SPECIAL STUDY

11-40

SEP 11

Responsible Drawdown and Reset

Observations, Insights, and Lessons

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CENTER FOR ARMY LESSONS LEARNED

SUPPORTING THE WARFIGHTER

Responsible Drawdown and Reset Special Study

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Foreword

In 2008, in preparation for the eventual drawdown of United States military forces from Iraq, Army Materiel Command (AMC) began the search for lessons learned concerning the drawdown of forces that occurred after Operation Desert Storm. This search produced over ten thousand pages of documents that were fragmented in nature and contained no clear path to the end-state objectives of the current operational force. Thus, as Operation Iraqi Freedom (OIF) transitioned to Operation New Dawn (OND), the plan for the responsible drawdown of forces from Iraq had to be built from a new foundation, with no historical lessons learned to create an architecture in which planners could operate.

The purpose of this special study is to provide commanders, leaders, and planners at the tactical, operational, and strategic levels a guide that synchronizes strategic-level requirements and outcomes with operational- and tactical-level objectives, therefore providing synergy of effort that will support the Army Force Generation cycle and reset planning timelines. It is our hope that this information will be useful to both sustainment and maneuver commanders, that it will constitute a historical survey of recent drawdown operations, and that it will offer tactics, techniques, and procedures that can be used today and in the future to assist cornmanders at all levels with the planning and execution of the responsible drawdown of forces.

This document will continue to evolve as new lessons are derived; we encourage units to continue to support this effort by providing constant feedback from the field to the Center for Army Lessons Learned (CALL), further closing the information gap between the generating and operational force.

Special thanks go to the dedicated professionals at Combined Arms Support Command Directorate of Lessons Learned and Quality Assurance, Sustainment Center of Excellence Theater Logistics Class, 13th Expeditionary Sustainment Command, AMC, Army G-4, and CALL for compiling this special report.

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Responsible Drawdown and Reset Special Study

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The Secretary of the Army has determined that the publication of this periodical is necessary in the transaction of the public business as required by law of the Department.

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Chapter 1

Responsible Drawdown of Forces: Strategic Considerations

Sustainment Center of Excellence Theater Logistics Class 11-001

> "There is no problem that you will tackle that is strictly a military problem. They are all interagency problems…Everything is convoluted and tied together. It's a matter of creating that combined, joint, interagency cabal of people. It does involve Iraqis. My job…was to bring people together to solve a very complex problem."
>
> — Commander, 4/1 AD, 11 May 2010

Introduction

The responsible drawdown of forces (RDOF) process in Iraq remains one of the most complex undertakings by the U.S. Army in history. After nearly a decade in Iraq, the strategic relief in place/transfer of authority (RIP/TOA) between the Department of Defense (DOD) and the Department of State (DOS) requires all of the following events to occur within a seamless transition period: reduce U.S. and coalition forces, transition responsibility for security, assign key locations, and allocate necessary equipment to the DOS and/or the host nation. The RDOF process presents challenges at the tactical, operational, and strategic levels that are complex and multifaceted.

This special study has been written for the operational planner to discuss a wide range of strategic planning considerations during the RDOF process. The lessons captured in this document are largely derived from the Iraq perspective. These considerations will equally apply to a successful redeployment in Afghanistan or any other theater where a deliberate RDOF process will be undertaken with transition to another authority, whether it is government, host nation, or a coalition partner.

Consequently, this special study will describe a number of lessons learned along with considerations for RDOF at the strategic level. The chapters will describe important time frames and key strategic considerations, discuss transition to another authority, and explore contracting challenges and equipment disposition considerations.

Strategic Partners Overview

Familiarization with the strategic-level partners is helpful when establishing a drawdown timeline. Learning about these partners, who they are, and their overall mission in support of the warfighter can be daunting when only having experience in the tactical arena. A planner must be able to, at a minimum, have a working knowledge of these types of organizations: what they do for you, where they are located, and how to leverage their capabilities to facilitate a drawdown of forces. The intent is to give planners a base of knowledge to become familiar with strategic partners to assist in developing a cohesive and synchronized RDOF plan.

Understanding where your liaison officers (LNOs) are located is half the battle. Strategic partners typically will have LNOs stationed in the Logistics Directorate, J-4/G-4. The J-4/G-4

is responsible for executing and controlling joint logistics and should organize to respond to anticipated ongoing operations. For example, in Iraq, LNOs from the major strategic partners were collocated with United States Forces-Iraq (USF-I). This was a one-stop shop for finding the subject matter experts (SMEs) (Joint Publication [JP] 4-0, *Joint Logistics*).

United States Army Materiel Command (AMC)

AMC equips and sustains the Army. It provides logistics technology, acquisition support, contracting and contractor management, and selected logistic support to Army forces (Field Manual [FM] 4-0, *Sustainment*). If a Soldier shoots it, drives it, flies it, wears it, eats it, or communicates with it, AMC provides it. AMC operates the research, development, and engineering centers; Army Research Laboratory; depots; arsenals; ammunition plants; and other facilities; and maintains the Army's prepositioned stocks (APS), both on land and afloat. The command is also the DOD executive agent for the chemical weapons stockpile and for conventional ammunition. AMC manages the multibillion dollar business of selling Army equipment and services to friends and allies of the United States and negotiates and implements agreements for co-production of U.S. weapons systems by foreign nations (http://www.amc.army.mil/).

Planners will interact with AMC with regard to Class VII reallocation and redistribution. They will set the guidelines for where items will be displaced when drawing down a theater of operation based on the guidance given by the joint task force commander. AMC and its subordinate agencies work with the J-4/G-4 to synchronize the movement of items out of theater. AMC has a number of subordinate organizations, explained below, that are responsible for executing sustainment in support of the warfighter.

Army Sustainment Command (ASC)

ASC is responsible for coordinating and generating support to the operations force. ASC works in close coordination with other AMC and national-level sustainment and distribution organizations, such as the Defense Logistics Agency (DLA) and Transportation Command (TRANSCOM), and the respective deployed theater sustainment commands (TSCs). The ASC executes its operations force mission through deployable Army field support brigades (AFSBs) (FM 4-0).

AFSB

The AFSB is the primary acquisitions, logistics, and technology (ALT) unit for the Army and is responsible for controlling all ALT functions, less theater support contracting and Logistics Civilian Augmentation Program (LOGCAP) support, in the area of operations (AO). The AFSB leverages reach- and call-forward capabilities to bring the requisite AMC and Assistant Secretary of the Army for Acquisition, Logistics, and Technology (ASAALT) program executive officers (PEOs) and their subordinate product/project managers (PMs) capabilities forward to the AO, essentially meaning the AFSB brings the SMEs forward to the fight (FM 4-0).

LOGCAP

LOGCAP is a U.S. Army initiative for peacetime planning for the use of civilian contractors in wartime and other contingencies. The contractors perform selected services to support U.S.

forces in support of DOD missions. Use of contractors in a theater of operations allows the release of military units for other missions or to fill support shortfalls.

TRANSCOM

TRANSCOM is responsible for providing common-user and commercial air, land, and sea transportation (including patient movement), terminal management, and aerial refueling to support global deployment, employment, sustainment, and redeployment of U.S. forces (FM 4-0). TRANSCOM functions through three component commands: Air Mobility Command, Military Sealift Command, and Surface Deployment and Distribution Command (SDDC). SDDC has the global mission to provide deployment and distribution services in support of the DOD. Military Sealift Command uses a mixture of government-owned and commercial ships for three primary functions for TRANSCOM:

- Surge sealift, principally used to move unit equipment from the United States to theaters of operations all over the world for contingencies.
- Prepositioned sealift, some of which comes under TRANSCOM's command once the ships have been released into the common-user fleet.
- Sustainment sealift, the lifeline to keep deployed forces continuously supplied. The Air Mobility Command fleet provides aerial refueling capability and aeromedical evacuation and delivers people and cargo anywhere around the globe in a matter of hours (http://www.transcom.mil/).

Planners are involved in the drawdown of the physical movement of government property, be it to the continental United States (CONUS), to another theater of operation, inland through foreign military sales (FMS), or anywhere in the world, TRANSCOM will be working to make this happen. Familiarization with this agency and their assets is crucial to flow and velocity.

DLA

DLA is the executive agent for consumable supply items. DLA procures, stores, and distributes items to support the military services and other customers. It also buys and distributes hardware and electronic items used in the maintenance and repair of military equipment (FM 4-0). DLA is headquartered at Fort Belvoir, VA. The agency sources and provides nearly 100 percent of the consumable items America's military forces need to operate — from food, fuel, and energy to uniforms, medical supplies, and construction and barrier equipment. DLA also supplies about 84 percent of the military's spare parts (www.dla.mil).

Planning to drawdown includes the proper coordination and calculations involved in minimizing the strategic footprint. Supplies coming into and out of theater, perishable or not, must be coordinated through DLA.

Headquarters, Department of the Army G-4 (HQDA G-4)

G-4's mission is to enable a ready Army by providing and overseeing integrated logistics policies, programs, and plans in support of Army Force Generation (ARFORGEN) (http://www.army.mil/info/organization/unitsandcommanDoS/dcs/g-4/index.html).

HQDA G-4 will dictate priorities and funding for placement of equipment moving out of theater. Ensuring their guidance is aligned with the guidance generated for drawdown by the joint task force commander allows for harmonization of the desired end state.

Army Central (ARCENT) Support Element to Iraq (ASE-I)

ASE-I consists of several teams with a wide range of specialists who accomplish the task of responsibly drawing down forces and materiel from Iraq while transferring equipment to Afghanistan and throughout the Army for reset. Embedded in USF-I, ASE-I's mission is to synchronize, coordinate, and direct the execution of equipment retrograde from Iraq to meet DOD, combatant command, and Department of the Army (DA) requirements to ensure compliance with all aspects of the Iraqi Security Agreement. ASE-I's goal is to rapidly generate theater and DA guidance for the final disposition of equipment and supplies forward within 96 hours of USF-I's notification period.

DOS

The Iraq Strategic Partnership Office (ISPO) was established by a presidential directive to coordinate the U.S. reconstruction program in Iraq in cooperation with U.S. government agencies and the Iraqi government. ISPO's mission is to support the sovereign, democratic rights of the Iraqi people to govern themselves, defend their country, and rebuild their economy. This ongoing mission is one that is unprecedented in size and scope (http://www.state.gov/).

The understanding between the planner and strategic partners is one of respect and timing. Maintaining communications between the operational level and the strategic level is conducive to open dialogue and helps to build more cohesion when developing the drawdown plan.

Through the Lens of the DOS

> "Though the Strategic Framework Agreement, the US has a mechanism for supporting Iraq to develop its institutional and human capacity." (Testimony to House Armed Services Committee, GEN Odierno, Commanding General, MNF-I, 30 September 2009)
>
> "In all fairness, our [DOD] folks have had to learn all sorts of nuisances that are second-nature to the DOS folks and we are oftentimes as confused with their world as they are with ours. There are good reasons why soldiers shouldn't conduct diplomacy and why diplomats shouldn't fight wars!" (LTC Fernando J. Maymí, DOS Transition Cell Executive Officer)
>
> "The Joint Campaign Plan, the JCP, in the embassy under a guy named Ambassador Cameron Munter on our side, and then on the military side they have a lot of planners, and we're taking 1,300 tasks that the military is doing. We're either putting them to the Iraqis, discontinuing them, or putting them over to the embassy, and a lot of them are going over to the embassy." (Transcript from the Council on Foreign Relations, Christopher R. Hill, U.S. Ambassador to Iraq, 18 February 2010)

This portion is written with the understanding that the only current RDOF model that exists is currently in final mode of execution in Iraq. Any future DOD strategic-level RDOF will end in one of three handoff scenarios to the host nation, the military coalition, or to the DOS. The lessons learned, observations, and considerations surrounding RDOF in Iraq will be significant when it comes to any future RDOF activities.

On the surface, it may appear that an exit from any theater of operation might simply be the reverse process by which we entered. Everything that must be done to enter a theater of operations must be undone to exit. The process by which we remove people and equipment and divest ourselves of real estate and millions of dollars in contracting agreements is extremely detailed and complicated. In the case of Iraq, the DOD will be formally handing over operations to the largest DOS footprint in history (approximately 17,000 personnel).

The complex, multifaceted nature of a DOD strategic RIP/TOA with the DOS is extensive. In November 2008, DOD and DOS finalized a list of more than 1,300 tasks that must be completed prior to strategic RIP/TOA. Through a series of more than 200 interviews with individuals from more than 50 organizations within USF-I, the U.S. Embassy, provincial reconstruction teams (PRTs), DOS, CONUS, and international partners at all three levels of war, the extensive requirements for a successful RDOF were developed.

In the case of Iraq, the strategic framework (end state) exists, and DOD is on the path to successful transition with DOS. At the operational and tactical levels, these efforts are often unknown or unseen and therefore often assumed to be nonexistent. However, as soon as the operational or tactical planner is engaged, it becomes apparent that a well-thought-out, finely tuned, and detailed strategic plan is not only in existence but has been developed in significant detail for more than two years.

Positive, two-way communication, education, and teamwork with all international and governmental agencies are vitally important. RDOF should not create competition between agencies; rather, it should be a natural event to successfully conclude operations. According to BG Gustave F. Perna, former USF-I J-4, “People working together, without concern for who will get the credit, can accomplish anything.”

Lessons Learned Summary (Extracted from Transition to Stability Operations – Briefing for Peacekeeping and Stability Operations Institute Stability Operations Conference; Source: Joint Center for Operational Analysis [18 November 2010])

While tactics, techniques, and procedures must be adapted to the specific environment, overarching stability principles apply:

1. Build strong relationships and unity of effort with military, civilian, and host-nation partners. The quality of partnerships drives effectiveness and the ability to influence. Spend time together; proximity and good communications matter. Transparency builds trust and credibility.

2. Enable the host nation. Encourage host-nation security forces to take the lead while providing assistance as desired. Form a civilian-military team synergy, leveraging the strengths of each to facilitate the development of Iraqi civil capacity. Use available funding in a deliberate manner in concert with PRT recommendations to demonstrate desired capabilities and/or influence key leaders without undermining nascent host-nation institutions.

3. Leverage a variety of sources to maintain situational awareness. Continually assess to develop a comprehensive understanding of the changing environment (media, polling, human terrain teams, key leader engagements, routine interaction with host-nation partners, bilingual bicultural advisors, PRT assessments, etc.). Share information and build a common understanding among partners.

4. Aggressively target drivers of instability. Adapt ways and means to operate effectively in an environment that is transitioning to stability. Conduct partnered counterterrorism and nonlethal operations with host-nation partners to comprehensively address complex problems within the rule of law. Leaders must understand root causes of problems to effectively address them. Synchronize actions to maintain pressure on networks. Continually engage with host-nation leaders and develop processes to retain freedom of action. Seek to assist the host nation in developing competent and professional counterterrorism and security forces.

5. Manage expectations and perceptions. Aggressively seek to control the narrative. Clearly articulate intentions to U.S. forces, civilian partners, host-nation partners and population, regional audiences, and the American public. "Words are weapons" — use specific, clearly defined language to avoid miscommunication. Consistently engage host-nation leadership at strategic/national through tactical/local levels. Develop and maintain strong, trust-based relationships with host-nation partners to influence and work through crises.

6. Prepare for stability operations in specific environments. Gain a clear understanding of the current situation in the operating area prior to deployment through predeployment site surveys, regular collaborative contact with elements in theater, and/or embedding key leaders in units being replaced for short periods. Reach out to and use traditional and nontraditional resources for tailored, specific, stability-related training (e.g., special operations forces [SOF], border patrol, universities, local police, and the FBI). Include host-nation and interagency partners in predeployment training when available.

7. Master the transitions. Conduct detailed planning, focus efforts, and tailor resources (e.g., organizations, enablers, advisers, Commander's Emergency Response Program [CERP]) to set the conditions for success. Build in decision points to adjust the pace of the transition and retain/position resources where needed based on continuing assessments of the evolving operational environment(s). Find innovative ways to accomplish the mission, remaining adaptable in mindset, organizational structures, and processes.

The following products should be referenced for a clear, concise picture of a "state of the glide path" toward a strategic RIP/TOA between DOD and DOS:

- Policy and Mission Overview – Iraq; Source: DOS, Bureau of Near Eastern Affairs–Iraq, Washington, DC (April 2011):
    - Contact: NIPR e-mail, NEA-I-IPOG-DL@state.gov.
    - Additional information: Bureau of Near Eastern Affairs–Iraq, Iraq Policy and Operations Group, DOS (Desk officer: 202.647.7162).

- Transition to Stability Operations – Briefing for Peacekeeping and Stability Operations Institute Stability Operations Conference; Source: Joint Center for Operational Analysis (18 November 2010):
    - Contact: NIPR e-mail, JCOA.ED@jfcom.mil.
    - Additional information at <http://www.jfcom.mil>.
- Strategic Framework Agreement for a Relationship of Friendship and Cooperation between the United States of America and the Republic of Iraq:
    - Signed 17 November 2008.
    - Additional information at <http://iraq.usembassy.gov/aboutus/american-iraqi.html>.
- Agreement Between the United States of America and the Republic of Iraq on the Withdrawal of United States Forces from Iraq and the Organization of Their Activities during Their Temporary Presence in Iraq:
    - Signed 17 November 2008.
    - Additional information at <http://iraq.usembassy.gov/aboutus/american-iraqi.html>.

Key Time Frames and Preparation Activities

When a strategic goal or outcome has been met in a theater of operations, such as attainment of security/peace or defeat of an enemy force, it will be imperative to get troops home quickly. The RDOF process requires significant time to both execute and plan; therefore, planning for RDOF should occur as early as possible. The term "as early as possible" can be hard to define, but it is ideal to begin exit planning as early as forces arrive into a theater of operation. In the complex environment of modern warfare, multiple agencies and contractors all support the attainment of the national strategy.

The strategic order to execute the RDOF process may not be timely; however, planners at both the operational and strategic levels have an implied responsibility to set the conditions for a successful RDOF. Some key issues that will need to be addressed early will be funding budgets for equipment (reset at sustainment or field level), transportation costs, contractor costs, and facilities remediation costs. At the same time, cooperation and planning between strategic partners such as DLA, AMC, TRANSCOM, and intra-theater forces will be necessary. Planners should focus on influencing strategic-level decisions by providing timely information and facts. It should also be noted that early preparation of information will have a significant impact on strategic-level decisions, such as property book accuracy and financial allocations for reset.

Some of the key preparatory considerations for both operational- and strategic-level partners are the following:

- Return/disposal of battle-damaged equipment.
- Return of excess military equipment.

- Disposal or sale of excess nonmilitary equipment.
- Property book and inventory 100 percent count.
- Reduction in inventory levels to meet a reduction in force level.
- Identification of locations to be transitioned early.
- Partnering with key strategic partners for development of RDOF teams and facilities.
- Notification to LOGCAP and other contractors for changes in services.
- Discussion with DOS and host-nation or coalition partners on requirements for transition.
- Identification and establishment of key reverse reception, staging, onward movement, and integration (RSOI) nodes.

In order to assist the process, a tentative time schedule has been developed for the strategic- and operational-level planner. The time schedule will identify key activities and recommended time frames, which of course are only a guide and do not replace the requirement for detailed and accurate planning. The time schedule is located at Annex D to this chapter.

Contracting

Participating agencies

- ASC.
- LOGCAP Operations Directorate (LOD).
- AFSB.
- LOGCAP support unit (LSU).
- Defense Contracting Management Agency (DCMA).
- U.S. Army Corps of Engineers (USACE).
- LOGCAP contractor.

ASC, located at Rock Island, IL, is the LOGCAP executive agent with overall responsibility for program management. Key personnel located at Rock Island include the program director and the procuring contracting officer (PCO), who have the legal authority to issue task orders and direct the contractor through a notice to proceed.

LOD, located at Huntsville, AL, manages the day-to-day operations of the program. The LOD prioritizes planning requirements based on funding, workload, and leadership guidance and deploys a standing team LOGCAP forward under the AFSB commander. The LOD develops habitual relationships with the combatant commander (COCOM)/Army service component commander (ASCC)/TSC, coordinating on a worldwide basis and focusing planning for the

development of generic and specific support plans. The LOD also coordinates and participates in LOGCAP exercises and other training.

The AFSB is ASC's field integrator of acquisition, logistics, and technology. As such, the AFSB supervises the planning and execution of LOGCAP in theater. The AFSB also:

- Advises the COCOM/ASCC/TSC and appropriate staff on alternative means to satisfy sustainment requirements.
- Promotes and proliferates knowledge and information regarding LOGCAP capabilities, to include the LOGCAP support contract.
- Provides a single focal point and core structure in theater responsible for the centralized oversight and management of task orders during a deployment in the respective area of responsibility (AOR).

The LOGCAP support unit is an Army Reserve unit that provides LOGCAP support officers (LSOs) who deploy worldwide in support of any contingency using LOGCAP capabilities and provide on-site interface between the customer and contractor. LSOs are under the operational control (OPCON) of the deputy director as part of team LOGCAP forward. Their responsibilities also include:

- Serve as the AMC interface between the COCOM and the LOD.
- Provide assistance to the COCOM in developing appropriate documentation for event execution.
- Train units and staffs on the effective use of LOGCAP.
- When delegated, act as the contracting officer's representative (COR) to ensure contract compliance.

