq demonstrate the essential nature of a civil affairs mission. Often, a HN is initially without essential services, a government, or security. A civil affairs representative on the team, who (ideally) speaks the local language, can assist in defining the civil affairs issues associated with the development of base camps. Examples include assisting the HN in forming or restoring government organizations; assessing the technical skills, availability, and training requirements for the HN’s labor force; determining the requirements for law enforcement

and property security; reestablishing essential services and infrastructure; and setting up mechanisms to resolve HN claims against the United States.

(6) Real estate. Arranging for the use of land and facilities in a HN by the United States is not a simple matter. Skilled real estate appraisers and negotiators are required to ensure that the United States obtains the proper facilities at a fair price. Also, as an integral part of the initial land use agreement, the real estate team members will negotiate the objective end-state of the facilities to be used by U.S. personnel. A basic goal for every land use agreement is for the United States to return the land and facilities to the HN at the conclusion of the U.S. mission in the same condition that they were before the United States acquired them. Therefore, determining the condition of the land before the United States takes possession is vital. The EBS can assist in accomplishing this task; however, it must be understood that in some cases, returning land and facilities to the HN in its original condition is not possible.

(7) Legal issues. In the past, location selection teams were limited in their legal capability because their attorneys were familiar only with U.S. real estate and contract law. To correct this limitation, it is recommended that the team include attorneys who have experience with international law (see FM 27-10). Legal issues such as import duties and taxes, personnel and equipment entry documents, residency permits, the Geneva Convention status of U.S. nonmilitary personnel, policies on the use of imported vice local construction materials, and the employment of the local labor force require legal negotiation, agreement, and documentation.

(8) Cost estimating. While it is not necessary to have a contract (final) cost estimator on the location selection team, an order-of-magnitude estimator is essential. Cost issues usually arise at the very beginning of negotiations with a HN government. Automation tools provide great assistance in preparing preliminary cost estimates, but an experienced estimator will often see things not readily apparent to others. One example might be the estimated increase in design and construction costs for a base camp located in a seismic zone. Another example might be the increased base camp construction costs connected with the removal of unmapped explosive hazards.

(9) Military police operations. MP representatives on the team will promote the location selection process by evaluating the proposed site's vulnerabilities to criminal activity. They could also assist in identifying ground traffic control considerations and provide insight as to the interaction with the HN constabulary agencies. If the site is to be used for I/R, it is essential that one or more of the team members have the necessary expertise to support this.

(10) Transportation planning. This area covers all modes and methods of moving U.S. personnel, equipment, and construction materials to the proposed base camp location in a HN. This and other areas may require members on the team, or other related elements, to perform selected infrastructure reconnaissance operations (see FM 3-34.170). Experts in some of the following areas may be team members:

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(a) Ports and navigation. Most heavy equipment and imported construction materials will arrive by water. A ports and navigation expert on the team can assess the capability of the HN's ports and other water navigation assets to accommodate the mission.

(b) Airports and airfields. Even if initial planning guidance does not call for aviation facilities, it is virtually certain that at least some of them eventually will be required. The possibilities for aviation support range from a simple helipad for C2 and supply delivery helicopters to an airfield that will accommodate large Air Force cargo aircraft such as the C-5A. Air traffic control, refueling, and field maintenance facilities are a part of such mission requirements. Airfield planning, aeronautical support, and pavement evaluation specialists can identify these requirements and make arrangements for the many special reviews and approvals that may be required for aviation facilities.

(c) Roads, bridges, and highways. As mentioned previously, the HN's infrastructure may be damaged by recent or ongoing combat operations, or it may lack maintenance or be primitive in construction. Civil engineers with expertise in pavements, highways, storm drainage, and bridges can identify the necessary repairs or construction to make these assets capable of supporting a base camp.

(d) Railroads. In some countries, railroads are the only reliable means of ground transport for significant numbers of personnel, heavy equipment, supplies, and construction materials. Civil engineers with specialized knowledge and experience in railroads can identify rail capabilities as well as the construction and repair requirements needed to support base camp development and operation.

(11) Information technology and communications. The ability to locate, share, and transmit information has become a basic warfighting requirement and is absolutely vital to the planning, development, supply, and operation of base camps. The FFE concept relies on excellent communications to expedite the process. Excellent communications requires adequate operational, well-maintained, accessible, and regularly upgraded equipment. An information technology and communications expert can examine the situation in a HN and identify what exists and what is needed to achieve and maintain information management and communications excellence.