The PCO delegates administrative contracting authority to DCMA, who then provides an administrative contracting officer (ACO) to administer the LOGCAP contract in theater. DCMA also provides quality assurance representatives and property administrators as needed.

If requested by the ASC, USACE will provide advice and assistance on construction and engineering support services. When required, USACE will provide a construction COR.

The LOGCAP contractor is the execution arm of team LOGCAP forward. The LOGCAP support contract includes both planning and execution requirements for the contractor.

Initializing Drawdown

When initiating drawdown procedures in a theater of operations, the program management office (PMO) forward should work with the theater joint staff (J-3/4/7 or general staff depending on the type of operation) to formalize theater requirements. LNOs from the PMO (forward) should participate in the planning sessions and rehearsal of concept (ROC) drills to ensure that drawdown plans and timelines are fully understood and integrated into the theater drawdown plan. In Iraq, LOGCAP has lieutenant colonel planners embedded with each U.S. division

to perform similar functions as mentioned above. This may or may not be the case in future operations depending on the operation size and scope. LOGCAP will have LSOs who are embedded at the forward operating base (FOB) level to assist the mayor cells in ceasing services in support of the drawdown/closure plan.

Reduction/Removal of Assets

Downsizing is only done at the request of the requiring activity. Generally speaking, the entity that "turns on a service" is the entity that "turns off" the service. There have been cases where a member of the joint staff (general officer) has requested theater-level optimization of services. In these instances, the goal is usually aimed at "rightsizing" certain services across divisional boundaries.

Drawdown begins by the de-scoping of a "turned-on" service. The equipment associated with a de-scoped service is evaluated against open requirements within the task order, then against open requirements within other LOGCAP task orders. Needed equipment is cross-leveled via direction to the contractor from the DCMA. Equipment determined to be excess after this cross-leveling is transferred to the theater property book using DA Form 3161, *Request for Issue and Turn-in.* The DCMA will assist in ensuring that DA 3161s are signed over to the camp mayor's cell and provide disposition on contractor managed, government owned (CMGO) property, decommission administration change letters, letters of technical direction (LOTD), and issuance of letters of release from contractual obligations. In Iraq, the USF-I J-4 is the "executive agent" for the disposition of excess equipment once it is transferred to the U.S. government. In Iraq, it was expected that the preponderance of "white" property (i.e., CMGO) formerly on the LOGCAP contract would receive disposition to the Government of Iraq as foreign excess personal property (FEPP). A small percentage only of "green" equipment would be retrograded from the Iraq joint operating area (IJOA). Equipment retrograded would be sent through the redistribution property assistance team (RPAT) program of the 402nd AFSB.

The performance contractor makes recommendations to DCMA with regard to the excess equipment it would like to have cross-leveled to other services/projects within its preview. In many cases, this recommendation is accepted. As stated above, this redistribution can include task orders in other theaters or declaring the property excess and disposition to the U.S. government for inclusion in the FEPP process.

The vast majority of the equipment/property on the LOGCAP property book is nonstandard "white" equipment. The equipment retrograded via RPAT will be most likely be government-furnished equipment in the form of rolling stock and coordinated through the 402nd AFSB (in the case of Iraq). It is important to note that once the property, green or white, is declared excess, it comes off the LOGCAP property book (maintained by the performance contractor) by turning it in to the U.S. government.

Personnel Considerations

In Iraq, Kellogg, Brown & Root (KBR) runs a shuttle for inbound and outbound passengers. The shuttle operates out of Dubai and flies daily into and out of Baghdad. Additionally, KBR runs a fixed-wing, intra-theater charter to several hubs in the IJOA. This charter was established at the direction of the U.S. government to reduce the contractor's reliance on gray-tailed aircraft. Just because this charter is in operation in Iraq, it may not be the case in future operations. This

should be taken into consideration when planning for the reduction of LOGCAP personnel in regard to getting them out of the AO.

During drawdown operations, it will become important to ensure that third-country nationals (TCNs) are accounted for by the contractor and properly processed to leave theater as operations draw down. In some cases, TCNs have been left by the prime contractor, with limited or no ability to leave a theater of operation. This occurs because the TCNs are not in compliance with applicable host-nation and third-country laws concerning visas and permits. This issue will make it difficult to close down major facilities and return them to the host nation.

Determining End Strength

In the case of Iraq, budget authority for LOGCAP services was delegated to the major subordinate commands (MSCs) by Multi-National Corps-Iraq (MNC-I) around the spring of 2009. The Brigade/Division/Joint Acquisition Review Board (BARB/DARB/JARB) process approves and funds projects/services up to:

- BARB: <$100D.
- DARB: >$100K but less than $250K.
- JARB: >$250K but less than $10M.

Projects or services greater than $10M must go through the super-Coalition Acquisition Review Board (CARB) process at ARCENT.

Coordination takes place with Central Command (CENTCOM) Contracting Command (C3, formerly Joint Contracting Command-Iraq/Afghanistan [JCC-I/A]) to address overarching contracting issues, but generally speaking, LOGCAP works independently of C3.

LOGCAP Transitions Between Strategic Agencies

In the case of Iraq, operations will be handed over from CENTCOM to the DOS. This transition will be fairly transparent, since contracts are already in place and contractors are on the ground. The major transition will be where the source of funding comes from and who pays the bills. With the transition in Iraq, a new LOGCAP IV task order is being competed for the performance of DOS post-2011 base life support (BLS) requirements. Once this task order is awarded, the existing LCIII Task Order 151 will transition to the new LCIV post-2011 BLS task order.

Ultimately, the DCMA international team on the ground in Iraq will coordinate the transition with all stakeholders. All DOS-approved enduring sites will transition to the new LCIV task order, while LCIII Task Order 159 will continue to perform its drawdown mission at the nonenduring sites.

Contingency Contracting

Contingency contracting is the process of obtaining supplies, services, and construction from commercial sources via contracting means in support of contingency operations. Contingency contracting is a subset of contract support integration and does not include the requirements, development, prioritization, and budgeting processes. Additionally, contingency contracting

does not encompass special methods for procuring supplies, services, and minor construction that result from special authorizations that allow for acquisition actions outside of generally established procurement rules. Contingency contracting, by definition, is conducted by contracting officers warranted under authorities granted to the services and other components under Title 10, United States Code in accordance with rules established in the Federal Acquisition Regulation (FAR), *Defense Federal Acquisition Regulation Supplement,* service FAR supplements (Title 48, Code of Federal Regulations), and applicable contingency contracting acquisition instructions (JP 4-10, *Operational Contract Support*).

Theater support contracts are contracts awarded by contracting officers in the operational area serving under the direct contracting authority of the service component, special operations force command, or designated joint head of contracting activity (HCA) for the designated contingency operation. During a contingency, these contracts are normally executed under expedited contracting authority and provide supplies, services, and construction from commercial sources generally within the operational area. Theater support contracts are the type of contract typically associated with the term contingency contracting. Also of importance from the contractor management perspective is that local national personnel make up the bulk of the theater support contract employees (JP 4-10).

Termination and redeployment phase. This phase is characterized by significant pressure and urgency to send the troops home. Typical new requirements include packing, crating, and freight services; construction and operation of wash racks for vehicles; and commercial air passenger services if TRANSCOM is not providing this service. The contingency contracting officer (CCO) will be required to terminate and close out existing contracts and orders. Ratifications and claims must be processed to completion. Contracting for life support services must continue until the last troop leaves. When a follow-on force is required, the CCO must prepare contracts and files for delegation or assignment to the incoming contracting agency, such as the DCMA and the United Nations. Often, the CCO can expect to be one of the last persons to leave the area.

On being notified of contingency termination or redeployment, the CCO should:

- Coordinate with contractors and user activities on the timing and procedures for return of all rental items.
- Determine which contracts require formal termination for convenience actions and initiate settlement negotiations with those contractors. This could include no-cost settlements if appropriate (FAR 49, "Termination of Contracts").
- Immediately negotiate a reduction of services and terminate base support agreements to coincide with the unit redeployment schedule. As unit assets are redeployed, interim replacement support may be required from the host base or contractor sources, if available. Contracts awarded throughout the deployment should be tailored to minimize formal termination requirements wherever possible.
- Ensure receiving reports and invoices for all purchases pending payment are processed.
- Coordinate with the disbursing agent to ensure that final payments are processed.
- Settle all contractor claims prior to the final CCO redeployment, and coordinate the disposition of all purchased assets to include site restoration if necessary.

- Report all contract actions and dollar amounts to the contracting activity that issued the procurement instrument identification numbers used during the deployment. Total actions and dollars will be reported by the chief of contracting officer to the supported COCOM or HCA prior to departure.

When drawing down or closing out a theater of operation, the following areas should be considered in regard to contingency contracting: (Reference: *Contingency Contracting: A Joint Handbook*)

- Contract modifications.
    - Administrative changes.
    - Constructive changes.
- Supplemental agreements.
- Unilateral modifications.
- Changes clause.
- Equitable adjustments.
- Transferring contracts.
- Terminations:
    - Termination for default (T4D).
    - Termination for convenience (T4C).
    - Termination for cause.
- Contract closeout.

Ethical considerations. When deciding whether to use T4C, T4D, or allow the contract to run to completion, the CCO must balance ethical issues.

- There is usually a significant amount of command pressure to reduce the footprint (number of troops on the ground), which will typically result in eliminating many requirements that had been provided for by contract.
- Remember that contractors are providing goods and services at a time when the government has been fairly demanding. Vendors may incur costs to perform and should be properly compensated for doing so. The CCO may have to balance fair and just compensation against legally sufficient adjustment and feasibility of costs.
- It is important that whatever decision you make regarding the termination, continuation, or closeout of existing contracts, you must be thorough in your actions. Just as you would not like to inherit a poorly run office from your predecessor, you

must be sure to clean up after yourself and properly close out or transfer contracts to your successor.

- Gifts and gratuities from vendors can come to the forefront upon your departure as well as they did when you first arrived. As a token for their appreciation for the business you brought them, vendors may offer souvenirs for you to take home with you. See Chapter 1 in the *Contingency Contracting Handbook* for further guidance.

Environmental considerations. It is the user's responsibility to handle disposal of hazardous material (HAZMAT) and hazardous waste. However, CCOs may become involved in contracting for disposal services. While local vendors are only responsible to the local environmental rules, it is incumbent upon the CCO to ensure that HAZMAT is disposed of in accordance with the most stringent rules and regulations (whether U.S. or local), since the United States was the user of the material.

References:

- Army Regulation (AR) 570-9, *Host Nation Support.*
- AR 700-137, *LOGCAP.*
- AR 715-9, *Contractors Accompanying the Force.*
- FM 100-10-2, *Contracting Support on the Battlefield.*
- FM 100-16, *Army Operational Support.*
- FM 4-93.41, *Army Field Support Brigade (AFSB) TTP.*
- FM 3-100.21, *Contractors on the Battlefield.*
- AMC Pamphlet 700-30, *LOGCAP.*
- *LOGCAP Battle Book.*
- Center for Army Lessons Learned.
- Base Closure in the IJOA (Lessons Learned USF-I-6480).
- JP 4-10, *Operational Contract Support.*
- *Contingency Contracting: A Joint Handbook.*
- FAR.
- Defense Federal Acquisition Regulation Supplement (DFARS).
- CFR.

Equipment Management

RDOF planning for equipment should occur early in the operational and strategic planning process. Equipment redeployment (or retrograde) planning is equally important, and it entails more than returning equipment to home station in CONUS or OCONUS. At the strategic level, the requirement for specific types of equipment may necessitate the redistribution of equipment to another AOR. Because of this volatility, it is critical to ensure strategic requirements and outcomes are captured and synchronized across all levels of operations.

Two critical aspects of equipment redeployment are property book accountability and asset visibility. Furthermore, the identification of how much equipment is on the ground, location of the equipment, type of equipment, condition of the equipment, and reporting procedures will allow for timely planning, as it will impact mode of transportation, resources, timeline, personnel, storage capabilities, and the like. Moreover, the accurate reporting of equipment on property books, locations, and condition will influence strategic-level decision making in terms of funding, field or sustainment reset, and disposal of equipment.

Even though equipment drawdown is an important mission in the redeployment operation, it may not be the Army's or the COCOM's main priority; thus, prioritization of equipment redistribution/disposition must be established early on to prevent chokepoints. A chief challenge is to effectively incorporate strategic-level organizations' equipment requirements into the already established priority timeline. Strategic-level partners such as Headquarters, Department of the Army (HQDA), CENTCOM, ARCENT, AMC (ASC and AFSB), DLA, and TRANSCOM will play major roles in property redistribution/disposition.

Points to consider from a planner's perspective:

- Early triage: Priorities must be defined to focus efforts towards timely disposition.
    - Roles and relationships between commands should be defined and scoped.
    - Unity of effort is essential between higher echelons and joint commands.
- Total asset visibility: The ability of Soldiers, logisticians, and managers to obtain information on the location, quantity, condition, and movement of assets through the logistics pipeline.
    - Lack of asset visibility potentially hinders execution of planning factors across all levels of the operation.
    - Ensure property is accurately accounted for utilizing the system of record (Property Book Unit Supply Enhanced).
- Property accountability: Responsible handling of Army materiel by establishing and maintaining accountability.
    - A good Command Supply Discipline Program drives the process to success.

- Containers departing a theater of operation should have good point of contact and some form of in-transit visibility for tracking purposes. This procedure will ensure accountability and visibility throughout the transit process, which will alleviate the occurrence of unaccounted property in intermediate staging bases.

- Property disposition:
  - Timely and early equipment disposition instructions must be established (reset, FMS, APS, Overseas Contingency Operation transfer, intra-theater maintenance).
  - Must have clearly defined guidance for movement of materiel and for expediting the drawdown to reset and rebalance the Army's materiel in the ARFORGEN model.
  - Key players: DCMA property representatives, G-4/J-4, theater property book officer, and contractors.
  - Base closures procedures: Turnover of real estate and/or facilities to host-nation government or private party. (No U.S. forces presence remains, and no U.S. property is left behind.)
  - Base return procedures: Return of real estate and/or facilities to the host-nation government for continuous use. (Government property can be left behind, and it will be transferred via the FEPP process.)

- Property prioritization:
  - Materiel redistribution process and prioritization need to support total Army needs.
  - Effective redistribution and prioritization require a dynamic decision support process to support drawdown/redeployment operations.
  - HQDA G-4/8, along with the geographical Army command, will address the distribution priority at the strategy level to support redistribution and reset operations.
  - APS, fleet modernization, force mix, and force structure all must be considered in the development of an integrated prioritization strategy.
  - Ensure the DA resources priority list (DARPL) and equipment priority lists are updated.

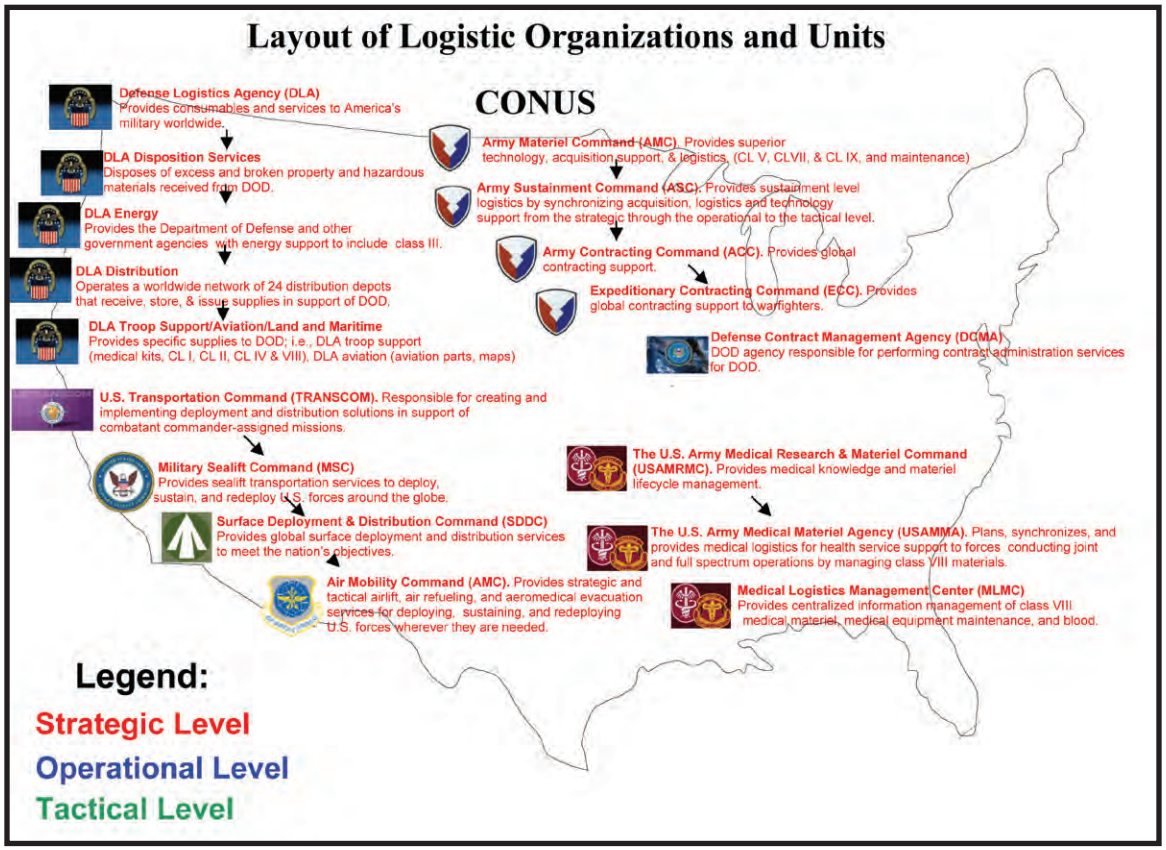
Lessons Learned

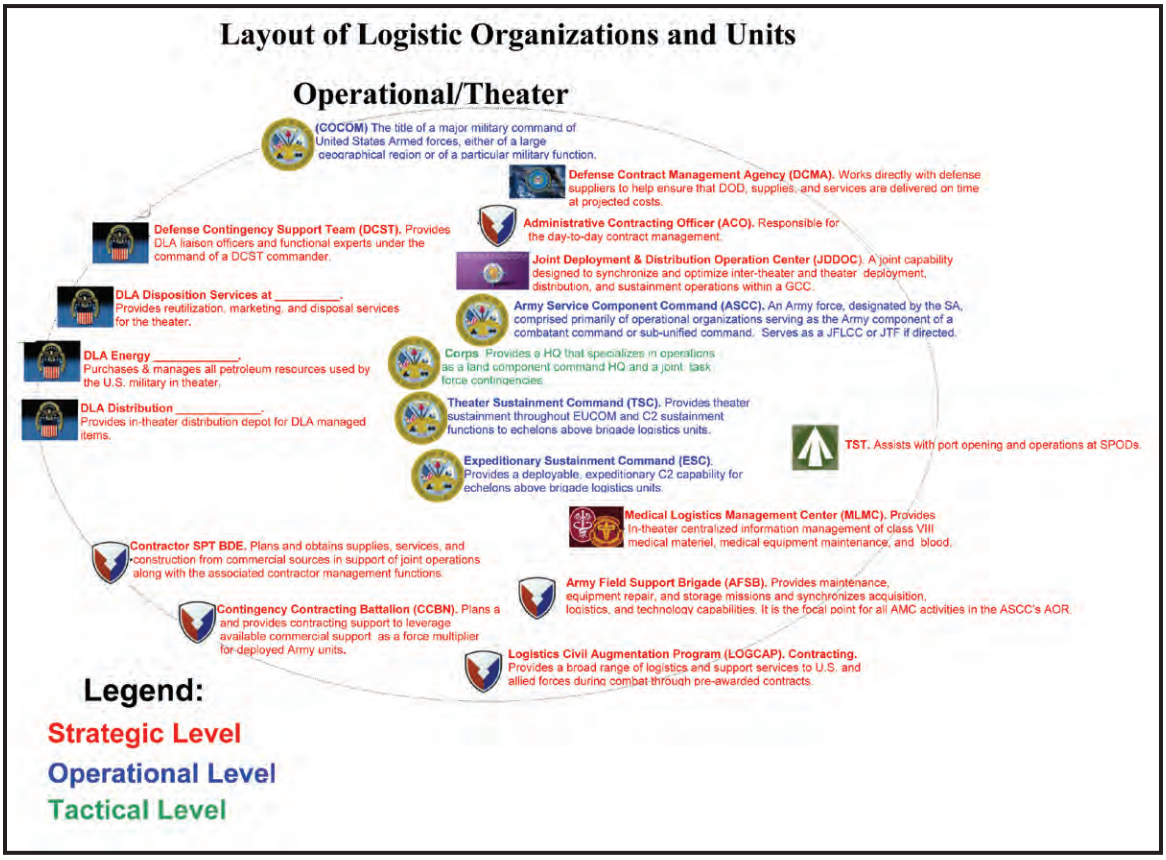
- Ensure all entities are aware of the one system of records to account for and provide equipment visibility.

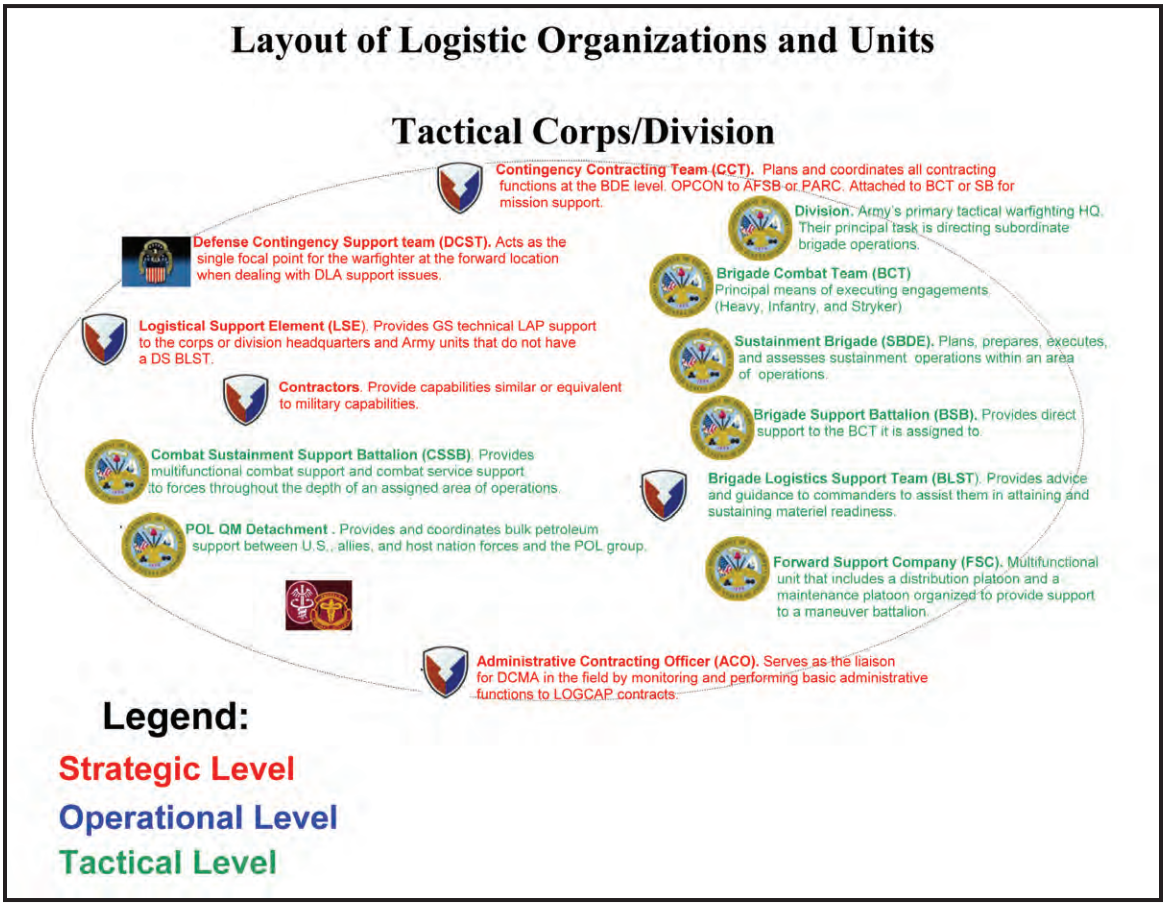
- Adequate internal control is critical to ensure that all equipment shipped to the Theater Redistribution Center is properly sorted, packaged, segregated, blocked, and braced for shipment.
- Proper recording is required to effectively execute a plan.
- Identification and turnover of excess nonstandard property is critical to execute the base closure process.
- Coordination of many different elements at many different levels is required to ensure the drawdown operation is nested across all levels.

Annex A

Overview of Strategic Partners






Layout of Logistic Organizations and Units
Tactical Corps/Division
Contingency Contracting Team (CCT). Plans and coordinates all contracting functions at the BDE level. OPCON to AFSB or PARC. Attached to BCT or SB for mission support.
Division. Army's primary tactical warfighting HQ. Their principal task is directing subordinate brigade operations.
Defense Contingency Support team (DCST). Acts as the single focal point for the warfighter at the forward location when dealing with DLA support issues.
Brigade Combat Team (BCT) Principal means of executing engagements. (Heavy, Infantry, and Stryker)
Logistical Support Element (LSE). Provides GS technical LAP support to the corps or division headquarters and Army units that do not have a DS BLST.
Sustainment Brigade (SBDE). Plans, prepares, executes, and assesses sustainment operations within an area of operations.
Contractors. Provide capabilities similar or equivalent to military capabilities.
Brigade Support Battalion (BSB). Provides direct support to the BCT it is assigned to.
Combat Sustainment Support Battalion (CSSB). Provides multifunctional combat support and combat service support to forces throughout the depth of an assigned area of operations.
Brigade Logistics Support Team (BLST). Provides advice and guidance to commanders to assist them in attaining and sustaining materiel readiness.
POL QM Detachment . Provides and coordinates bulk petroleum support between U.S., allies, and host nation forces and the POL group.
Forward Support Company (FSC). Multifunctional unit that includes a distribution platoon and a maintenance platoon organized to provide support to a maneuver battalion.
Administrative Contracting Officer (ACO). Serves as the liaison for DCMA in the field by monitoring and performing basic administrative functions to LOGCAP contracts.
Legend:
Strategic Level
Operational Level
Tactical Level

Annex B

Responsible Drawdown of Forces Checklist

Preparatory Work

Planning for the responsible drawdown of forces (RDOF) process must start early, particularly with equipment remediation and transfer of facilities.

- Are the property books reconciled?
- What are the target levels for equipment and inventory in theater?
- What are the transportation requirements?

Organizations

- Engage early to ensure integration and synchronization with key strategic partners.
- Strategic partners will have a footprint. What are their requirements?
- Consider creating a separate cell to manage the RDOF process as a joint and interagency effort.
- Customs input for clearance of equipment prior to return to continental United States or outside the continental United States locations.
- Joint task force (JTF), theater sustainment commands/expeditionary sustainment commands, and strategic partners will be involved in the RDOF; communication and synchronization across all levels and organizations is essential to the process.

Equipment Management

- Asset visibility is critical (how much, location, condition, classification).
- Awareness of equipment distribution priority.
- Seek guidance from higher echelons on the disposition and reconstitution of military equipment.
- Seek guidance from higher echelons on the policy for sale, gifting, and destruction of other types of nonmilitary equipment.
- How is nonstandard equipment accountability maintained? Is it sold through foreign military sales, or is it added to the property books?
- Verify asset visibility with the contractor in regard to government-furnished equipment.
- Reduce excess stock and battle damaged equipment early. Consider using clean sweep teams to execute this function.

Physical Process of RDOF

There will be a reverse reception, staging, onward movement, and integration process that will need lines of communication and logistic support areas. Consider an intermediate staging base out of theater for staging and cleaning/preparing equipment, and stores consultation with strategic partners such as Defense Logistics Agency and Army Materiel Command will be necessary.

- What aerial ports of debarkation will be used? What support is required to ensure proper flow of forces?
- Detailed plan on how the forces begin to redeploy and how the equipment will redeploy.
- Redeployment of equipment: will it be door to door or port to door?
- What is the drawdown plan for forces, equipment, and forward operating bases? What are the timelines?

Strategic Reporting

- What is the equipment redistribution priority, where is it going, and when is it required?
- What is the disposition of forces timelines? Is it being met?
- What other requirements are needed by strategic partners?
- What are the reporting requirements of the JTF/combatant commander?

Contractor Considerations

- Engage early and advise ramp up/down requirements. Early notification will reduce costs.
- Management of equipment: Who is responsible? Contractor managed, government owned: How is it synchronized throughout theater?
- Are the property accountability systems synchronized?
- Contract actions should be closed out prior to relief in place. Responsible party in the case of Iraq would be Central Command Contracting Command.
- What is the number of contracts? What is the current status? Can they be transferred to another theater or to other contract management centers?
- Identify contracts with major issues and deal with them separately. Recommend sending them to Army Sustainment Command (Rock Island, IL) or another contract managing agency.

- What is the status of the construction contracts? Are they still necessary?
- What restoration of site contracts may be required?

Force Management

- What forces are currently required in theater?
- What forces are in excess to mission requirement?
- Does the time-phased force deployment data need to change to bring in a different force flow?
- Does the COCOM need to change future forces' requirements?

Forward Operating Base Closure (Reference: United States Forces-Iraq [USF-I] 6480: Base Closure Lessons Learned)

- What is the process? Base closure? Return of base? Transfer of property?
- Who is the theater land manager?
- Who is the rightful land owner?
- Equipment redistribution: Inventory military and contractor-managed government property. Is it excess? Should it be redistributed to the host nation, redistributed to the contractor, or returned to the military and returned to the United States?
- Demobilizing a contractor can take up to 150 days; planning ahead to complete all contractor tasks is critical.

Finance

- What is the funding cycle, and how do you ensure proper funding has been projected?
- Will the funding come from Title 10/Title 22 or some other source?

Facilities

- What environmental issues need to be resolved?
- What supporting requirements will the receiving party need to ensure a smooth transition and effectively take command and control?

Necessary Documents

Theater planners should have several documents to reference when they are planning a drawdown. Consider researching the following documents and/or departments for assistance:

- Security agreement with the host nation.

- Strategic framework with the host nation.
- Theater operation plan.
- Theater Contracting Command/Defense Contracting Management Agency (for a data call to assist with consolidating all theater contracts). The head of contracting authority (usually a two-star general) is over all theater contracting and may be able to assist in this consolidation.
- *Base Closure Smart Book* (USF-I, October 2010).
- List of agreed facilities and areas.

Annex C

Strategic Framework Agreement Used for Iraq

Strategic Framework Agreement for a Relationship of Friendship and Cooperation between the United States of America and the Republic of Iraq

Preamble

The United States of America and the Republic of Iraq:

1. Affirming the genuine desire of the two countries to establish a long- term relationship of cooperation and friendship, based on the principle of equality in sovereignty and the rights and principles that are enshrined in the United Nations Charter and their common interests;

2. Recognizing the major and positive developments in Iraq that have taken place subsequent to April 9, 2003; the courage of the Iraqi people in establishing a democratically elected government under a new constitution; and welcoming no later than December 31, 2008, the termination of the Chapter VII authorization for and mandate of the multinational forces in UNSCR 1790; noting that the situation in Iraq is fundamentally different than that which existed when the UN Security Council adopted Resolution 661 in 1990, and in particular that the threat to international peace and security posed by the Government of Iraq no longer exists; and affirming in that regard that Iraq should return by December 31, 2008 to the legal and international standing that it enjoyed prior to the issuance of UNSCR 661;

3. Consistent with the Declaration of Principles for a Long-Term Relationship of Cooperation and Friendship Between the Republic of Iraq and the United States of America, which was signed on November 26, 2007;

4. Recognizing both countries' desire to establish a long-term relationship, the need to support the success of the political process, reinforce national reconciliation within the framework of a unified and federal Iraq, and to build a diversified and advanced economy that ensures the integration of Iraq into the international community; and

5. Reaffirming that such a long-term relationship in economic, diplomatic, cultural and security fields will contribute to the strengthening and development of democracy in Iraq, as well as ensuring that Iraq will assume full responsibility for its security, the safety of its people, and maintaining peace within Iraq and among the countries of the region.

Have agreed to the following:

Section I: Principles of Cooperation

This Agreement is based on a number of general principles to establish the course of the future relationship between the two countries as follows:

1. A relationship of friendship and cooperation is based on mutual respect; recognized principles and norms of international law and fulfillment of international obligations; the principle of non-interference in internal affairs; and rejection of the use of violence to settle disputes.

2. A strong Iraq capable of self-defense is essential for achieving stability in the region.

3. The temporary presence of U.S. forces in Iraq is at the request and invitation of the sovereign Government of Iraq and with full respect for the sovereignty of Iraq.

4. The United States shall not use Iraqi land, sea, and air as a launching or transit point for attacks against other countries; nor seek or request permanent bases or a permanent military presence in Iraq.

Section II: Political and Diplomatic Cooperation

The Parties share a common understanding that their mutual efforts and cooperation on political and diplomatic issues shall improve and strengthen security and stability in Iraq and the region. In this regard, the United States shall ensure maximum efforts to work with and through the democratically elected Government of Iraq to:

1. Support and strengthen Iraq's democracy and its democratic institutions as defined and established in the Iraqi Constitution, and in so doing, enhance Iraq's capability to protect these institutions against all internal and external threats.

2. Support and enhance Iraq's status in regional and international organizations and institutions so that it may play a positive and constructive role in the international community.

3. Support the Government of Iraq in establishing positive relations with the states of the region, including on issues consequent to the actions of the former regime that continue to harm Iraq, based on mutual respect and the principles of non-interference and positive dialogue among states, and the peaceful resolution of disputes, without the use of force or violence, in a manner that enhances the security and stability of the region and the prosperity of its peoples.

Section III: Defense and Security Cooperation

In order to strengthen security and stability in Iraq, and thereby contribute to international peace and stability, and to enhance the ability of the Republic of Iraq to deter all threats against its sovereignty, security, and territorial integrity, the Parties shall continue to foster close cooperation concerning defense and security arrangements without prejudice to Iraqi sovereignty over its land, sea, and air territory. Such security and defense cooperation shall be undertaken

pursuant to the Agreement Between the United States of America and the Republic of Iraq on the Withdrawal of United States Forces from Iraq and the Organization of Their Activities during Their Temporary Presence in Iraq.

Section IV: Cultural Cooperation

The Parties share the conviction that connections between their citizens, forged through cultural exchanges, educational links and the exploration of their common archeological heritage will forge strong, long lasting bonds of friendship and mutual respect. To that end, the Parties agree to cooperate to:

1. Promote cultural and social exchanges and facilitate cultural activities, such as Citizens Exchanges, the Youth Exchange and Study Program, the Global Connections and Exchange (GCE) program, and the English Language Teaching and Learning program.

2. Promote and facilitate cooperation and coordination in the field of higher education and scientific research, as well as encouraging investment in education, including through the establishment of universities and affiliations between Iraqi and American social and academic institutions such as the U.S. Department of Agriculture's (USDA's) agricultural extension program.

3. Strengthen the development of Iraq's future leaders, through exchanges, training programs, and fellowships, such as the Fulbright program and the International Visitor Leadership Program (IVLP), in fields including science, engineering, medicine, information technology, telecommunications, public administration, and strategic planning.

4.Strengthen and facilitate the application process for U.S visas consistent with U.S. laws and procedures, to enhance the participation of qualified Iraqi individuals in scientific, educational, and cultural activities.

5. Promote Iraq's efforts in the field of social welfare and human rights.

6. Promote Iraqi efforts and contributions to international efforts to preserve Iraqi cultural heritage and protect archeological antiquities, rehabilitate Iraqi museums, and assist Iraq in recovering and restoring its smuggled artifacts through projects such as the Future of Babylon Project, and measures taken pursuant to the U.S. Emergency Protection for Iraqi Cultural Antiquities Act of 2004.

Section V: Economic and Energy Cooperation

Building a prosperous, diversified, growing economy in Iraq, integrated in the global economic system, capable of meeting the essential service needs of the Iraqi people, as well as welcoming home Iraqi citizens currently dwelling outside of the country, will require unprecedented capital investment in reconstruction, the development of Iraq's extraordinary natural and human resources, and the integration of Iraq into the international economy and its institutions. To that end the Parties agree to cooperate to:

1. Support Iraq's efforts to invest its resources towards economic development, sustainable development and investment in projects that improve the basic services for the Iraqi people.

2. Maintain active bilateral dialogue on measures to increase Iraq's development, including through the Dialogue on Economic Cooperation (DEC) and, upon entry into force, the Trade and Investment Framework Agreement.

3. Promote expansion of bilateral trade through the U.S.-Iraq Business Dialogue, as well as bilateral exchanges, such as trade promotion activities and access to Export-Import Bank programs.

4. Support Iraq's further integration into regional and international financial and economic communities and institutions, including membership in the World Trade Organization and through continued Normal Trade Relations with the United States.

5. Reinforce international efforts to develop the Iraqi economy and Iraqi efforts to reconstruct, rehabilitate, and maintain its economic infrastructure, including continuing cooperation with the Overseas Private Investment Corporation.

6. Urge all parties to abide by commitments made under the International Compact with Iraq with the goal of rehabilitating Iraq's economic institutions and increasing economic growth through the implementation of reforms that lay the foundation for private sector development and job creation.

7. Facilitate the flow of direct investment into Iraq to contribute to the reconstruction and development of its economy.

8. Promote Iraq's development of the Iraqi electricity, oil, and gas sector, including the rehabilitation of vital facilities and institutions and strengthening and rehabilitating Iraqi capabilities.

9. Work with the international community to help locate and reclaim illegally exported funds and properties of Saddam Hussein's family and key members of his regime, as well as its smuggled archeological artifacts and cultural heritage before and after April 9, 2003.

10. Encourage the creation of a positive investment environment to modernize Iraq's private industrial sector to enhance growth and expand industrial production including through encouraging networking with U.S. industrial institutions.

11. Encourage development in the fields of air, land, and sea transportation as well as rehabilitation of Iraqi ports and enhancement of maritime trade between the Parties, including by facilitating cooperation with the U.S. Federal Highway Administration.

12. Maintain an active dialogue on agricultural issues to help Iraq develop its domestic agricultural production and trade policies.

13. Promote access to programs that increase farm, firm, and marketing productivity to generate higher incomes and expanded employment, building on successful programs by the USDA and the USAID programs in agribusiness, agriculture extension, and policy engagement.

14. Encourage increased Iraqi agricultural exports, including through policy engagement and encouraging education of Iraqi exporters on U.S. health and safety regulations.

Section VI: Health and Environmental Cooperation

In order to improve the health of the citizens of Iraq, as well as protect and improve the extraordinary natural environment of the historic Lands of the Two Rivers, the Parties agree to cooperate to:

1. Support and strengthen Iraq's efforts to build its health infrastructure and to strengthen health systems and networks.

2. Support Iraq's efforts to train health and medical cadres and staff.

3. Maintain dialogue on health policy issues to support Iraq's long-term development. Topics may include controlling the spread of infectious diseases, preventative and mental health, tertiary care, and increasing the efficiency of Iraq's medicine procurement system.

4. Encourage Iraqi and international investment in the health field, and facilitate specialized professional exchanges in order to promote the transfer of expertise and to help foster relationships between medical and health institutions building on existing programs with the U.S. Department of Health and Human Services, including its Centers for Disease Control and Prevention.

5. Encourage Iraqi efforts to strengthen mechanisms for protecting, preserving, improving, and developing the Iraqi environment and encouraging regional and international environmental cooperation.

Section VII: Information Technology and Communications Cooperation

Communications are the lifeblood of economic growth in the twenty-first century, as well as the foundation for the enhancement of democracy and civil society. In order to improve access to information and promote the development of a modern and state of the art communications industry in Iraq, the Parties agree to cooperate to:

1. Support the exchange of information and best practices in the fields of regulating telecommunications services and the development of information technology policies.

2. Exchange views and practices relating to liberalizing information technologies and telecommunications services markets, and the strengthening of an independent regulator.

3. Promote active Iraqi participation in the meetings and initiatives of the Internet Governance Forum, including its next global meetings.

Section VIII: Law Enforcement and Judicial Cooperation

The Parties agree to cooperate to:

1. Support the further integration and security of the Iraqi criminal justice system, including police, courts, and prisons.

2. Exchange views and best practices related to judicial capacity building and training, including on continuing professional development for judges, judicial investigators, judicial security personnel, and court administrative staff.

3. Enhance law enforcement and judicial relationships to address corruption, and common transnational criminal threats, such as terrorism, trafficking in persons, organized crime, drugs, money laundering, smuggling of archeological artifacts, and cyber crime.

Section IX: Joint Committees

1. The Parties shall establish a Higher Coordinating Committee (HCC) to monitor the overall implementation of the Agreement and develop the agreed upon objectives. The committee shall meet periodically and may include representatives from relevant departments and ministries.

2. The Parties shall seek to establish additional Joint Coordination Committees (JCCs), as necessary, responsible for executing and overseeing this Agreement. The JCCs will report to the HCC and are to:

a. Monitor implementation and consult regularly to promote the most effective implementation of this Agreement and to assist in dispute resolution as necessary;

b. Propose new cooperation projects and carry out discussions and negotiations as necessary to reach an agreement about details of such cooperation; and

c. Include other governmental departments and ministries for broader coordination from time to time, with meetings in Iraq and the United States, as appropriate.

3. Disputes that may arise under this Agreement, if not resolved within the relevant JCC, and not amenable to resolution within the HCC, are to be settled through diplomatic channels.

Section X: Implementing Agreements and Arrangements

The Parties may enter into further agreements or arrangements as necessary and appropriate to implement this Agreement.