(12) Environmental issues. An environmental expert (environmental support team [EnvST], the United States Army Center for Health Promotion and Preventive medicine [USACHPPM] environmentalist, or engineering staff environmental engineer) is an essential member of the team. Such an expert can identify, at the very beginning of the location selection process, the impact that base camp development and operation will have on the HN's natural and man-made features and can recommend ways to avoid, reduce, and mitigate adverse impacts. Oftentimes, they are the ones that complete the EBS and related EHSA before U.S. occupancy and development. Environmental experts are also essential for identifying how the land and facilities used by U.S. forces will be returned to HN control when a U.S. presence is no longer needed or required.

(13) Procurement and contracting. This member of the team should have knowledge and experience in U.S. procedures as well as those of the HN or similar countries. Location selection may be influenced by the proximity of a local labor force and HN contract laws and regulations. Procurement lead time for certain critical equipment and materials may have similar influences.

(14) HN sociological, political, cultural, and religious characteristics. The purpose of such expertise on the location selection team is primarily to prevent U.S. decisions from unknowingly ignoring, disrupting, or offending the government and the populace of the HN and, in some cases, members of allied or coalition military forces. Sometimes the DOS or civil affairs representatives discussed above can provide this important input to the decision-making process.

(15) Morale, welfare, and recreation. Personnel assigned to or using a base camp must be provided with sufficient MWR facilities and activities for off-duty enjoyment. Recreational facilities may exist in the HN that can be used by U.S. personnel. Alternatively, a relatively complete array of MWR facilities might be needed at the base camp. Such facilities, including facilities for personal communications with family members back home, help offset some of the hardships involved in a deployed status. An MWR expert can identify the proper mix of facilities needed for MWR support of the mission and might provide suggestions for positive interaction between U.S. personnel and the HN populace by means of shared recreational facilities and shared participation in public events.

(16) Real property management, maintenance, and repair. Experts in base camp operation and maintenance will have a strong influence on location selection. Members of the 412th and 416th Theater Engineer Commands are skilled engineers especially trained in managing and contracting the operation and sustainment of base camps. Similar expertise is resident in other Services as well (see FM 3-34 and JP 3-34).

(17) Various special services related to the HN. Many of the previously discussed areas of expertise have stressed the need for a positive interaction with the HN. In certain instances, particularly if the military situation is relatively stable, it can be advantageous to have an official of the HN government on the location selection team. This representative will be a constant source of guidance regarding the impact of a base camp location on the HN populace, including HN social, cultural, and religious values and HN capabilities to support and interact with the U.S. presence.

(18) U.S. military security personnel. In marginally stable situations, or in cases with a high threat of terrorist activity, U.S. military support personnel might be attached to the team to provide security.

e. Figure 5-3, page 5-18, shows how a location selection team might be organized. The entire array of functions shown is meant to show the possible range of expertise that might be needed. The mission will determine the actual team composition. Most likely,

an actual location selection team will have far fewer members than shown in Figure 5-3. Some of the members depicted in Figure 5-3 will deploy and others, probably the majority, will function in a reachback capacity.