Section XI: Final Provisions

1. This Agreement shall enter into force on January 1, 2009, following an exchange of diplomatic notes confirming that the actions by the Parties necessary to bring the Agreement into force in accordance with the respective constitutional procedures in effect in both countries have been completed.

2. This Agreement shall remain in force unless either Party provides written notice to the other of its intent to terminate this Agreement. The termination shall be effective one year after the date of such notification.

3. This Agreement may be amended with the mutual written agreement of the Parties and in accordance with the constitutional procedures in effect in both countries.

4. All cooperation under this Agreement shall be subject to the laws and regulations of both countries.

Signed in duplicate in Baghdad on this 17th day of November, 2008, in the English and Arabic language, each text being equally authentic.

FOR THE
UNITED STATES OF AMERICA:

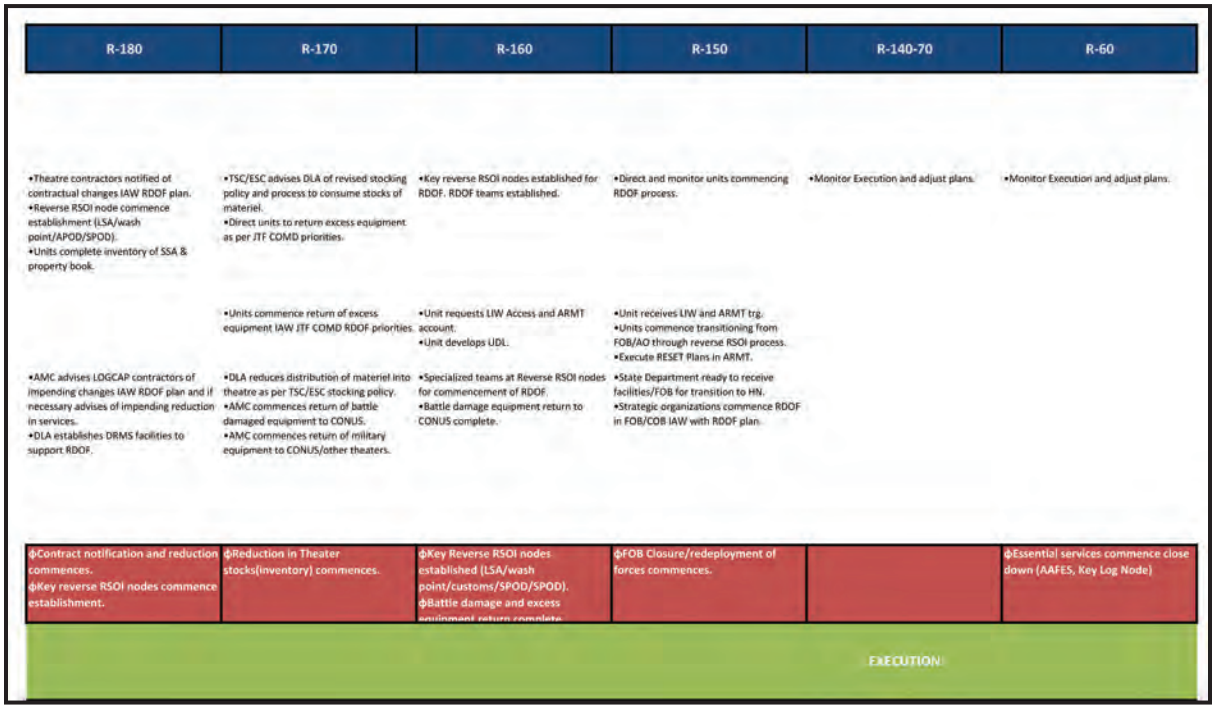
FOR THE
REPUBLIC OF IRAQ:

Annex D

Proposed Responsible Drawdown of Forces Timeline

The timeline used in the figure below is merely an example and is not based on any actual events. Recommend that this timeline be compared to the actual classified document used for the responsible drawdown of forces in Iraq and synchronized with strategic partners to gather more accurate and relevant information.

Level of War / TIME	R-350-300	R-300-250	R-250-200	R-200	R-190
MILITARY STRATEGIC	•Commence planning/engagement with strategic level govt and defense organizations. •Engage with Dept of State to determine critical aspects of the RDOF.		•Issue directive to COCOM/ITF and strategic partners	•Synchronise Force requirement with COCOM to reduce unnecessary incoming forces (or notification thereof).	
OP	•Conduct 100% inventory of property book to ensure accuracy. •Conduct 100% inventory of Contractor(s) property book to ensure accuracy.	•COCOM/JTF determines proposed equipment return/gift/sale/destruction policy for endorsement by Joint Chiefs/Sec of Defense.	•JTF receives HQDA/COCOM directive and commences planning for RDOF. •TSC/ESC commences initial planning and reviews theatre stocking policy for materiel.	•RDOF Directive/ plan issued to subordinate tactical units. •Review Future Force requirement with FORCOM IOT stop/extend/reduce unit deployment notifcation or deployment period. •RDOF coordination/synchronization C2 established.	•Direct tactical units to appoint RDOF coordinator and RESET coordinators, and commence inventory 100% of property book accounts and SSA.
TAC					
STRAT PARTNERS	•State Department provides guidance to COCOM/ITF regarding transition of facilities to either HN, foreign military or State Dept. •Requirement for continuity of US Army contracting determined - key input from State Dept.	•Participate in planning with HQ DA and advise on equipment remediation activities (Reset etc).	•Strategic partners provide JTF/ESC/TSC with supporting concepts for RDOF •USTRANSCOM/SDDC provides notification of strategic lift assets for return of materiel and equipment to CONUS. •AMC prepares RESET and ARMT overview briefs and directives. •DLA commences planning activity and ??	•AMC establishes /expands equipment collection centers.	
Key Milestones (Theatre)	ϕState Department direction regarding transition of facilities to HN or State Dept.	ϕKey guidance on equipment return/sale/gifting/destruction advised to Services.	ϕKey USTRANSCOM information provided, key APOD/SPOD and Reverse RSOI Nodes agreed.	ϕPlanning for RDOF complete, directives/plan issued. ϕAMC facilities established for equipment RDOF.	
PHASE	STRATEGIC PLANNING		OPERATIONAL PLANNING		



R-50-40	R-30	R-20-10	R
•Monitor Execution and adjust plans. •Conduct review/lessons learnt with Strategic Partners to ensure R date can be met. •Strategic organizations commence draw-down - remain at key FOB only IOT to support RDOF and reverse logistic process.	•Transition to COMD????????		
	ϕAll non-essential contractors have left theater.		ϕProcess complete.

Chapter 2

Strategic Drawdown and Reset

George Koklanaris and Brian McMeans, Army Materiel Command

Planning: Reset, Drawdown, and the Materiel Enterprise

In the summer of 2009, the commanders of Army Materiel Command (AMC), U.S. Forces Command (FORSCOM), U.S. Training and Doctrine Command (TRADOC), and Installation Management Command (IMCOM) executed an extensive rehearsal of concept (ROC) drill with the purpose of implementing three key goals:

- Improve Army Force Generation (ARFORGEN) model.
- Institutionalize reset process within the core enterprise (CE) construct.
- Establish a common framework so all stakeholders can synchronize and integrate their activities within ARFORGEN.

This special study focuses on the materiel enterprise (ME) and will specifically address several of the policy areas involved in drawdown and reset operations. Specifically, the ROC drill set in motion a formal structure to establish velocity and visibility in the return, reset, and redistribution of equipment to support the timely execution of theater drawdown and the reset process.

Why AMC as the lead for the ME? Increased synergy within the ME.

Specific ME purpose:

- Provide ME support for a responsible drawdown/reset.
- Synchronize the reset of unit equipment (where, who, how) to protect dwell time and ensure readiness standards are met.
- Synchronize the delivery of materiel (theater-provided equipment [TPE], left-behind equipment [LBE] rear detachment, depot, and field-level reset) to protect the six-month dwell time.
- Standardize tools and information technology (ARFORGEN, Army Reset Management Tool [ARMT], and so on).
- Identify friction points that preclude effectiveness and efficiency (i.e., units not aligned with readiness CE and multiple folks managing equipment).
- Identify policy changes to execute new reset model.

Reset Timeline, Tasks, and Metrics

A key component in creating an effective reset and drawdown operation was generating a formal and structured timeline for units and the ME to follow. Indeed, since its inception, the timeline has provided key guidelines for every organization involved in the reset and drawdown process.

Reset policy and metrics

- Purpose of reset is to establish a balanced process that permits the resumption of training for future missions.
- Life cycle management must consistently be applied over the life cycle of a system. Emphasize across-the-Army life cycle approach to materiel management. Program executive offices are life cycle managers for Army equipment.
- ME synchronizes sourcing solutions to meet materiel delivery demands.
- Units redeployed for less than 18 months will focus on training to achieve proficiency for their directed mission-essential task list (DMETL).

The original baselines and metrics are as follows:

- In-theater drawdown: Return-180 days tasks and metrics:
    - Build ARMT field/sustainment plans by Return-120 days.
    - Execute ARMT field/sustainment plans by Return-90 days.
    - 100 percent automatic reset induction (ARI) complete in theater.
    - 100 percent battle-damaged equipment turned in theater.
    - 100 percent property accountability completed prior to redeployment.
- Reset: Return +180 (active component [AC]), Return +365 (reserve component [RC])
    - 100 percent modified table of organization and equipment (MTOE) deployed equipment embarked and en route to home station.
    - 100 percent MTOE equipment arrive at home station.
    - Equipment download and inventory.
    - Merge property books.
    - Turn in equipment to small arms readiness and evaluation team (SARET); communications/electronics evaluation repair team.

- Financial liability investigation of property loss actions initiated not later than (NLT) 30 days after equipment download.
- Limited new equipment fielding and training NLT Return +180/365.

- Reset tasks and metrics:
  - 51 percent of redeployed Soldiers constitute the start of reset.
  - AMC provides materiel management of LBE for the Army.
  - AMC will continue role as the caretaker of equipment, restoring equipment to Technical Manual (TM) 10/20 standards.
  - AMC distributes materiel based on Headquarters, Department of the Army (HQDA) and FORSCOM guidance.
- Train/Ready: Return +180 to latest arrival date (LAD), achieve DMETL proficiency:
  - Complete new equipment fielding and training.
  - Execute equipment inventory and upload.
  - Identify LBE and split property books.
  - Submit operational needs statements (ONSs) to HQDA upon completion of predeployment site survey (PDSS) NLT mission rehearsal exercise (MRE) -45 days.
- Train/Ready tasks and metrics (AC 181+, RC 366+):
  - Specific tasks:
    * Complete new equipment fielding and training.
    * Execute equipment inventory and upload.
    * Identify LBE and split property books.
  - Implied tasks:
    * Equipment repaired to 10/20 standards.
    * Management of LBE.
    * Distribution of LBE.
    * S-1 at LAD available force pool.

- New equipment process:
    - Assistant Secretary of the Army for Acquisition, Logistics, and Technology (ASAALT) is responsible for materiel fielding policy and guidance.
    - Logistics information warehouse (LIW) is the authoritative data warehouse that provides the framework for development of the ME community of practice (COP).
    - Rear detachment equipment is now included as LBE along with AMC and Army field support brigade (AFSB) property book equipment, which was already included.

Challenges Foreseen: Processes and Solutions

Many of the challenges that planners foresaw accurately depicted the actual challenges encountered during the execution phases. However, by identifying these potential challenges early on and by developing way-ahead strategies, the course was paved for a relatively smooth transition. Thus, this section is included to give both contemporary and future readers a look at some of the key challenges that were identified early in the planning process, along with what plans and processes were put into place to mitigate these challenges.

Issue 1: Return prioritization

Issue: Materiel redistribution process and prioritization need to support total Army needs. Demands for equipment exceed supply. Effective redistribution and prioritization require a dynamic decision-support process to support the coming drawdown environment.

Background/Discussion:

- Currently, ARI equipment destined for industrial base maintenance has a lower transportation priority than redeployment. Priorities must support a fleet management approach for reset, executed through a seamless information technology (IT) system.
- Responsible drawdown/reset plan requires an equipment prioritization mechanism and process to ensure unit readiness is improved and the Army has been fully reset. Getting the right equipment returned as the amount of equipment returning increases is the challenge.
- HQDA G-8 and HQDA G-4 committed to address this issue with the support of U.S. Army Central (ARCENT). Army prepositioned stocks (APS), fleet modernization, force mix, and force structure all must be considered in the development of an integrated prioritization strategy.

Mitigation strategy: Ensure the dynamic Army resourcing priority list (DARPL) and equipment priority lists are updated.

Way ahead:

- ME-led review of the equipment management processes to ensure optimal efficiency and effectiveness during drawdown.
- HQDA G-3/5/7 restaffs Army resourcing priorities list (ARPL) and integrated requirements priority list (IRPL).
- HQDA G-4, with support from G-3/5/7 and G-8, update ARI list.
- HQDA G-8 establish fleet disposition instructions based on Army priorities.
- ARCENT gather holistic Army materiel requirements for area of responsibility (AOR).
- Readiness core enterprise (RCE) provides training equipment priority list.
- ME develops metrics to measure equipment return distribution effectiveness.
- Review of Army Materiel Capital Strategy and who/how/when priorities are established.

Issue 2: Automatic reset induction

Issue: Lack of visibility of ARI turn in and paybacks potentially place at risk the ability of National Guard units to effectively respond to homeland defense (HLD)/defense support to civil authorities (DSCA) and state missions while in reset.

Background/Discussion:

- Lack of visibility over ARI turn-ins and payback (DA G-4/G-8 working).
- ARI payback unlikely within 90 days, thus should trigger Department of Defense Directive (DODD) 1225.6 provisions.
- Adds to difficulty of attaining S-2.

Mitigation strategy: Cross-level from train–ready units to ensure units in reset can execute state missions.

Way ahead:

- ME establishes COP to track equipment visibility in reset to address ARI visibility and other concerns.
- Develop concept for alternate ARI implementation for RC units (HQDA G-4).

Issue 3: Container retrograde

Issue: Current First Army container retrograde procedures potentially place at risk the ability of National Guard units to effectively respond to HLD/DSCA and state missions while in reset.

Background/Discussion:

- Delays in returning cargo to home station due to current container retrograde procedures impact on field reset and HLD/DSCA readiness.
- Adds to difficulty of attaining S-2 by R+365.

Way ahead:

- Assess the ability to support the Army National Guard (ARNG) proposal to ship ARNG property directly to home station.

Issue 4: Equipment management, execution, and visibility

Issue: How to ensure accurate equipment accountability and visibility during both the drawdown and reset phases.

Background/Discussion:

- Equipment synchronization conferences. Currently two: Equipment Synchronization Conference and ARFORGEN Synchronization Conference. Recommend combining the two and adding manning.
- LBE management link. LBE to unit status report (USR) equipment on hand (EOH). Fix responsibility for management, including authority to direct lateral transfers.
- Property visibility and accountability. Crucial to equipping efforts. Continue efforts such as "Operation Clean Sweep," logistics automation, and supply room augmentation.
- "Push" versus "pull" equipping. Review why some lines of property are "pushed" while others are "pulled."

Way ahead:

Assess combining Equipment Synchronization Conference and AMC ARFORGEN Synchronization Conference.

- ME assumes responsibilities for LBE management.
- Increase property accountability initiatives.
- Assess additional manning support.

Issue 5: Train/Ready

Issue: How does the Army maintain and account for equipment not required for unit mission but necessary to portray overall readiness?

Background/Discussion:

- Assess/review program manager (PM) fielding process to ensure fielding is synchronized with holistic equipment management and delivery processes.
- Coordinate accelerated (nonprogrammed) and deliberate capabilities' fielding within ARFORGEN.
- Develop an enterprise-informed concept for Army equipping. ASAALT and Army staff (ARSTAF) HQDA provide strategy, policy, and guidance. ME manages execution to include metrics.

Way Ahead:

- HQDA issues an order transferring responsibilities for the execution of reset to RCE.
- HQDA defines roles and responsibilities for the CEs and ARSTAF for the execution of reset.
- RCE establishes a governance model for the execution of reset; i.e., RSRC, TSRC, and Army Science Board (ASB).

Early Lessons Learned, Observations, and Key Insights for Reset and Drawdown

- Challenge in keeping the reset timeline; very difficult to achieve Army-wide, making the timeline a desynchronized model.
- Successful reset process could restore balance to the Army by 2011 by: sustain, prepare, reset, and transform.
- Reset is a balanced six-month process following an extended deployment that systemically restores the force.
- Properly executing in-theater tasks is crucial to overall reset success.
- For reset to be successful, the Army must continue to identify inevitable friction points between and among the CEs.
- Timeline of 180 days for reset, irrespective of a unit's dwell time, could be both difficult and expensive in trying to move equipment around.
- A variable dwell metric for different units could provide flexibility in hitting reset goals rather than setting one arbitrary date for all.
- While flexibility and a potential variable dwell are an option that should be considered, it probably makes sense to keep the 180-day target for reset as a baseline to build from.
- The equipment metric and personnel metric must be wedded together.
- One way to maximize the full effect of the reset model is to synchronize the four CEs, which would minimize stress to the units and enhance reset success.

- Important operational question: Is reset time-based or conditions-based?
- Can we do more core mission-essential task list (CMETL) training based on DMETL requirements?
- Training plans must be submitted while the unit is still in theater.
- Mobile repair teams could enhance the efficiency of the reset timeline, especially with items such as small-arms repair.
- Proper ARI requires detailed in-theater preparation and diligence.
- Commitment between the four CEs and ARSTAF principals for reducing and eliminating friction points between the organizations.
- For reset to be successful, one must understand that ARFORGEN is a supply-based model and a demands-based process.
- Strategic lift capabilities: What do we bring home and what do we leave?
- Should the Army relook the current reset metric for obtaining command and control (C2) at Return +180?
- ME property accountability friction points:
    - Struggles with 100 percent accountability.
    - Claiming and executing ARMT plans.

Executing Drawdown and Reset

Responsible Drawdown and Reset

When tasked with the enormous challenge of executing the materiel drawdown out of Iraq and resetting this equipment back to a high standard of readiness, the commander, Army Materiel Command (AMC), provided guidance to the command to look at its experiences during Operation Desert Storm. The goal was to use both its successes and difficulties as a road map for organizing the responsible drawdown and reset. Providing parameters for this effort, the AMC commander offered four key imperatives for this major materiel undertaking:

- Early triage.
- Accountability.
- Total asset visibility.
- Early disposition.

In this review, AMC lessons learned examines the key facets of the responsible drawdown and reset, looking at the organization and movement of equipment from Iraq to Kuwait and from Kuwait to continental United States (CONUS) (or the diversion of equipment from Operation

New Dawn [OND] to Operation Enduring Freedom [OEF] in support of the Afghanistan plus-up). This review specifically looks at the responsible reset task force (R2TF), movement and in-transit visibility, CONUS reset, disposition, and storage. After the "waterfall" and completion of the Afghanistan plus-up, AMC lessons learned will again review the R2TF to study the successes and challenges of the operation.

AMC Commanding General's Imperatives and Challenges

AMC executes, on behalf of the Army, a responsible reset using the full power of the ME to ensure a rapid return, repair, redistribution, and combat power regeneration for the Army.

Early triage. Priorities must be defined in order to focus efforts toward timely disposition.

Challenges:

- Roles and relationships between commands should be defined and scoped.
- Originally, efforts were focused on the OND drawdown, then efforts were diverted to OEF.
- Balance efforts instead of leaving OND behind.

Property accountability. Responsible handling of Army materiel by establishing and maintaining accountability.

Challenges:

- A good command supply discipline program (CSDP) at the unit level drives the process to success.
- Containers arrive with no accountability or point of contact. This promotes poor command supply discipline, because no one can be held accountable for non-sorted trash and equipment that arrives in Kuwait.
- Leverage item-unique identification (IUID) to populate property book officer (PBO) office. This leverage has the potential to curtail errors and mistakes. The Army needs to finance this system to make it more robust.

Total asset visibility. Must be able to view all Army materiel, whether in a specific location or in transit. What are the theater requirements?

Challenges:

- The R2TF saves money and provides enhanced visibility across commands.
- End-to-end visibility: If the military as a whole were to incorporate IUID (laser imprinted tracking system) for all equipment items, the in-transit visibility (ITV) of equipment would be nearly perfect. Money should be invested into leveraging IUID for items (Single Army Logistics Enterprise [SALE]).

- Looking for better oversight visibility. Operators have been finding a lot of misplaced equipment. It is not missing; it is just sometimes difficult to locate, as much of it is stumbled upon.

Timely/early disposition. Must have clearly defined guidance for movement of materiel and for expediting the drawdown to reset and rebalance the Army's materiel in the ARFORGEN model.

Challenges:

- Create clear equipment disposition instructions in Southwest Asia (foreign military sales [FMS], Army prepositioned stocks [APS], OEF transfer, intra-theater maintenance).

- Should balance business with operational rules and conditions to create a lighter workload with respect to the volume of containers and equipment that must flow through roads, wash stations, ports, and rail lines in CONUS.

- Much of Class IV materiel could be sold or given to the host nation. More money would be saved if materiel were left rather than pay the high costs of shipping equipment home.

Concept Development

The development of the concept was critical and complex because the Army had two-thirds of the force structure engaged in supporting Iraq and the drawdown had been accelerated by 18 months. To further complicate the issue was the Iraq parliamentary election in the spring of 2010 that required U.S. support. The result was a rapid or "waterfall" event to quickly draw down the equipment out of Iraq. Another complication to the drawdown was that the Army had to consider the additional equipment (contractor acquired, government owned [CAGO] and nonstandard equipment [NSE]) that the units had not signed for.

Because of these complications, the responsible reset planning staff developed situational awareness and core concepts, which were then socialized with HQ AMC and major subordinate command (MSC) staffs during periodic summits conducted at HQ AMC. These summits included all AMC stakeholders and theater/HQDA points of contact (POCs), who would then modify the concepts and raise any issues or concerns. These were taken into account and incorporated during the next cycle of concept development. These summits were critical to acquiring acceptance of the concepts by all involved while accelerating the mission execution concept.

The concept incorporated a network of operation centers linked through a core CONUS/OCONUS task force organization, combined with a set of processes and procedures to resolve issues and enhance communication. This was key to achieving the commanding general's (CG's) four imperatives.

What is responsible reset? Responsible reset is the ME's coordinated effort to methodically plan and execute the timely retrograde, repair, redistribution, and/or disposal of nonconsummable materiel as well as standard equipment and NSE identified as excess to U.S. Central Command (USCENTCOM) requirements, to home station, sources of repair, or storage or disposal facilities, enabling rapid combat power regeneration for the Army.

Responsible reset is not synonymous with or limited to equipment reset of Class VII end items as defined in the ARFORGEN cycle. Rather, reset encompasses end-to-end processes (to include the ARFORGEN reset cycle) that begin with AMC assuming property accountability of materiel and equipment from redeploying units and ends with ultimate disposition of the materiel and equipment (inventory replenishment, long-term storage, return to unit, foreign military sales [FMS], or disposal).

Responsible reset must be synchronized with the theater drawdown effort and the Army's future force construct to optimize both the cost and timeframe within which the ME regenerates the Army's combat power.

Responsible reset is executed in three phases:

- Phase I: Establish the R2TF.
- Phase II: Synchronize drawdown and reset operations.
- Phase III: Rapidly rebuild Army combat power.

These three phases correspond with Multi-National Force-Iraq's (MNF-I's) five phases of responsible drawdown.

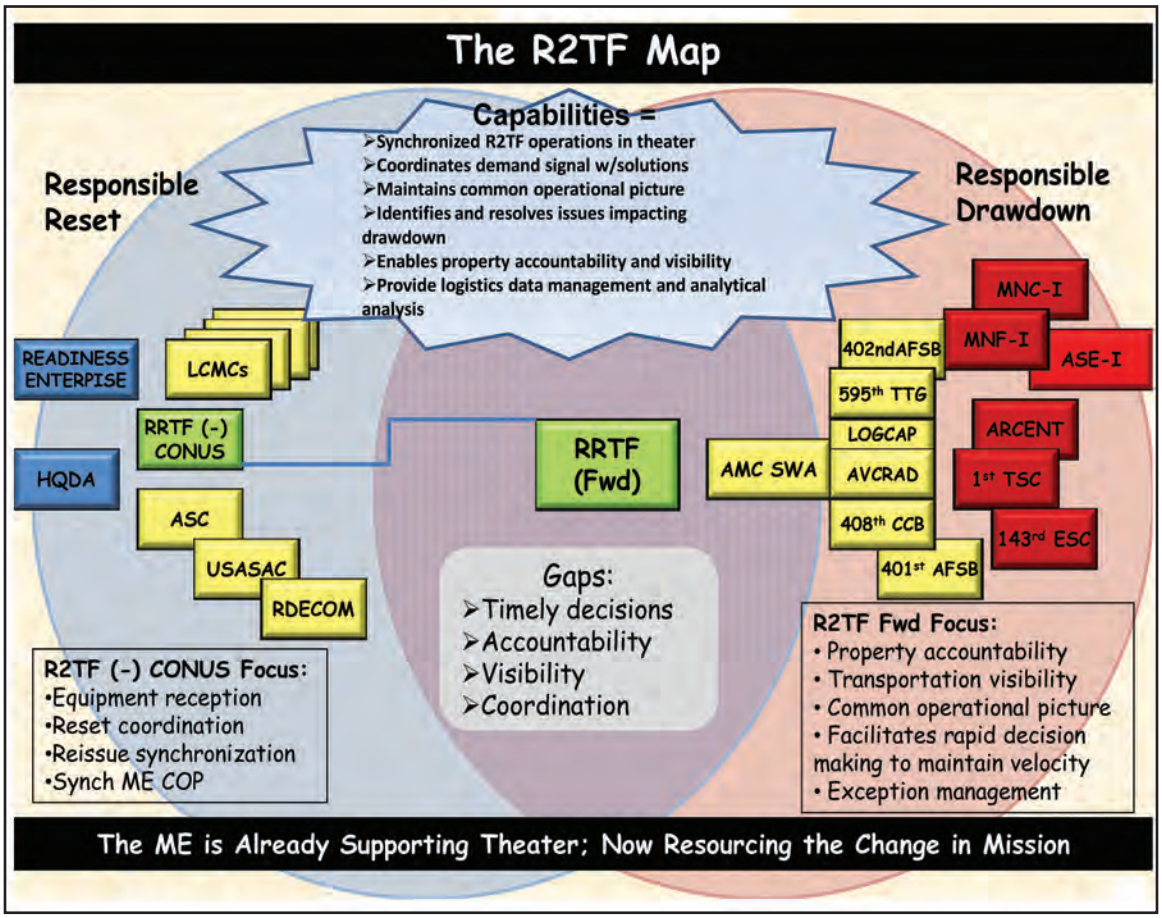


Figure 2-1

Replacing damaged, destroyed, and worn-out equipment arguably constitutes the most significant equipment issue for the Army, both in terms of cost and magnitude. The process of replacing this equipment is generally referred to as "reset" by the Army.

Reset is defined as "a series of actions taken to restore unit equipment to a desired level of combat capability after returning from contingency operations." Reset includes the functions of repairing equipment and replacing equipment that has either been worn to the point of not being economically repairable or lost in combat. Reset also includes the function of recapitalization, which is the rebuilding or systemic upgrading of currently fielded systems to a "zero time/zero miles" status. This function is intended to extend service life, reduce operating and support costs, and improve reliability and enhance capability — often based on lessons learned in Iraq and Afghanistan.

AMC was tasked to create a C2 network that focused on the drawdown and the responsible reset mission. The CG issued four imperatives toward that end — property accountability, timely disposition, triage forward, and total asset visibility.

This network required a forward-deployed element in Kuwait to interface, coordinate, and provide timely information to the network and resolve any bottlenecks in the retrograde system to maintain the velocity of retrograde and maintain efficient operations.

- DA program managed by AMC.
- Returns equipment to predeployment readiness condition.
- Two levels of reset: sustainment and field maintenance.

Sustainment-level reset:

- National program: General support (GS)- or depot-level repair performed by a Life-Cycle Management Command (LCMC) depot program or original equipment manufacturer (OEM).
- Repair standard: Overhaul, recapitalize, and rebuild to the national maintenance standard.

Field-level reset:

- Unit/Installation program: Organizational- or direct support (DS)-level repair performed by unit/installation service providers such as Directorate of Logistics (DOL) or Field Logistics Readiness Center (FLRC).
- Also includes select LCMC teams, such as small arms readiness and evaluation team-reset (SARET-R).
- Repair standard: Basic 10/20 standard.

Responsible Drawdown (OND)

Strategic tasks:

- Set conditions for drawdown "waterfall" before Iraqi elections.
- "Waterfall" vs. "Rapids" — a continuous, deliberate drawdown.
- Create clear equipment disposition instructions in Southwest Asia (FMS, APS, OEF transfer, intra-theater maintenance).
- Allocate equipment retrograde to reset the Army, support plus-up in Afghanistan, and expand coalition capacity.
- Track personnel and equipment retrograde and base closures.
- Balance the military services' desire to keep equipment for reset with CENTCOM commander's desire to use some equipment for building regional partner capacity. Focus has shifted from strictly the Iraq drawdown to the Afghanistan plus-up.

Consists of three equipment categories:

- Equipment for transfer to the Government of Iraq.
- Organizational and theater-provided equipment to be redeployed.
- Equipment that will remain in theater for the six advise and assist brigades (AABs) and their enablers.

The Responsible Reset Task Force

AMC executed an R2TF to provide the Army a comprehensive solution for drawing down materiel from Iraq and resetting that materiel. Using the full array of resources from the ME, the R2TF will ensure a rapid return, repair, redistribution, and disposal of equipment to regenerate combat power for the Army. Through the phased redeployment of forces, the R2TF mission will reset the Army in the shortest time possible.

Preventing Operation Desert Storm's Iron Mountain

The R2TF was developed by the AMC command to prevent the occurrence of another "Iron Mountain," the name given to the enormous amount of materiel that accrued in Kuwait after Operation Desert Storm.

Government Accountability Office (GAO): The AMC Internal Review and Audit Compliance Office is coordinating R2TF, GAO, and DA inspector general reports. Will the lessons learned from Operations Desert Shield and Desert Storm and other similar military operations be effectively applied in OND?

- The challenge for AMC is to ensure that the observations, insights, and lessons (OIL) from Operation Desert Storm are fully learned by implementing a full array of measures to facilitate the efficient drawdown, reset, and eventual storage of materiel and equipment from Iraq.

- The establishment of the R2TF is also a key component in accomplishing the ongoing and overall ME mission.

R2TF Blueprint: Accountability and Disposition

R2TF leverages the full capabilities and capacities of the ME and enhances the flow of materiel out of theater by reducing or removing physical, organizational, and policy-induced bottlenecks. It bridges the gap between theater and ME operations, while ensuring the AMC CG's four imperatives are met, fully supporting the fight, and "fixing" the Army. R2TF ensures property accountability, total asset visibility, and triage of forward equipment, and provides timely disposition.

Forward and rear elements of the R2TF assist the depots and directorates of materiel (DOMs) by maintaining accountability and visibility throughout the retrograde pipeline, enabling more precise work loading. Forward elements of the R2TF support ARCENT with triage, establishment of accountability, and facilitation of timely disposition.

The R2TF synchronizes commands and commodity managers. AMC is the owner of materiel, so it is well-positioned to cross-talk with other major commands in theater.

R2TF Roadmap: Organization

- Synchronize AMC reset operations with theater drawdown.

- Integrate with AMC-Southwest Asia (SWA), ARCENT, 1st Theater Support Command (TSC), MNF-I, and logistics nodes.

- Support theater in reduction of excess materiel and basing footprint.

- Support the AAB conversion.

- Develop Class II, IX, and NSE retrograde sites with the LCMCs.

- Coordinate and integrate remaining equipment from the drawdown in accordance with the Army's readiness priorities.

- Identify and mitigate periods of risk to drawdown and reset operations.

- Organize with SWA and ASAALT for the drawdown of PEOs/PMs.

- Match theater or sustainment stocks' retrograde and reallocation.

- Determine prepositioned equipment requirements.

- Develop sourcing solutions with HQDA.

- Coordinate with theater on a plan for sustainment maintenance.
- Transition R2TF tasks to enduring ME organizations.

Disposition and velocity

- Identify quantities and locations of nonessential equipment and resolve issues that impede velocity of drawdown.
- Assist United States Army Security Assistance Command (USASAC) in developing FMS cases and track to completion.
- Disposition of CAP in accordance with federal regulations and the base closure plan.
- Identify disposition requirements.
- Work disposition instructions for all retrograde equipment.
- To expedite decision making, develop blanket disposition instructions for as many categories of equipment as possible.
- Triage equipment in Iraq for disposition.
- Continue support of all disposition instructions.

History and Development of Responsible Reset

The cessation of combat operations in Iraq necessitated the conversion of brigade combat teams (BCTs) to advisory brigades and the drawdown of military, civilians, and contractors in theater by 31 August 2010. The directive specifically required troop strength to draw down to approximately 50,000 personnel, in effect beginning AMC's planning cycle. The role of CENTCOM/ARCENT and United States Forces-Iraq (USF-I) was to plan for "responsible drawdown," while AMC's role was "responsible reset." AMC was coordinating with HQDA on the planning effort. This planning and coordination required extensive staffing and socialization across the Army and AMC. Responsible reset required establishment of both an OCONUS and CONUS R2TF that could execute and bring the full power of the ME to bear in support of the drawdown and regeneration of the force to support Operation Enduring Freedom (OEF) plus USF-I requirements through mission termination in Iraq by 31 December 2011 as directed in the Bilateral Support Agreement (BSA) between the U.S. and the Government of Iraq.

USF-I was given the mission to develop the plan to execute the presidential directive and support BSA timelines. The MNF-I operation order (OPORD) was published 23 May 2009 and had five focus areas, of which responsible drawdown was one. HQDA published its execution order on 9 July 2009, and AMC published its OPORD on 15 July 2009. These efforts were worked simultaneously to ensure proper nesting of operations.

R2TF Planning (February–July 2009)

Responsible reset guidance evolved over time as the situation became clear and agreements between commands were understood and agreed upon. Coordination between major staff

sections was complex and frustrating for all and provided many challenges in the development of nested operational plans that were complementary in nature while expediting the planning process for each command. Emphasis was placed in the following three areas:

- Chief of Staff, Army (CSA)/CG direction.
- HQDA-theater coordination.
- Allocation of resources for responsible reset planning.

CSA/CG direction

Issue: Initial understanding of intent and commander's guidance.

Discussion: In February 2008, the CSA directed two major programs — responsible drawdown and reset — with USF-I assigned to oversee drawdown and AMC assigned to execute reset. The immediate period between the assignment of tasks and the commencement of these tasks was delayed because of an initial lack of understanding between the commands on roles and responsibilities. This is understandable given the enormous logistical, accounting, and disposition issues involved in such an operation. But while the communication and coordination improved, there continues to be room for improved efficiencies, especially in the crucial early days of a major operation.

Recommendation: Upon official receipt of such future missions, use the template of the current R2TF to build from, as there is indeed much worth replicating. The first step should be a design session with AMC senior staff clearly stating the intent and mission to prevent delays in work planning. This is not to say that early planning did not occur — of course it did, and much of it has been effective. However, there were reported instances that early confusion and misunderstandings led to some avoidable delays and frustrations. A solution is to create an initial cell of mid- and senior-level officers to interface with other senior commands to ensure roles are well understood and defined. Once all of the roles and responsibilities are understood, use the initial planning and communication cell to synchronize these efforts.

HQDA-theater coordination

Issue: Lack of coordination and mutual understanding between HQDA and theater staffs during planning.

Discussion: A lack of coordination persisted through the planning phase because of a lack of understanding and coordination among execution commands. HQDA was working with ARCENT as the Army component in theater, but it was USF-I conducting the plan. AMC worked with USF-I to ensure a seamless interface between the two programs. A disconnect between commands in understanding the mission, definitions, concepts, and so on was further exacerbated by concerns for enhanced security and premature disclosure of information. These different points of entry in theater caused misunderstanding and confusion between AMC and HQDA. Ultimately, it was the USF-I OPORD that drove the concept, and ARCENT logistics planning was modified accordingly.

Recommendation: Designate specific individuals in each command to participate in planning sessions, to exchange information and concerns, and to ensure proper nesting of OPORDs and plans. This will ensure properly developed execution of the planning mission.

Workload planning

Workload planning by the responsible reset planning cell was a major issue and was impacted by numerous issues, which are described below. There were some misunderstandings and disagreements between theater and AMC on what the workload was that required planning, with AMC having developed a higher estimate. The AMC estimate has been closer to the actual workload.

- Market research translation.
- Simulation modeling.
- "White" (nonstandard) equipment.
- CAGO equipment.
- TPE.
- Concept development.
- Lessons learned review.
- Basic concept and interface with theater.
- Draft concept.
- Staffing/summits.
- Draft OPORD.
- Logistics annex procedures.
- Table of distribution and allowances (TDA) initial organization.

Simulation modeling

Issue: AMC would benefit from robust simulation planning models to enhance and identify potential impacts to the system — industrial-base, readiness, and operational support.

Discussion: HQ AMC currently has a limited ability to leverage a simulation (decision-support tool) that can help analyze impacts to the AMC mission and explore alternative courses of action. This lack of capability challenged the workload analysis stage of the overall concept development. A quick search for this capability identified no applicable Army models. The Marine Corps did have a model that it had just developed, but the Army failed to acquire this capability. The U.S. Army Materiel Systems Analysis Activity (AMSAA), AMC's analytical resource, has proposed developing such a model, but has not completed the task because of funding constraints.

Recommendation: HQ AMC should have a simulation model that can be used to study workloads and mission alternatives and their impacts. The AMC mission is broad enough and sufficiently complex that understanding impacts and corrective actions requires such a tool.

White equipment/NSE

Issue: Identifying and understanding "white" equipment, properly accounting for it, and conceptualizing its impact on the overall workload became a major planning issue.

Discussion: There were several issues regarding "white" equipment. First was the definition that everyone could agree on to truly identify which set of equipment this was referring to. In some cases, "white" equipment was considered as CAGO, while others referred to equipment owned by a tactical unit on a hand receipt that was not standard issue. This could be commercial off-the-shelf (COTS); research, development, test, and evaluation (RDTE)-developed product/prototype; or a preliminary acquisition item (e.g., mine-resistant ambush-protected [MRAP] vehicles) that had not become an item of record yet. The other major problem was not all "white" equipment had been identified, recorded, placed on accountable records, and tracked. To deal with this issue, USF-I directed several 100 percent searches to identify and account for all property in theater. This was conducted during phases 2 and 3 of the drawdown effort.

Indeed, proper NSE identification had a major impact on AMC's ability to account for and provide disposition instructions for these items. AMC made considerable effort to gain control of this property during implementation and execution. With the Army's practice today of using contractors on the battlefield and using accelerated acquisition processes to meet Warfighter requirements and needs, it has become important to develop new procedures, practices, and methods to deal with large quantities of nonstandard military equipment on a modern battlefield.

The major issue during the planning phase of responsible reset was defining the workload and getting agreement with all the commands on how big the issue was to plan for the requirement. Initially, theater did not even address the impact of the issue and today may still not understand the full impact of the requirement.

Recommendation: There is a need to define types of equipment used on today's battlefield and develop doctrine on how to handle NSE in the future.

(**Note:** The above recommendation has been mentioned by units and individuals in nearly every AMC lessons learned or research project where NSE has been discussed, including many where the R2TF was not a topic or focus. Given the now enormous use of NSE, it is an area that will require greater policy development and direction.)

Non-standard equipment is the new norm, so how do we make NSE standard? Decide what to add to the Army standard list, since obviously everything cannot become standard, but some technologies clearly need to be added. A big determinant for how and when the Army will again be in balance is that the equipment is counted.

Requisitions: LCMCs have a history of having to work errors, so they are still reluctant to automate the disposition instructions.

Error example: NSE will have disposition instructions, but no ship-to Department of Defense Activity Address Code (DODAAC). This causes all equipment with that exception to end up

at Kuwait, when it was meant to arrive at a redistribution property accountability team (RPAT) yard. This understandably places additional strains on Kuwait.

Contractor acquired, government owned equipment

Issue: Much like "white" equipment, CAGO equipment is similar in its challenge to the Army, but with the added challenge of contract law.

Discussion: Contract law requires the contractor to maintain accountability of all equipment acquired by or issued to them to execute a government contract of service. The issue is that the contract does not specify that the government must have visibility of that inventory. The government cannot just determine where to move or shift that equipment on the battlefield to meet its needs without a contract modification and the contractor determining it no longer has a need for that item at one of its sites. The other issue is that the equipment turn-in process for a contractor involves specific procedures. Additionally, since a large amount of this equipment is for base support, the issue of transfer to the host nation complicates planning for this issue.

All the aforementioned issues complicate the workload analysis necessary for retrograde of equipment. The equipment could impact traffic loads, disposal workloads, planning staff, escort vehicles, and so on that could hinder or slow military equipment movements. Additionally, if any of this equipment is determined to return to CONUS, then planning its movement, maintenance, storage, and accountability becomes an issue. As this increases use of contractors on the battlefield, the amount of CAGO equipment will increase accordingly. Currently, the amount of CAGO equipment equals the amount of Army equipment in theater.

Recommendation: Need to understand the impact of CAGO equipment in theater and address its disposition. The government should have real-time visibility of the amount of equipment and its location on the battlefield. The doctrine and management of CAGO require greater development for future contingencies.

TPE

TPE is permanent theater equipment that has been identified and positioned forward to offset deployment requirements, fill shortages, fill HQDA-approved ONSs, or to fill Coalition Forces Land Component Command (CFLCC)-validated operational requirements. TPE also includes:

- HQDA-designated TPE.
- APS.
- Theater sustainment stocks (TSS).
- New equipment fielding items and ONS-purchased equipment.
- Items purchased with Overseas Contingency Operations (OCO) funds.
- DA-directed, long-term transfer items.
- Army Reserve and National Guard equipment designated by a HQDA fragmentary order (FRAGO) to remain in theater.