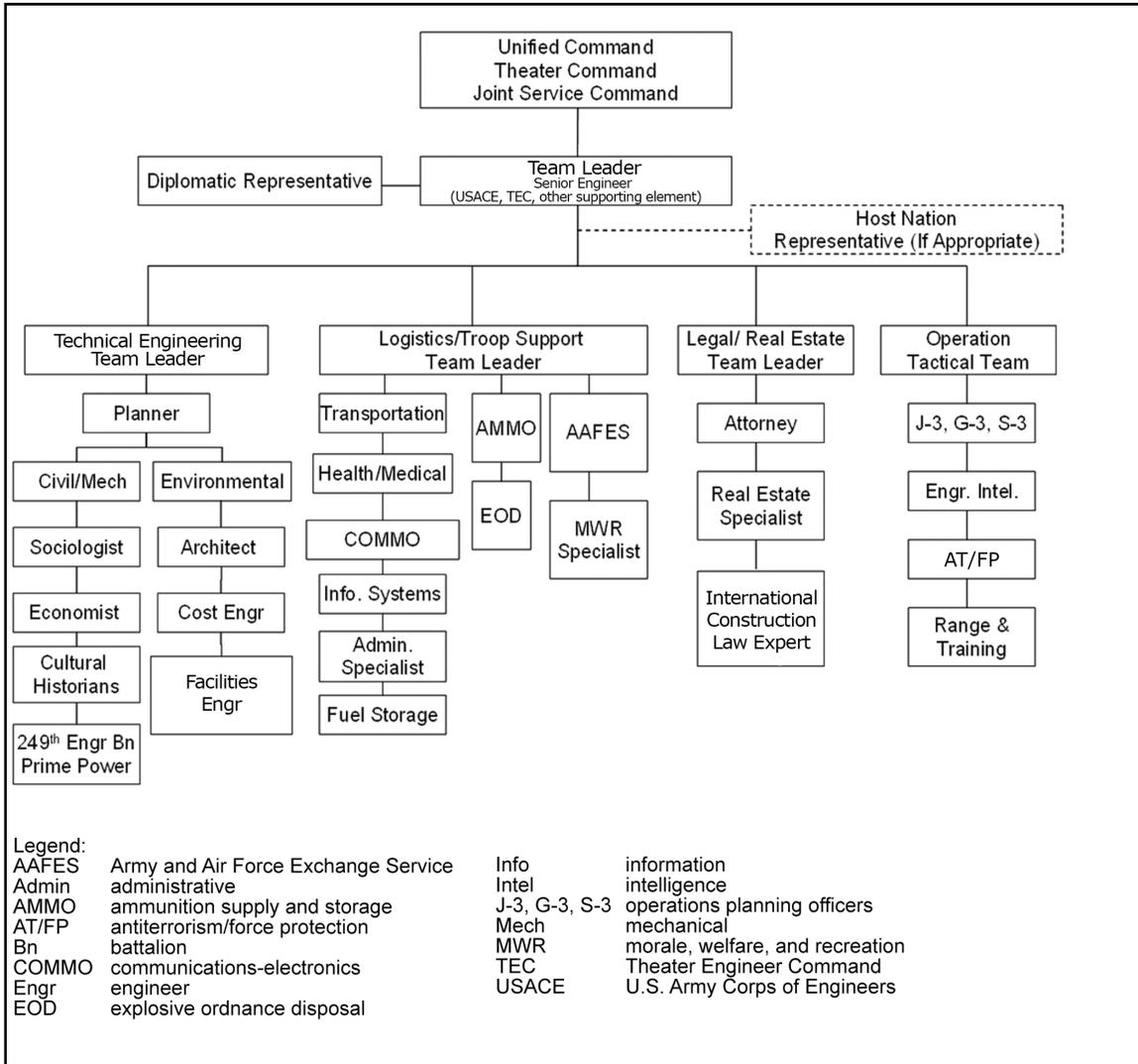


Figure 5-3. Possible location selection team members

5-6. Acquiring and Managing Location Selection Information. Gathering preliminary planning information involves thinking through the mission set of problems. Planners must then decide what information should be collected before deploying to the HN and what information should wait to be collected after deployment to the HN. The team initially meets to assign tasks regarding the fundamental details stated previously. Respective members are assigned tasks for collecting and analyzing information about the mission to be supported, the HN, and prospective base camp locations. Typical products and sources of information that should be collected are shown in Appendix D, Table D-2 (page D-4).

a. Collecting planning information involves assembling, evaluating, and studying as much relevant information as possible before the team deploys. Make maximum use of electronic documents and automated files in formats readily accessible to all members of the team. The following steps are helpful in collecting information before deployment:

(1) Collect the most accessible information first to help determine what information must be collected later.

(2) Use caution in limiting the quantity and types of information to be collected in the preliminary stages of location selection.

(3) Let the appropriate location selection team members take the lead in deciding what information should be collected.

(4) “Triage” information into what is essential, what may have value, and what should be discarded.

(5) Interpret information. Team members will collect and analyze as much data as possible in their respective areas of expertise.

(6) After collection and initial analysis, conduct working sessions in advance of deploying to the HN.

(7) After respective team members present the information they have collected, the team leader determines which information is relevant and applicable to the location selection operation. Figure 5-4, page 5-20, shows an example of how to analyze and evaluate the initial information gained during the location selection step.

(8) The team leader determines those areas where more information should be sought or requires further study. Table 5-1, page 5-20, shows the data management process.

b. Information must be properly managed, compiled and organized so that—

(1) Its source is clearly recorded (marked with the date, contact information regarding the source, and the venue in which the information was obtained such as phone call, meeting, interview, internet, remote sensing, library, or document research).

(2) It is in a format that allows updating or expansion (this relates to the common software mentioned previously in this section). File structures for storage and retrieval of information should also be common, relatively intuitive, and familiar to all members of the team.

(3) Any individual piece of information can be readily compared to related data (easily linked with, queried, and interactive with related data when applicable). Database software, such as MS Access®, offers such a capability.