Issue: Planning for unit equipment during drawdown operations needs to be understood by all personnel involved in the planning effort.

Discussion: The issue with TPE is the disposition of that equipment during drawdown. This equipment is on a unit's property book and is used on a day-to-day basis. Much of that equipment is nonstandard Army equipment, so disposition is the problem.

- Do we bring it back to CONUS and maintain, store, and account for it?
- Do we send it to demilitarize (DEMIL) operations?
- Do we let the units bring it back to their home station as part of redeployment?

The answers to these questions will impact accountability and retrograde capability in country and in CONUS, AMC's storage and maintenance missions, and future issues of such items. Understanding the policies for this type of equipment has a major impact on AMC planning.

Recommendation: Early acceptance and understanding of policy and intent on TPE are critical to planning workload.

The Army has kept large quantities of equipment in theater, primarily to conserve strategic transportation assets and reduce costs, but also to ensure that units are adequately equipped when deployed. This initiative, called TPE, began in late 2003, when Army units, including Active, National Guard, and Reserve, were directed to leave much of their equipment in theater when they redeployed back to the United States.

This equipment is then transferred to units deploying to both OEF in Afghanistan and OND. TPE consists of a variety of equipment items including armored vehicles, individual Soldier body armor, and equipment used to counter improvised explosive devices.

The Army has set aside pools of equipment to rapidly replace equipment that has been damaged and destroyed during operations. The Army refers to this pool of equipment as TSS. This includes as many as 400 different types of vehicles and equipment numbering about 174,000 pieces, including Abrams tanks, Bradley fighting vehicles, high mobility multipurpose wheeled vehicles, and other support vehicles.

Lessons learned review

Issue: Lessons learned from redeployments of rotation units and documents from Operation Desert Storm redeployment were helpful, but not all inclusive. These included after action reviews (AARs), GAO reports, books, etc.

Discussion: In the beginning of both ARC-I and the responsible reset process, a detailed search of lessons learned was conducted. It became clear that some of the issues would require major rethinking because of the Army's use of contractors for logistics support in theater. This would have major impacts and reflect changes from past drawdown events. Additionally, the rotational aspects of units and equipment, TPE, and a follow-on mission unlike prior missions would have major impacts, which were not totally clarified at the time of planning. The use of a theater requirements process to expedite acquisition of COTS and other equipment further complicated the issues of the plan and workload analysis.

Recommendation: An analytical tool would have been useful in examining these workload changes to determine impacts and sensitivities of different plans. Additionally, development of policy on how to treat these different complex issues would have been useful. Some of these issues should be addressed in a doctrinal context.

Basic concept and interface with theater

Issue: Understanding the USF-I concept for drawdown was critical to designing AMC's responsible reset concept.

Discussion: After understanding the mission, commander's intent, and workload requirements, the most critical issue was to interface with theater's drawdown plan. AMC's responsible reset planning cell acquired a draft concept from USF-I, which allowed the cell to begin developing AMC's concept of operation and associated requirements. Core to this plan was the need to understand information gaps in the retrograde process. AMC identified several information gaps needing resolution that would fix the flow of information and allow for an accelerated disposition process. The planning cell also identified the need for a team of senior leaders in theater to work issues and ensure a flow of information to CONUS and back was being achieved.

The current AMC assets in theater were heavily engaged in day-to-day mission execution and did not have the ability or rank structure to facilitate the interaction required. This required a network of operation centers focused on responsible reset be established with a core center in theater and another at HQ AMC. A network was then established to ensure a 24/7 operation to achieve the CG's four imperatives. Agreement with theater was critical to achieving this design. The CG made a trip to theater to sell this concept and get agreement on putting an R2TF in Kuwait to provide interface and information, not command structure.

Recommendation: It is critical to establish an in-theater cell that is linked to CONUS to coordinate and work retrograde issues with ASC units in theater supporting retrograde function as well as link the industrial base that supports reconstitution of the force and ASC for the ARFORGEN piece.

Staffing summits

Issue: Summits were used heavily during the R2TF process to socialize, gain consensus, and modify operational contingency concepts.

Discussion: The format for these summits consisted of a discussion of the purpose, schedule, and requirements of the summit by senior leadership, followed by a presentation of requirements, workload analysis, interfaces, concept, and organizational structure. The next phase was to break down into functional work groups to review and comment on the draft. The third phase was for the groups to come together and present their findings to the senior leadership for discussion and review.

Recommendation: The summit process worked very well. It gained ownership, consensus of the group, and senior leadership in short order (usually a week).

Draft OPORD

Issue: An OPORD was drafted after the summit.

Discussion: The OPORD was drafted after the conclusion of the summit phase and as the theater plans had more fidelity. The OPORD included the final commander's intent, concept of operation, command tasks and deadlines, coordination instructions, and so on. Once the draft was completed, another summit was held to review the contents and specific requirements. The summit work groups refined the draft annex and provided comments to the main body. The final product was a near final copy of the OPORD — only changing slightly for format issues and HQDA and MNF-I/C technical changes.

Recommendation: This method of developing and staffing an OPORD was efficient and timely.

Logistics annexes and procedures

Issue: Production of a logistics annex for the OPORD

Discussion: The production of the logistics annex for the OPORD was hampered by some basic planning problems. First, there was a lack of personnel who actually understood the purpose of the annex and the significance it had on the command's ability to execute the mission as identified. Additionally, it was not always seen as a priority by some staff, so when the annex was being constructed, the work flow often reverted or digressed to other daily activities rather than the annex.

Coordination was difficult due to the distance between the planners and the execution staff. It was also sometimes difficult to communicate with the right individuals and, at times, it was challenging to work up the various chains of command for interrelated decisions. Clearly, having the R2TF in-theater staff involved was a benefit for their ability to quickly coordinate with the right people for timely decisions and information. Having a core of dedicated people, who were not rotating in and out of the logistics annex process, at every level of execution was essential to prevent having to continually train new personnel. As an example, both contractor and government personnel working on the annex were also involved in a series of ROC drill in-progress review (IPR)/exercises.

Recommendation: Tasking of activities should flow through command channels down to those providing information and back to ensure that the provided information is approved by senior leadership. In the event there is a shift of priorities, timelines need to be extended to allow for complete development and proper staffing of the final product at all functional levels.

Table of distribution and allowances initial organization

Issue: Design of the OCONUS and CONUS R2TF cells.

Discussion: The initial design of the OCONUS R2TF cell varied from between 30 and 100 personnel. The issues that affected the staffing levels were function representation, varying work schedules, other organizations' needs and requests, theater requirements, deployment timing, availability of personnel, and MSC requests. The design maintained four major categories of staff:

- Command group.
- Operational center.
- Functional representatives.
- Command liaison officers (LNOs) along with other agencies.

The command group design maintained a consistent size, with the deputy commanding general (DCG) and deputy being the driver of the remaining staff. The operations center was driven by basic staff and stayed consistent as well. The functional staff at times varied but retained overall consistency.

Specific LNOs were requested by AMC, such as audit agencies, the Defense Logistics Agency, and the office of the ASAALT. The biggest discriminator was theater authorization limit. This caused tradeoffs of functional representatives and LNOs. The second issue was identifying which part of the organization needed to be in the advance party and who would be in the main body. This was influenced by which functions could be supported by the AFSB and what supplemental skills were needed by AMC.

Recommendation: Understanding the commander's intent, theater limits, and required functions were the driving force in the design.

Implementation: Applying the Responsible Reset Task Force

Responsible Reset Task Force (R2TF) Implementation (July 2009–January 2010)

- Funding gap.
- Bottom-up analysis.
- Resource boards.

Funding gap above budget: Top-down approach

Issue: Determine funding shortfall to execute responsible reset given that the FY10 and FY11 budgets were already submitted.

Discussion: The design and mission were published in July 2009 and the budget had left AMC. It was important to analyze the funding shortfall that AMC could experience when executing the responsible reset mission. The current mission consisted of a wartime contingency mission in Iraq and Kuwait based on continual operations in theater. This involved rotation of units in theater on an annual basis. The cycle was deploy, theater operation, redeploy, stand down, train and equip, and deploy. The change meant that 50 percent of the units in theater would redeploy and off-ramp completely from theater. Even during the drawdown and off-ramping of units, theater had to continue to rotate units within. The TPE would be shipped to CONUS to feed AMC reset lines. Additionally, ammunition and spare parts items would also be reconfigured and shipped to CONUS. Also, "white" and CAGO equipment in TPE would need to be considered, accounted for, and disposition instructions issued. First, the Army needed to deal with whether to keep, maintain, store, or destroy these items. The process of determining the cost delta involved

a workload analysis, cost estimates, and retrograde analysis. This work involved the responsible reset planning cell, the G-8 Integration and Cost Division, and AMSAA. The methodology and direction for analysis were directed by the responsible reset planning cell.

Once the analysis was completed and briefed up the chain to AMC senior leaders, the work to educate and inform ARCENT and HQDA became the challenge. AMC's G-8 and responsible reset planning cell developed the briefing and proceeded to work with those stakeholders. Ultimately, the briefing needed to go before the financial boards in the Pentagon to gain their support and approval to move forward to the Office of the Secretary of Defense (OSD). During the review process, the team had the AMC G-3/5 present during the discussion to communicate the importance of this analysis and the need for additional funding from an operational perspective. In the end, more than $500M was given to AMC to support this added workload. Major issues during this period were:

- Whether AMC or ARCENT should get the funding.
- Exploration of reported workload and potential workload.
- Carry-over funding at depots and its impact.
- Assumptions on NSE and CAGO equipment.

Recommendation: The ability to estimate cost increases on new contingency operations requires a team of people who understand cost methodology, operational planning, AMC's mission across the command, current budget and assumptions behind that budget, and workload analysis. Additionally, the team must work with the theater G-8 to come to an agreement on cost split. The concept of working with and educating different external stakeholders and the involvement of AMC senior leaders in the process are critical to success.

Bottom-up analysis

Issue: Once the responsible reset plan was put into action, the need to determine actual cost of the funding delta required each organization to submit its unfunded budget requirements.

Discussion: An OPORD was developed and issued to gather data for the bottom-up for responsible reset funding requirements. Additionally, a procedure for approving the responsible reset funding requests was developed and approved. The OPORD required each command, staff section, or activity to submit its requirement(s) with sufficient detail to explain the need (if a contract was used — which one and the specifics of the contract), the resources needed, the justification for the requirement, and the risk of not funding at multiple levels. Each command submitting a request had to document its associated assumptions and facts as well as its calculations. Once the requests were submitted, a detailed review of the requests was undertaken by the responsible reset planning cell. This review examined the operational and current situational aspects of the request, funding logic, and facts.

The responsible reset cell followed the process through to completion. The responsible reset planning cell also tracked the bottom-up requests against the estimated top-down approach to determine any delta and if additional funding would be required. One major issue was that many of the commands did not anticipate the extent and depth of the review being undertaken by the responsible reset planning cell and submitted funding requests that were initially rejected.

Recommendation: The review, validation, and prioritization process that was developed proved sufficient to achieve the goal of implementing a detailed funding request in a period of limited resources. It also ensured that the G-3/5 leadership understood what the commands were planning on doing to meet operational mission changes. The process of both a top-down and bottom-up analysis added a balance between anticipated needs and actual needs. These processes worked well and should be replicated in the future.

Resource boards

Issue: With the drawdown of forces in Iraq and build-up of forces in Afghanistan proceeding as planned, the R2TF mission has begun and will continue to increase in size. In accordance with OPORD 10-106, Responsible Reset (R2) Resource Layout (12 Nov 09), the MSCs updated their baseline funding positions in December 2009 for all associated costs for FY10 and FY11. These positions are now based on the full impact and workload of the drawdown. These were not known when the original estimates were submitted in FY09. AMC must now examine the changes in assumptions and costs to validate these updated requirements and track execution of the unfunded requests (UFRs).

Discussion: The MSCs have immediate funding needs. A resource board was established to review the MSCs' assumptions and costs underpinning their UFRs and prioritize in preparation for funding from the AMC G-8. Many of the supplemental requirements were found to be duplicative of funding requested from other sources.

Recommendation: It was agreed that AMC would continue working FY11 UFRs and hold a resource board meeting in the near future and work with all the commands to obtain their requirements. In-depth justification for each UFR: Information papers from RM–Online lacked sufficient details that would help explain the requirement.

Need answers for "who, what, where, when, and why" and how the dollars matched various items within the total requirement — specifically, equipment in terms of:

- Specific quantities?
- Accounting classification for specific purchases?
- Were dollar thresholds exceeded?

Responsible and accountable communication is essential. Knowing whom to go to is critical to resolving issues and validating information. The budget person and the functional person do not always have the same expertise. Additionally, we found that POCs were no longer at the command, but their names and phone numbers were still being used. Early coordination with the G-3/5 resource integration personnel was extremely valuable. The resource integration POCs provided excellent information on what types of questions should be asked as we called the MSCs to obtain information. Coordination within HQ AMC (G-3/5 and G-8) was initially complicated by multiple layers of involvement. The resource integration personnel resolved this issue by better coordination with the right personnel and establishing the flow of information into the resource integration office and from there into the G-8 office.

Once people understood what their responsibility was in the process (specifically entering information into RM-Online), the total process became more responsive, ensuring the G-8 staff

worked through the initiatives and integration group (I2G) to process the UFRs. Once the G-8 staff understood the new process regarding how we were validating and prioritizing funding, they no longer worked directly with the MSCs. Weekly attendance at the commander's update briefing (CUB) provided needed insight. Information gained from attending the CUB allowed going back to ASC to clarify what was in the information papers in RM-Online versus what was heard during the CUB. The added advantage was that AMC learned the correct individual(s) with whom to discuss the issue(s). The ASC staff was especially reactive to obtaining clarification quickly, and the true value was measured by having a very limited group of people involved in resolution of issues. A chain of information flow was quickly established to preclude receiving multiple answers that were often uncoordinated and somewhat different.

Common Operating Picture (COP) Development

COP requirement

Issue: The requirement for a COP was essential.

Discussion: Early on in the responsible reset concept phase, it became apparent that a COP was required by all stakeholders to ensure everyone was working the same issues and within the same framework of time, workload, and so on. Using standard Army systems provided input and knowledge on functions and mission, but the systems did not necessarily provide a clear, concise overview of the current situation across all mission areas. The charge was to determine the mission representation required to allow informed decisions and actions and then determine how to use existing systems and data sources to populate the fields of the different charts in the COP. A separate integrated product team (IPT) was established — lead was G-3/5 Enterprise Integration Directorate with support from G-3/5 support operations, Logistics Support Agency (LOGSA), AAMSA, and the MSCs. This COP needed to be portrayed across the R2TF organization (OCONUS and CONUS) plus each MSC and activity. Additionally, the need to reconcile data and information with theater was critical to ensure both program (responsible drawdown and reset) and retrograde efforts were linked and had the same data for each unit's COP.

Recommendation: Having a COP was critical to mission success and must be linked to theater data and the Army data used by all stakeholders across the Department of Defense (DOD).

Resolve hardware/software issues

Issue: Linking data from different sources to populate a COP was difficult.

Discussion: Several issues were associated with populating the COP. One issue was finding an authoritative source that all agreed on and then mapping the data between systems. The second issue was quickly moving data from an unclassified source to a classified source. Because theater had mostly large bandwidth on the classified network, it was important that a conversion of information was needed from one network to the other and to pass that information to theater in near real time. A separate cell within the COP IPT addressed that issue. It worked with theater to resolve CONUS-to-OCONUS issues and built on theater's knowledge of the conversion process that was used.

Recommendation: The need to work between Non-Secure Internet Protocol Router and SECRET Internet Protocol Router and CONUS to OCONUS was a critical roadblock that should be addressed quickly in the front end of the planning process.

Evolving COP

Issue: The COP must provide a standard display of information over time to ensure senior leaders can understand and make decisions quickly to support the warfighter.

Discussion: The IPT developed the COP in a phased approach and delivered the product on time to meet the needs of the R2TF. However, the ongoing changes in the number of slides and the content of the slides proved frustrating and challenging at times. More so, these changes did not always go through any configuration or version control to ensure senior leader understanding. Additionally, the responsibility for updating and briefing the COP moved from CONUS to OCONUS in the middle of the execution of responsible reset. These changes caused additional problems with configuration control, increased the coordination problems, and reduced the effectiveness of the CONUS R2TF operations center.

Recommendation: A standard COP presentation should be established with adequate configuration control to be effective and allow senior leadership to provide decisions based on a recognized flow of information.

Rehearsal of concept drill initial plan

Issue: Properly exercising responsible reset processes and procedures.

Discussion: In November 2009, the R2TF CONUS and OCONUS cells would execute several scenarios, featuring conditions and situations that would exercise their ability to facilitate and expedite performance of selected aspects of the responsible reset mission, as identified by the ME COP or triggers in responsible reset. Four scenarios were used to exercise these functions:

- Redeploying unit bypassed the supply support activity (SSA) and turned in property to the Defense Reutilization and Marketing Office (DRMO).
- Determine the impacts of an SSA closure postponement.
- Manage Class VII assets in depot maintenance to fill shortfalls.
- Provide disposition instructions for amnesty NSE found at the RPAT yards.

The emphasis was on testing procedures and demonstrating capabilities that could be used to ensure the accomplishment of the CG's four imperatives (timely disposition, early triage, visibility, and accountability) and the timely reset of the force to support the ARFORGEN cycle (reset, train–ready and available).

Recommendation: There was a feeling among some participants that many individuals did not have a firm grasp of the many different organizations and players and how they would fit into the process. As such, in the future, provide greater common understanding of the roles and responsibilities of the R2TF CONUS, R2TF OCONUS, and supporting ME resources across the

entire spectrum in a clear and comprehensive presentation ahead of time to those attending the ROC drill.

R2TF Execution (January 2010 – Current)

Issue: Exercise the R2TF by validating processes and lines of communications between the R2TF OCONUS and R2TF CONUS and between R2TF CONUS and the LCMCs, along with other supporting ME resources.

Discussion: The ROC drill employed multiple scenarios, with multiple courses of action embedded within each scenario. Some scenarios were based upon situations where the R2TF (either CONUS or OCONUS) had the lead for monitoring the metric and taking action, while in other scenarios the R2TF had a support role, helping to resolve issues identified by and owned by others. To enhance the learning opportunities, potential situations were injected into the scenarios to stress the processes and test the actions of the respective actors (stakeholders) to adapt to day-to-day conditions during the process.

Best practice: The ROC drill demonstrated that many AMC stakeholders had indeed reached a common understanding of the responsible reset roles, responsibilities, and processes and had focused on potential friction points and developed mitigation strategies to address the friction points.

Unit reset responsibilities

Advance preparation:

- Coordinate ARMT training and mobile retrograde property assistance team (MRPAT) support through logistics support element (LSE) commander.
- Build equipment into the Transportation Coordinator's Automated Information for Movement System (TC-AIMS) and the Joint Operation Planning and Execution System (JOPES) to dedicate a ship for transport.
- Build and execute plan in ARMT.
- Provide density listing to the reset officer in charge.
- Prepare documentation.
- Provide shipping containers and packing materials.
- Ensure data plates on equipment match property book.
- Clean equipment.

Unit tasks:

- Provide unit subject matter expert and inventory lay out detail.
- Provide pressure washer and cleaning detail.

- Provide material handling equipment (MHE), uni-packs, banding machine.
- Pack equipment into containers.
- Submit transportation movement request (TMR) to Joint Base Balad (JBB) or Kuwait.
- Secure military shipping label (MSL) and radio frequency identity (RFID) tags to equipment.