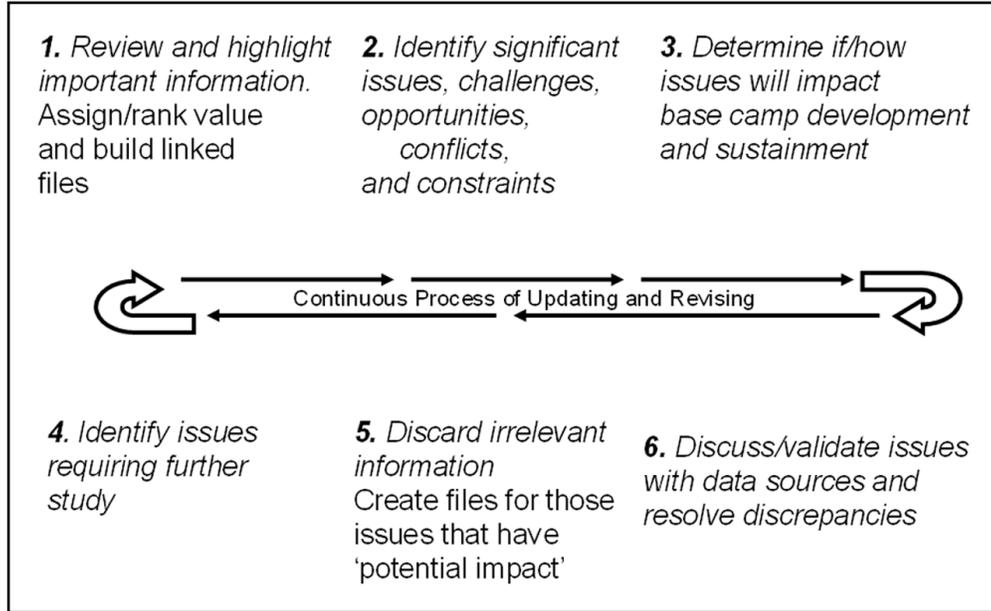


Figure 5-4. Information analysis and evaluation

Table 5-1. Data management

Data Management Process
1. Each team member manages a specific data area.
2. Team working sessions determine the relevance of various data elements.
3. Irrelevant data is discarded.
4. Potentially important data is maintained.
5. Data and data sources are verified.
6. Discrepancies are identified and resolved.
7. Data is rank ordered, based on its usefulness.

c. The proof of good data management is the ability to quickly answer questions such as: Who gave you that information? When/how was that decided? Where did you get that? and Where's the criteria or standard for that? It's almost certain that such questions will arise during briefings to various command groups, other U.S. agencies, and HN representatives.

5-7. The Location Selection Process (In Country). This paragraph describes typical actions that a location team will accomplish during the deployed phase of the task. It

should be understood that each mission and situation will require some variation to the procedures described here.

a. Upon arrival in the HN, the team will—

(1) Make contact with the DOS and HN representatives. Ideally, this should occur immediately upon the team's arrival in the HN, such as a phone call from the point of entry to the designated POCs who will come to the point of entry to meet the team.

(2) Check communications with team members who remain in the United States or at the headquarters from which the team deployed. If something doesn't function properly, it should be corrected before the team begins examining prospective base camp locations.

(3) Perform any required entrance and exit briefings, courtesy calls, meetings, or visits. There are usually more of these than originally anticipated. Concise, informative, and courteous information briefings can enhance HN and local command cooperation with the fieldwork. If necessary, ensure that high quality interpreters are available.

(4) Secure and verify the adequacy of lodging and various aspects of support such as dining, laundry, health care, housekeeping, supplies, and required documentation, and arrange scheduling, security, and transportation for the inspection of prospective locations. As discussed previously, good team performance depends on the team leader taking good care of team members.

b. While in the HN, the team objectives are to—

(1) Visually inspect prospective locations by walking or driving over each land area under consideration, immediately ruling out locations that will not support the mission, and explaining why they are unacceptable.

(2) Negotiate with DOS and HN representatives, if necessary. This should include identification of the existing condition of the land areas to be used for the base camp as well as the expected condition to which these areas will be restored when U.S. use is terminated.

(3) Select one or more locations for U.S. base camps from among a number of solid alternative possibilities. A rule of thumb is to locate at least three acceptable alternative locations for one base camp before identifying and explaining the rationale for recommending the most advantageous COA or alternative. The advance collection of remote sensing data and the liberal use of video recordings at each alternative location will expedite this process.

(4) See and compile enough information to document the task with a location selection record (discussed in paragraph 5-8) upon which further decision making and

subsequent planning will be based. It is important to identify the rationale and measures needed to accomplish cleanup, closure, and restoration (or turnover) of the base camp when the U.S. presence is terminated.

5-8. The Location Selection Record. The location selection record is the formal record of the steps taken to coordinate, evaluate, and perform the location selection process. It is a basis for various land and facility use agreements between the United States and the HN and serves as a starting point for subsequent planning design. It provides commanders with information upon which to make base camp location decisions, but it must also look into the future and address eventual base camp cleanup, closure, and turnover concerns. It can contain more detailed planning information based on HN requests to perform additional planning tasks such as estimating the cost of construction, illustrating preliminary facility designs, and estimating HN labor force requirements. The contents of the location selection record may include written, recorded, photographic, graphic, database, and video graphic information addressing the general and special considerations discussed previously. Appendix D, Tables D-3 and D-4 (pages D-5 through D-24), contains an example of a comprehensive format for the location selection records (executive summary and detailed record). However, the format may vary depending on the actual situation. The record should include—

- A general introduction. This section will consist of an executive summary, a summary of the mission statement, a description of the process that was used in the field to survey, and a recommendation of the most advantageous base camp location(s).
- A description of the HN. The geographic, demographic, socioeconomic, cultural, and religious aspects of the HN population will be described in this section.
- An analysis of AT/FP factors, along with other factors that affect the security of persons and property, that influence the recommended base camp location(s).
- A description of the recommended base camp location(s), areas, and boundaries.
- The climatological and meteorological conditions of the HN. In addition to weather data, other conditions, such as seismic vulnerability, will be included in this section.
- A real estate section. In addition to describing the pending and concluded real estate agreements made with the HN, this section will identify the base camp cleanup and closure objectives for the time when U.S. presence is expected to end. For example, if the land to be occupied by the base camp is a farmer's cattle grazing land, the objective upon cleanup and closure will be to return that land to good grazing quality or other use agreeable to the owner.
- A regional factors section. This section will relate broad HN demographic, social, economic, cultural, and religious traditions, behaviors, and preferences to specific examples that exist in the region where the location selection process is being undertaken, such as in the case of locations of religious

facilities, cemeteries, educational institutions, mercantile centers, and industry. Also, this section will discuss the local labor market in terms of its capability to support U.S. construction, base operations functions, and administrative functions.

- A section containing the EBS (ideally supported by a companion EHSA). The EBS describes the condition of the land and real property chosen for development of a base camp, ideally before occupancy or construction takes place. Therefore, the EBS identifies the preoccupation environmental conditions for the protection of troop health and safety and pre-existing environmental conditions that protect U.S. interests from spurious claims at closure. It also establishes an objective end state to which the land area must be restored. Coordination with the theater command's environmental management officer during location selection will minimize future challenges and claims. The EBS will be conducted by the environmental management officer, expert members of the location selection team, other engineer representatives, or as contracted by the theater command. Either the location selection team leader or the prospective base camp commander will ensure that copies of the EBS are forwarded to the theater command's engineer and to the officer assigned to handle legal claims against the United States. A comprehensive EBS includes—
 - ◆ A precise, illustrated and mapped description of the location including present land uses and conditions, health and safety conditions, and the objective end state to which the land area must be restored at base camp cleanup and closure.
 - ◆ A description and mapping of observed spills or soil staining.
 - ◆ The present and recommended methods of sanitary waste disposal.
 - ◆ The recommended methods of water supply and discharge.
 - ◆ Recommendations regarding HW/infectious waste collection and disposal.
 - ◆ A description and mapping of any underground and above ground storage tanks.
 - ◆ A description and mapping of drums and containers of HW.
 - ◆ Any additional aspects deemed to be significant to existing baseline conditions.
- An estimated water consumption section. This section will estimate the requirements for water consumption from a low-end, austere "initial" condition to a high-end, fully developed base camp condition.
- A sewage and waste disposal section. This section will describe the facilities and approaches recommended for sewage and waste disposal requirements from the low-end to the high-end state of conditions.
- An air pollution control section. This section will address the matter of attaining and maintaining favorable air quality standards for the base camp and the surrounding HN region. Also, this section can describe any agreements reached between the United States and the HN regarding measures to control air pollution in the area of the base camp.