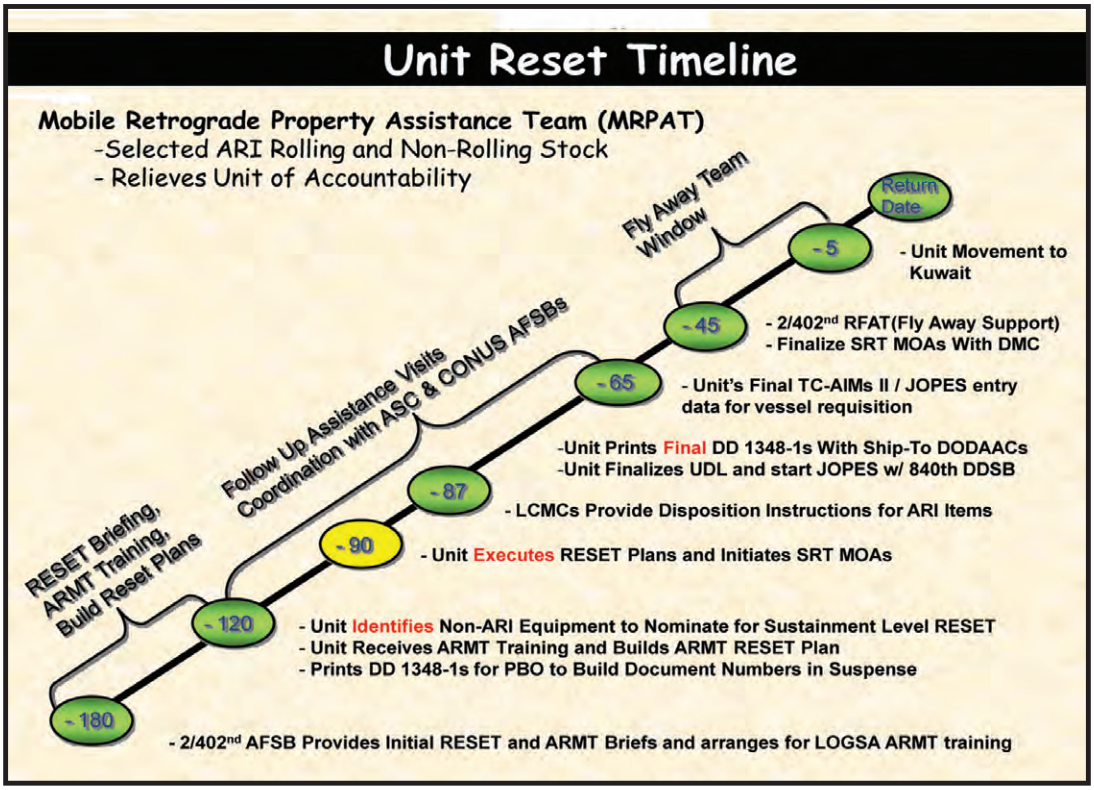


Figure 2-2

AFSB Reset Responsibilities

Advance preparation:

- Coordinate with supporting LSE/ brigade logistics support team (BLST).
- Conduct ROC drill with supporting unit[s] at least two weeks prior to the mission.
- Address unit concerns/issues.
- Verify location and make contact with unit POC.
- Coordinate LNO/logistics area representative (LAR) support.
- Verify location and resources (MHE).

Mobile RPAT tasks:

- Inventory and accept ARI rolling/non-rolling stock.
- Sign DD Forms 1348-1, *DOD Single Line Item Release/Receipt Document;* and DA Forms 2062, *Hand Receipt/Annex Number.*
- Validate unit containerization (DD Form 1750, *Packing List*).
- Perform agricultural inspections.
- Receive RFID tag and TMR numbers.
- Ensure ARI equipment is TMR'd to JBB, Kuwait or where needed 5–7 days from mission completion (vehicles).
- Ensure DD Forms 1907, *Signature and Tally Record,* are complete.
- Ensure RFID tags and placards are placed on equipment.

R2TF Staff Participating Agency Representatives (LOGSA, AMSAA, Tank Automotive Command [TACOM], Communications Electronic Command [CECOM], Surface Deployment and Distribution Command [SDDC]):

LOGSA:

The LOGSA team built an automated COP integrated with commodity managers, ensuring that all players (1st Theater Support Command [TSC] and ARCENT) were measuring and reporting the same data.

TPE Planner: A visibility and disposition vetting system allowing brigade elements to enter items they deem excess to their organization. This list is visible at division, corps and Army Single Face to Industry (ASF-I).

Each higher entity has the ability to redistribute a unit's excess TPE to a unit needing to fill their requirements. Eventually, a list of items is deemed excess to theater, both in Iraq and Afghanistan. This equipment would then be turned into the RPAT yard for sorting and disposition by commodity managers (LCMCs), who grant disposition to FMS, APS, or retrograde to a CONUS depot for disposal or reset. This allows excess equipment to filter its way out of theater while units stay equipped for their missions.

Since the launch of TPE Planner in January 2010, more than 50 adjustments (synchronization of NSE from the ME NSE database into TPE Planner) have been made to accommodate theater requirements. LOGSA technicians are working diligently to stay ahead of changes and continue the streamlined flow of equipment to the proper locations.

Best practice: TPE planner (COP tool integrated with LIW) is used 100 percent now for redeployment and disposition. The process would be faster in deciding disposition if there were an automated system, but the decisions and players involved in disposition change rapidly to meet mission requirements.

Observations, Insights, and Challenges:

- TPE Planner provides visibility when an item enters/leaves the RPAT, but after it leaves, the item is "closed." Thus, there is a visibility gap when the item leaves.
- Everything in TPE Planner is hand-inputted, which is likely to cause discrepancies in reporting.
- Sustainment and mobility transportation control numbers (TCNs) should be tied together to offer better ITV and planning. LCMCs are asking for it.
- Integrated Booking System Container Management Module (IBSCMM) – SDDC container management system: ARCENT does not trust it because the numbers in the system do not match up with their numbers (sometimes significantly off).

AMSAA:

AMSAA projected various aspects of OEF plus-up and OND drawdown. They specialize in modeling, simulation, and fatigue projections in equipment (R2TF projections for container and equipment influx for reset, redeploying units, and wash rack capacity).

Observations, Insights, and Challenges:

- Many try to send all excess home early, so there isn't a spike in activity when the system and pipeline are stressed.
- Redeploying units may be able to fall in on TPE instead of bringing a large amount of organizational equipment, which could lessen port traffic in late 2010 and 2011.
- Databases themselves work well within their specific lanes and often do what they were designed for, but integrating them across IT structure is challenging. The ability to shape information across various databases is an ongoing challenge of efficiency and increased visibility.
- SDDC-R2TF integrated a FORSCOM G-4 representative to assist with SDDC issues. This position requires extensive experience and knowledge of the transportation world, whether it is by air, sea, or ground. We must provide insight on the transportation aspect of reset and plus-up operations to lead planners, decision makers, and commodity managers to carry out requirements.

Liaison officers

Observations, Insights, and Challenges:

The LNO is a bridge between the readiness enterprise (FORSCOM) and ME (AMC). This position requires someone proficient in ITV and intra-theater transit. The incumbent requires knowledge in strategic and operational transportation. It is critical that the incumbent have an expert's grasp of operations and theater and strategic transportation to prevent the debilitating proliferation of ever-changing process-reinvention plans.

- Knowledgeable about transit routes in OND/OEF and port operations.
- Must remain flexible, recently flexed from OND reset to OEF plus-up.
- Should be synched with materiel planners to fully utilize SDDC's capabilities.
- Joint Movement Center (JMC):
    - TTP from Desert Storm: Reset of ammunition did not occur after the templated 6-month withdrawal from theater. Leaders recognized that the availability of OCONUS money would make it easier to dispose of or repack ammunition. If ammunition was sent back CONUS, it would end up being stored for years to deteriorate and disposal would be much more costly, with a lack of funds to do it with.
- ARCENT owns Class V, while AMC owns reset. The 593rd Sustainment Brigade support operations officer (SPO) and 1st TSC own Class V operations. 1st TSC tracks the stock objectives to support war operations along with tracking excess ammunition. Stock objective: Kuwait (push), Iraq (consumption) driven, Afghanistan (consumption) driven.
- Units must keep accountability to avoid excess ammunition left in country so they can use it in the future. Operational-level accountability is critical so stocks do not go black due to inaccuracies. Units must report ammunition counts so planners keep stocks full and shipments arrive to replenish them.

5-Step Reset Process

- Retained and responsibly consumed.
- Cross-leveling (OEF).
- APS-5/retrograde.
- FMS – small arms with US standard head stamp.
- DEMIL – excess to theater.

Observations and Insights:

Units need hands-on ammunition training. They need to know how to identify, transport, and store ammunition. Contractors are taking ammunition handling jobs, which leaves Soldiers with limited knowledge of ammunition. Units should not unpack ammunition until they are ready to use it. Packing materials should be saved because they protect and preserve ammunition. We need more ammunition-proficient quality assurance personnel to provide oversight on ammunition operations at the unit level.

- Safety: Lack of explosive safety knowledge. Deploy additional explosive safety specialists into theater to work theater licenses.

- Right people at right place: If you don't get it right at the ammunition supply point (ASP) and ammunition transfer and holding point (ATHP), you'll have safety and degradation issues.

- Class V is typically contracted out in CONUS, so the only time most Soldiers learn how to preserve, store, and transport is in theater.

- JMC meets with deploying units to educate them, because these units could very well close down operations in Iraq.

- CECOM has a dedicated flight for its retrograde out of Balad. Efficiency would improve if it could get out directly from Iraq rather than Kuwait.

- CECOM: biggest commodity is the radios. U.S. Forces-Afghanistan (USFOR-A) gave CECOM requirements for radios, so disposition should run more smoothly, as theater will no longer feel the need to hoard things in Kuwait for fear of sending items back to CONUS and then turning around again and sending them to Afghanistan.

401st and 402nd AFSBs:

The mission of the 401st AFSB is to execute theater-wide logistics operations and provide technical support to sustain readiness of U.S. and coalition forces in Southwest Asia and provide the strategic logistics link from the national industrial base to the tactical commander and Soldier in the field.

The 401st AFSB executes, directs, and manages field and sustainment-level logistics for U.S. and selected coalition forces in Afghanistan. The 401st AFSB serves as the single entry point for integration and synchronization for acquisition, logistics, and technology between the tactical and the ME while enhancing unit readiness and improving combat capability in accordance with ARCENT and USFOR-A priorities. The AFSB uses a building-block approach to supporting the Afghanistan combined/joint operations area (CJOA).

The 401st AFSB commands and controls two Army field support battalions (AFSBns): 3/401st AFSBn, which is located at Bagram Airfield and is responsible for supporting Regional Command East and North; and 4/401st AFSBn, which is located at Kandahar Air Field and is responsible for supporting Regional Commands South and West. Each AFSBn has C2 of an LSE and multiple logistics task forces positioned at the seven regional support activities throughout the CJOA. Additionally, every deployed BCT that deploys receives direct support from an attached BLST. The BLST may reach back to the LSE and AFSBn for support, as needed.

OEF expansion (planning/establishing AMC capabilities):

- Assist PMs and PEOs with new equipment fieldings.

- MRAP and MRAP all-terrain vehicle retrofit support.

- Battle-damaged equipment repair.

- Backup field and sustainment maintenance.

- TPE.
- TSS.
- APS.
- Electronic Sustainment Support Center.
- Small Arms Support Center.
- Logistics Assistance Program (LAP).
- ARFORGEN (redeployment, retrograde, and reset).
- Senior command representatives (SCRs) and LARs from the AMC's LCMCs are an integral part of the 401st AFSB team. The SCRs and LARs are on the ground in Afghanistan supporting units and assisting the AFSB staff in leveraging and synchronizing ME capabilities. This integrated team approach is pivotal to the ME's success.

402nd AFSB overview

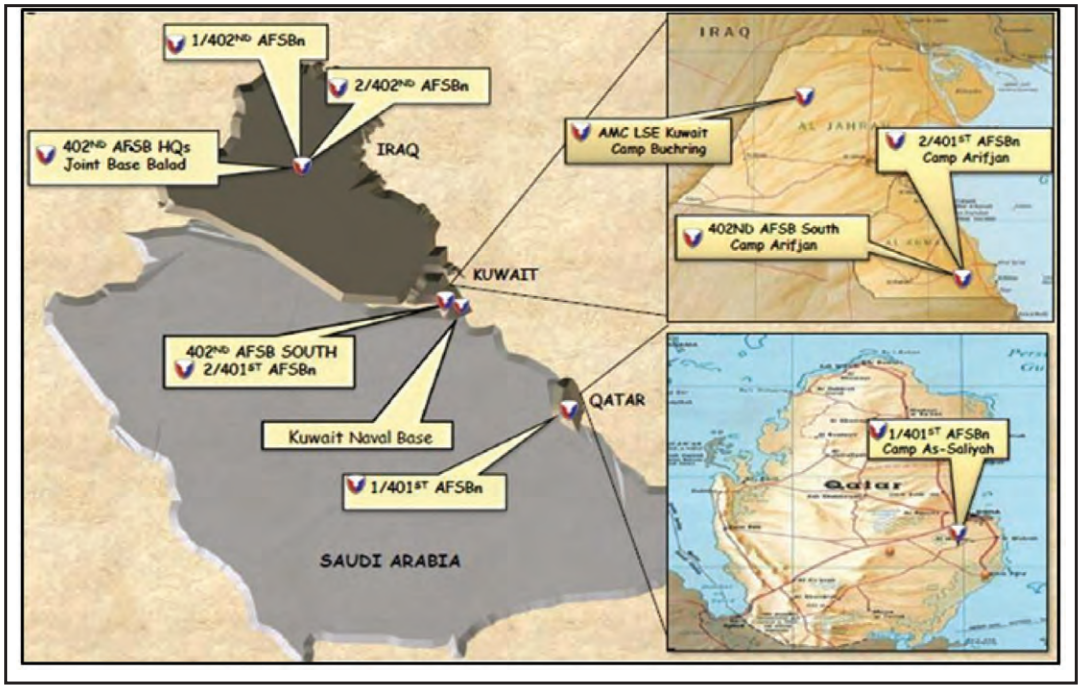


Figure 2-3

The 402nd AFSB, headquartered at Joint Base Balad, Iraq, delivers the full might of the ME to supported forces throughout Iraq. The 402nd AFSB and its subordinate units provide acquisition, logistics, and technology-related sustainment support to Army, joint, and multinational forces as well other government agencies through a combination of DS and GS as directed by the ASC and senior Army Sustainment Command in its AO.

The 402nd AFSB has a network of LSEs providing DS to corps-level activities, AFSBns providing DS at the division or installation level, BLSTs providing DS to their assigned BCT, and LSTs providing DS to non-BCT Army units in their assigned area.

The 402nd AFSB provides ASC and its ME partners a forward presence to assist in managing sustainment maintenance and installation field maintenance. Among the missions managed by the 402nd are: ARFORGEN, including managing the theater property book for Iraq, Kuwait, Qatar, Egypt, Djibouti, and the Horn of Africa; LBE; reset; predeployment training equipment (PDTE); LCMC/maintenance activity synchronization; APS; materiel management; field support; TPE; direct theater support; LAP; and LOGCAP.

Integral parts of the 402nd team, LARs from the AMC's LCMCs are on the ground with supported units. By connecting Soldiers to the national sustainment base, the 402nd is a pivotal part of the ME.

Both battalions of the 402nd AFSB are headquartered at Joint Base Balad. The 1st Battalion provides one-stop single integration fielding for new technology systems, sustainment maintenance, and armoring to units in addition to providing centralized C2 for AMC LCMCs' forward repair activities, the new fielding of equipment, and logistics sustainment. The 2nd Battalion provides logistics expertise through RPATs, mobile RPATs, equipment reset, and managing the largest property book in the history of the U.S Army.

2/401st AFSBn

Observations, Insights, and Challenges:

- The 402nd deals with RPAT yards and units.
- The 401st receives equipment from RPAT yards and interacts with the 593rd Sustainment Brigade for transportation assets.
- The 401st receives retrograded equipment from Iraq.
- 30–40 percent of what the 401st receives is shipped to OEF, while more goes to CONUS.
- Band of excellence with contractor performance.
- Have to be observer/controller.
- Military is a facilitator; cannot put the hammer down, but is required to keep contract performance high.
- Timing of contract changes must be timed based on mission requirements.
- Major contract managers in CONUS, while basic management done in theater by contracting officer representatives (CORs).
- No overlap in DA civilian positions, empty positions (challenge of passengers in general).

- Federal Acquisition Regulation (FAR) fixed contracts — do not work with flexible war situation.
- Equipment allocation board: pulling items out and sending items north.
- ARCENT is the bookkeeper, reconciling the containers in Iraq.
- TSC is the executor: Ahead in rolling stock, behind in containers.
- The time required to go through logistics steps for fielding equipment requests is longer than the request time; most are late and insistent.
- As the mission changes, the passenger requirement does not change to match up.
- Need for military decisionmaking process, so they are process driven.
- Equipment checkbook and maintenance.
- Maintenance tiering: > 1–6 (best–worst) (ARCENT hold) might have a requisition.
- TACOM: TPE refurbishment program.
- New contract: 401st AFSB will end up managing the new contract with a small staff, many of whom are inexperienced. Also, the unit is in theater for only 12 months and then there is a deployment changeover (transfer of authority).

RPAT, W2N, and W7A SSA: The RPAT yard re-establishes accountability, enables asset visibility of the received equipment, and allocates transportation methods for the flagged provisions. The RPAT takes possession of the equipment the unit will not be returning with, finds disposition for that equipment, and ships it to where it is supposed to be going as safely and quickly as possible.

- Disposition instructions are coming down faster due to units wanting to get out of Iraq. Soldiers and commanders know that they cannot de-occupy a forward operating base (FOB) without getting rid of the equipment that used to be hoarded for “possible” missions. The RPAT yard is for processing, not storage. LCMCs sent LNOs to RPAT yards to oversee their area of equipment disposition.
- They have applied resources to the system to assist units as they turn in equipment with stringent maintenance and paperwork requirements.
- Hard to get in/out of RPAT yard, no standing operating procedure (SOP), and instructions vary; little automation (too much inputting done by hand); lacking ITV; TPE Planner has limited functionality.
- Maintain five enduring sites and three temporary sites for the retrograde and redistribution of all Class VII equipment (Property Book Unit Supply Enhanced [PBUSE] processing).
- Provide commanders immediate relief of accountability for turn in of excess equipment with disposition instruction or FRAGO.

- Ship excess equipment to replenish APS-5, TSS, and return to the reset program.
- Facilitates the redistribution (lateral transfers) of equipment from the TSS, ONS sourcing, and battle loss replacement equipment to the unit on the battlefield.
- Provide storage space for PM-fielded equipment in a designated location within the RPAT yard.

Turned-in equipment challenges:

- Hazardous materials (HAZMAT)/trash/ammunition left in vehicles.
- Incomplete or missing documentation.
- Maintenance required for unserviceable vehicles.
- Computer processing unit/Blue Force Tracker with sensitive or classified information not wiped.
- The largest and most time-consuming task is the packing of built-up equipment and materiel headed for W2N SSA (Class IX and unserviceable sort yard).
- This is the materiel not accounted for under green or NSE equipment, which is managed by PBUSE and TPEPBO/TPE Planner. They will classify what can be classified, and any backlog of containers will be sent to Sierra Army Depot (SIAD) for sorting, disposal, and transportation to other depots.
- The materiel tracking is being executed primarily through IT systems, RFID tags, and Global Positioning System. Big Army is leaving items on large FOBs. They are doing moderate inventory, but there are still a lot of items because no one owns it. Units assigned to closing FOBs are doing a good job of taking their items home.
    - "Offenders Report" is still sent, and corps is stating that too much junk is being shipped to Arifjan. With the offender's reports, the problem has improved, but it still needs work and communication to the units.
    - The rule of thumb is to declare as excess as much as possible (do not bring things back to CONUS that cost more to ship, handle, and store than they are worth).

Note: If political pressure forces units to move equipment too quickly, it could cause major disruptions in Kuwait; i.e., ITV, storage capacity, maintenance issues, disorganized disposition, equipment loss, waste, transportation dysfunction.

Kuwait Naval Base/Al Shuaiba:

- Busiest port in the world serving military shipments in/out.
- Army National Guard works land requirements, while Navy and Marine Corps carry out water operations and security.

- Equipment and containers pass through 100-point and 30-point wash points to the sterile yard and on to Shuaiba port of embarkation/debarkation.

- Planned for 89,000 containers to pass through for drawdown to CONUS.

General Observations and Staff

First hardest thing in any large organization is communication. Second hardest thing is proper coordination. Third is follow-up to planning and coordination. Fourth is proper, in-depth planning.

- Differences between Desert Storm: capabilities versus plans versus processes versus phased operation.

- Disposition instructions get down to BCTs faster because people are leaving and closing FOBs instead of trying to hoard equipment for future operations.

- Need better communication/accountability where execution occurs.

- Ownership of the process — not always a need to reinvent it.

- Established contractors do well at LOGCAP, not new ones.

- Overall strategic plan is quite solid; automation system is good; data input needs improvement; communication to tactical executor needs the most improvement.

- Leaks will happen with containers and equipment, but processes are in place to deal with those leaks.

R2TF staff challenges: Contracting

- More COR and contracting officer's technical representatives (COTRs) should arrive trained instead of being expected to manage contracts in an ever-changing situation. Contract change-out is a major factor in creating lag times for personnel to become proficient in operations. We currently have a 3,000+ personnel change-out with the 2/401st AFSB right before the major "waterfall" of equipment rolling through Arifjan. There is no buffer in change-out and training before the bulk of equipment and peak of activity occur.

- A common belief is that there are enough contractors to provide continuity, but how is that true with so many organizations understaffed?

- Need more and better CORs and COTRs; currently little oversight of contractors and no knowledge of contract management

- Contracts should be written with deliverables written in; many contractors make up their own or go by without any requirements to meet.

- Need more skills in writing the statement of work, because it is often vague, which enables contractors to misinterpret and/or abuse.

- Contracts should be managed by core government personnel.
- Contract managers are uniquely skilled, low density.

Transportation

Issues with measurement specifications of equipment to fly or ship because of so many variants and no preparation work done to give shipping plan cause lag in time and paperwork.

Automatic versus manual disposition

- Should capitalize on automation without removing the human oversight to remain flexible for changes in processes and requirements.
- Room for many mistakes.

FRAGOs and OPORDs

- Each FRAGO needs someone to tell you if FRAGOs are still valid if there are amendments.
- Need for central clearing house: something like Project Quick Process.
- People work off of different iterations of guidance and FRAGOs, sometimes with significant policy changes. This leads to lost productivity.