- A transportation facilities section. This section will describe the HN, regional, and local transportation network; it will provide an estimate of the transportation system's capacity and a summary of relevant problems that require attention. It will evaluate roads and bridges for wheeled- and tracked-vehicle access, railroads, waterways, and air transportation. It will also provide information and analysis regarding a potential aviation component for each potential location selection site. Aviation requirements can span from helipads for command, control, and resupply helicopters all the way to operational and supporting facilities for U.S. Air Force cargo and combat aircraft.
- A traffic control section. The MP member and the transportation planner member of the location selection team will prepare this section by describing the capacities, chokepoints, tactical and AT/FP vulnerabilities, and engineering deficiencies that require attention.
- A drainage and erosion control section. Planning for base camp drainage must be an integral part of the location selection task. Adverse drainage conditions not only affect the health of base camp occupants; it also affects trafficability, equipment readiness, and morale. This section will address those concerns.
- A power and fuels section. This section will identify sets of estimated demands for austere operation (initial) and the methods recommended to meet these demands, followed by demands that will result from improvement of the base camp's facilities and infrastructure (organic to permanent, if applicable).
- A communications and information management section. This aspect of the infrastructure has become an absolute requirement for U.S. forces from the initial phases of a mission to its completion.
- A conclusions and recommendations section. This section will explain, in detail, the process used to arrive at the recommended location. Alternative locations that were considered will be described and compared to each other, and the candidate locations will be listed in order of merit. Significant shortfalls and vulnerabilities will be described, as well as subsequent planning needed to follow the location selection process. The requirements for eventual base camp and copies of U.S. and HN agreements will also be included.
- A list of exhibits. Examples of these exhibits include maps, photographs, digital video recordings, memoranda of meetings and interviews, field notes, and copies of U.S. and HN agreements.

5-9. Review and Approval of the Location Selection Record. The review and approval process for the base camp facilities allowances will most likely consist of a series of information and decision briefings to command groups at appropriate levels. The approval granted will be recognized as being that of a preliminary approval of the facilities that might be required at the proposed base camp. In a typical situation, assuming that a theater command is in place, the review and approval chain likely will proceed from the base camp to the appropriate intermediate headquarters, to the theater command headquarters, and perhaps to HQDA. Special reviews and approvals, such as those required for aviation, munitions, and ranges and training facilities, will likely be

obtained or be underway before submitting the requirements document through the command approval chain. A typical flow of TO reviews and approval is shown in Figure 5-5. In this figure, the dotted lines represent coordination and information exchange that should be on-going, regardless of the review and approval process requirements. In special cases, there will be exceptional oversight, such as Executive Office, Cabinet level, or Congressional oversight of a plan to establish a base camp in a foreign country. In those instances, a planner may be asked to provide information beyond that which is customarily associated with the development of a base camp.

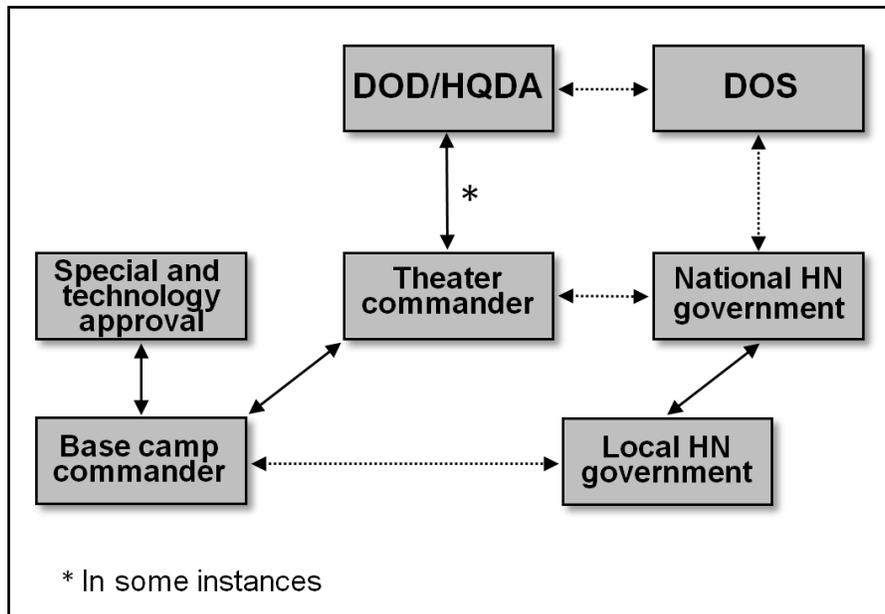


Figure 5-5. The flow of reviews and approvals