Port operations

- Must keep an eye on trucking and washing operations.

Process change/development

- Change boards should be used when changing systems to prevent gaps in productivity.
- Discipline in process should be looked at to ensure a successful process.
- A lot of excellent planning, but much of the strategic-level planning is not reaching the executor. Executors are working off of precedent rather than command decisions.

Personnel

- Severe lack of continuity; all changes of command are occurring at the same time with little stability.

Command roles and relationships

- Better roles and relationships need to be established.

Equipping deployed units

- Units came in country and did not take what they requested due to changes in mission, commanders, and technology.
- People are doing the right thing, but seven generations of equipment build-up is hard to grasp in numbers of containers for shipping; they can only make a good guess with adjustment processes if needed.
- The biggest challenges are magnitude, transportation costs bringing materiel back, AMC-owned but theater-decided equipment, proper planning, materiel being used in theater.
- Depots waste money and equipment because they are told to prepare, while commanders in theater hold equipment and it is not shipped when it is supposed to be.
- TACOM developed DARR to scrub through the daisy database at DRMO to find questionable items for review to be removed; great potential to recover equipment and save money.
- OEF wants smaller MRAPs. New NATO requirements hold us to giving away certain equipment.
- Periodically conducting assessments of equipment to be moved.
- Working to balance and synchronize sustainment north and retrograde south.
- Can track containers but no authority to task other commanders.

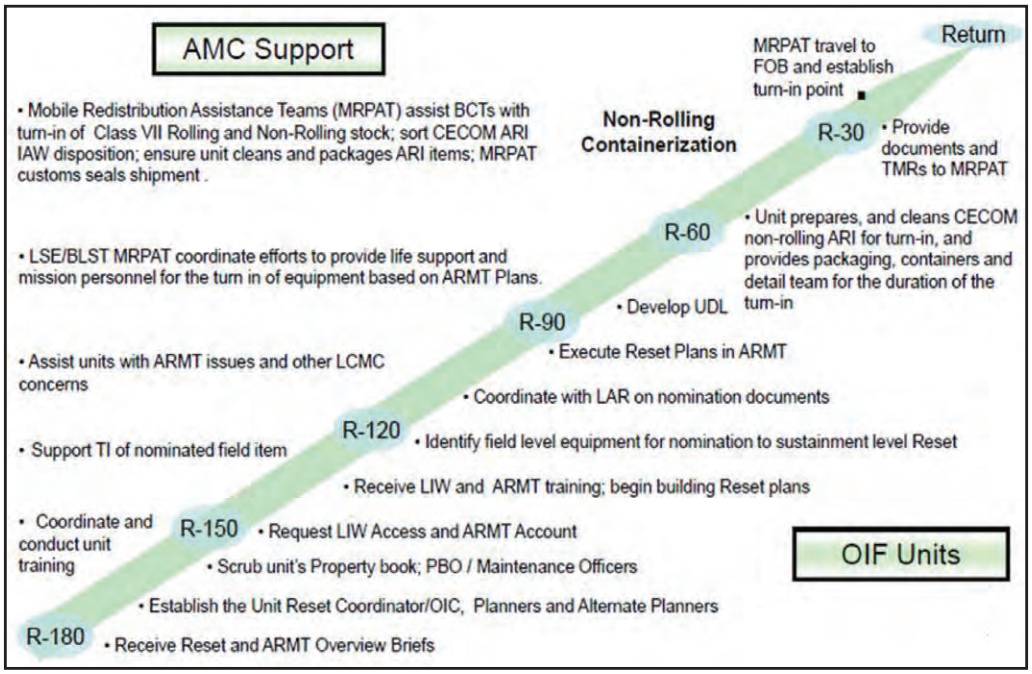


Figure 2-4

Reset: A set of actions to restore equipment to a desired level of combat capability commensurate with a unit's future mission. Reset reverses the effects of combat stress on equipment. It is a fully funded depot-level or contracted maintenance program to repair redeployed unit equipment from OND/OEF to 10/20 standards within a specified timeframe:

- Meeting AMC criteria.
- Returning from CENTCOM.
- Reported within the 180-day reset window.

In order to meet the standard 120-day repair cycle, units must induct equipment within 60 days of established R-date. After 60 days of R-date, ARI items are not guaranteed a return before the close of the 180-day reset window.

- Small arms readiness evaluation team: TACOM.
- Chemical biological equipment repair team: TACOM.
- Communication electronic equipment repair team.

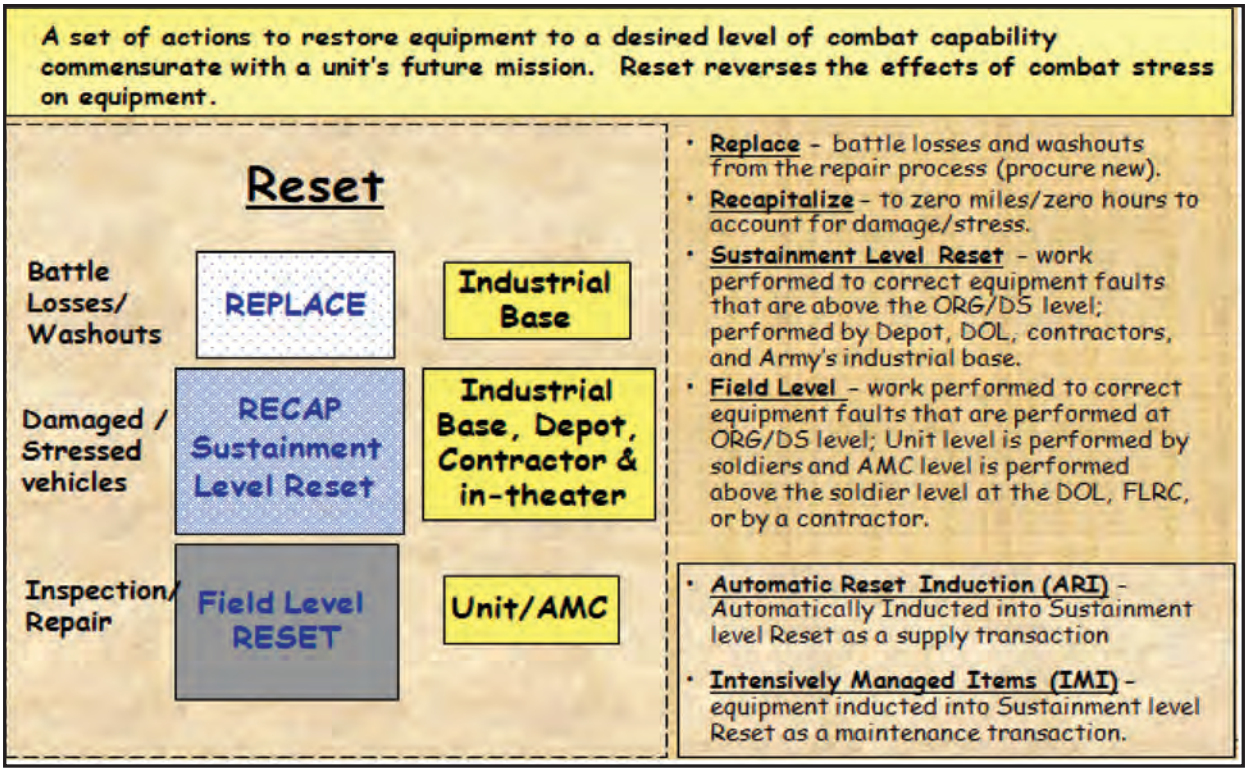


Figure 2-5

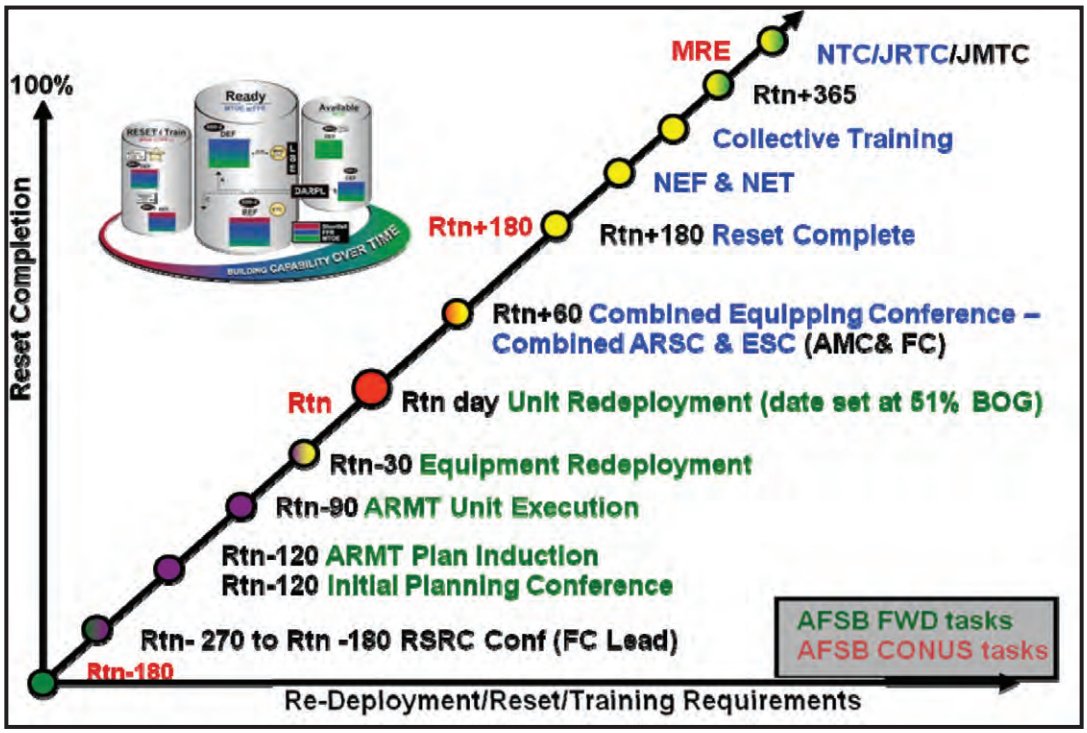


Figure 2-6

Reset observations and insights:

- Some units are not executing ARMT within 120 days of redeployment. This causes timeline constraints associated with SOR guidance and workload plans for equipment reset.

- Need to ensure reset training and guidance down to the company executive officer/supply level because they are the people executing equipment reset. Many company-level leaders are not aware of what or how to execute reset tasks.

Observation: Sometimes the redeployed personnel are at 51 percent but the materiel is still being shipped, which causes a "red" status.

Challenge: 51 percent redeployment threshold, which triggers the reset process and with it the 180-day calendar. Often the reset clock has started, but much of the biggest and most time-consuming pieces of equipment have yet to arrive from theater.

- Typically takes nine months to fully reset a unit. Heavy tactical equipment is usually the equipment that takes the longest to arrive and often comprises the last couple of percentage points that keep a unit from hitting its 100 percent reset-completion target.

- Many people receive reset training in theater, but they leave their unit soon after coming back. A vast amount of knowledge leaves the unit shortly after arriving back at home station. If this occurs, the SPO fills the gap, but there is a lag time to play catch-up.

ARMT (120 days out process) is not designed to target non-brigade-size units. It usually auto populates the reset plan for a brigade-size unit, but the smaller units attached to brigades are not overseen and managed to implement the reset process. Fly-away teams for ARMT training have been in place to train the outlying units that are not aware of ARMT processes.

Many are resetting by companies, which may take two months for a unit, while an ARMT automated brigade reset can be done as a whole in two weeks.

Recommendations:

- Emphasize using proper technical manuals and determine the status of a piece of equipment. Leader inspection and scheduling on training schedules are important.
- Allocate time for unit-level reset as soon as possible. Reset officers in charge (OICs) at all levels must inform their formations on what equipment is unit level and leaders will complete it.
- Unit-level reset is best facilitated when completed in conjunction with the change-of-command inventories inherent to personnel changeover and property accountability re-establishment following a deployment.
- Insight: People need to take ownership of their equipment to prevent many of these issues. Government employees should take more ownership of the process instead of relinquishing responsibilities to contractors.

Combined equipping conference:

- Equipment sourcing is usually first: Work closely with DA G-8, FORSCOM, AMC, LCMCs, and the unit to collectively identify unit shortfalls, shortages, and equipping challenges and provide sourcing solutions to assist the unit in achieving S-2 readiness NLT Return +180. Synchronizes equipment distribution to set conditions for resumption of collective training.
- Reset planning: A single event where the unit and all supporting agencies (LCMC/PMs, force modernization, DA G-8 LNO, and supporting installation elements) synchronize reset/new equipment fielding/training dates and transfer critical information.

End state: A synchronized ARFORGEN calendar that supports the unit's "reset" phase of its ARFORGEN cycle. The unit knows what equipment it will get from DA or FORSCOM and when it will arrive.

- Training synchronization and integration:
    - Brigades must issue a reset OPORD: details of reset and retraining with the clear end state of being well prepared for the next deployment.
    - Should clearly synchronize the turn in and return of equipment, the arrival of special repair teams (SRTs), known mobile training teams, all known major taskings, and the plan of collective training to include situational training

exercise (STX) training, gunnery, tactical operations center (TOC) or command post exercises, brigade-level Battle Command Training Program (BCTP) seminar, mission rehearsal exercise at a combat training center (CTC), block leaves, and the deployment window. The plan must include enough flexibility for the organization to accomplish the many unknown requirements that will emerge.

- Continue to emphasize and support supply discipline. Ensure units schedule time for inventories. Emphasis on commanders briefing brigade commanders prior to starting and ending inventories has proved significant.

Mission requirements always take precedence over reset induction. This requires commanders to redo inventories, creating shortages of LBE personnel for inventories and backlogs of overall progress in unit reset induction timelines.

Establish the specific standards early by which a unit will function upon redeployment. The Command Supply Discipline Program (CSDP), in concert with available installation resources (LARs, etc.) must be synchronized such that units begin reset operations with a foundation rooted in property accountability.

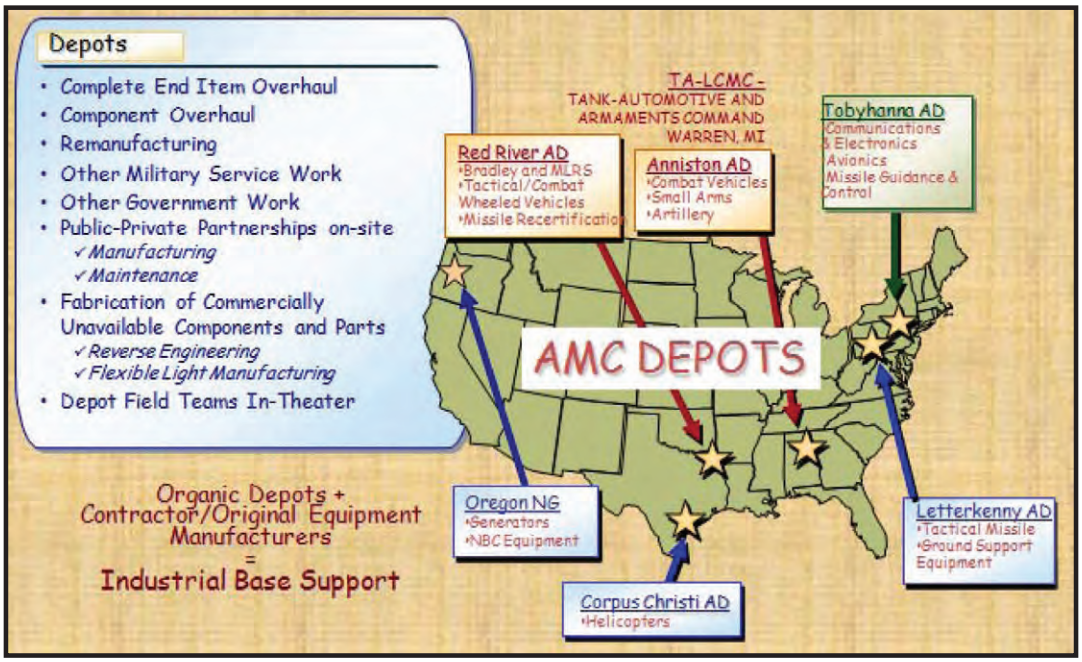


Figure 2-7

Strategic reset challenges:

Operational decisions dictate equipment received at depots:

- Dynamic OEF/OND mission requirements.
- FMS dispositions.

Assets ready to perform reset operations:

- Work force, facilities, and repair parts are staged for reset operations; however, changing mission requirements overseas alter equipment dispositions to CONUS depots.

Supply chain hold-ups:

- Lengthy lead timelines for replacement parts (12–16 months).
- Reset processes stop when parts become unavailable.

Field and sustainment reset:

- We may want to reassess "field" and "sustainment" 5 to 8 years — much of this is contingent on how we gain ME visibility across the entire "field reset and sustainment" enterprise and its ability to support ARFORGEN execution.

Field reset ends at repair and return to the unit; whereas, sustainment ends at repair and return to Army supply. As we gain greater control of field reset capabilities within AMC-managed DOLs, we may be able to shift some "sustainment" capability to DOLs. This may blur the distinction between field reset and sustainment.

Some of the DOLs (like at Fort Hood) are slowly morphing into "regional" ME Field Reset Centers of Excellence with massive PM ASAALT capability. As we strive to become greater, sustainment depot tasks could be performed at these Regional ME Field Reset Centers of Excellence.

- COTS reset — proved to be one of the most difficult areas to complete in unit reset.
- COTS equipment is often not properly accounted for in PBUSE, which feeds the ARMT system.
- Or, it was in the system, but a reset strategy was not identified, resulting in funds not allocated. For example, 25 systems in a program amounted to $5M in non-allocated reset funds.
- Unit-level commanders and supply personnel must learn how to properly account for and document COTS equipment. PBUSE, regardless of the source of procurement, establishes a temporary LIN/national stock number (NSN) (through the SSN–LIN Automated Management and Integrating System [SLAMIS]). Review on-hand equipment and ensure all items are on the property book.
- Verify COTS equipment on the property book is separated if necessary. Example: If a tent system has a generator as part of the system, make sure it is listed as a separate LIN.
- When COTS equipment is found after redeployment and requires action, notify the G-8/Resource Management (RM) section to secure OCO funds and minimize impact on home-station funds.

- Most equipment is easy to take at the RPAT yard except equipment turned in by a contractor that is owned by the government. Most times, there is no PBUSE or TPE record of this equipment, so a found-on-installation process goes into effect to account for it. Items need to be identified to return home with units because they will be ruined waiting at the RPAT yards for turn-in. Most equipment at the RPAT yards needs replacing or refurbishing.

Reset and Depot Operations

Sierra Army Depot (SIAD): Located near unincorporated Herlong, CA, SIAD was established as the major CONUS location capable of supporting the large increase in materiel retrograde, commensurate with the responsible drawdown and reset of units as we transition out of Iraq. Primary mission:

- Return useable materiel and equipment to the Army inventory.
- Maintain accountability and visibility.
- Issue supplies and materiel to units to help reset the force.

Army's main receiving activity for NSE, retail stock, and organizational clothing and individual equipment material from theater:

- Bring materiel items to record (documented and undocumented).
- Store, maintain, and properly manage the assets.
- Fill valid unit requisitions with "excess" serviceable stock.

Equipment/Container documentation: Equipment/vehicles return from theater without proper documentation inside the vehicle:

- The documents on the outside get wet and are unreadable.
- Proper package lists and package documents would reduce wasted man-hours.
- Enforce on units the requirement to place documentation inside containers as well as outside.
- Missing/destroyed paperwork causes immense problems when dealing with equipment containing 100+ components.

SIAD began with 20 percent success on containers having documentation; now it is up to 70 percent success (as of May 2010).

DA Forms 2404, *Equipment Inspection and Maintenance Worksheet*: Often need to be re-created because they do not accompany the equipment (bore scoping, maintenance of vehicles, etc.).

Manual tracking of item serialization: No automated serialization within SDS/LMP. The SIAD staff is forced to keep manual databases on serialized items in storage and loading into LIW.

Asset management: In order to properly maintain Army assets, proper storage is vital to allowing for reuse in the Army. Assets not containerized require proper protection from the elements.

Figure 2-8

Equipment disposition: If a unit does not take the equipment allocated to it, it should be sent to retrograde. Processes have been learned over and over to create decent velocity of equipment retrograde. It is sometimes surprising how fast equipment is vetted through the system.

Supply discipline coming out of theater into CONUS would solve many problems (storage, packaging, transportation tracking, etc.). A clear and adopted SOP must explain what should and should not be destroyed in theater.

Supply systems have improved visibility of equipment and materiel located at SIAD, allowing for redistribution throughout the Army. This lessens the amount of unused equipment that is sent to DRMS due to corrosion, shelf-life expiration, obsolescence, etc.

NSE: The disposition instructions for the classes of supply listed in the R2TF OPORD, Annex D, do not address who owns/disposes of NSE. Large amounts of equipment are awaiting ownership and action.

Figure 2-9

Returning equipment issues:

- APC drain plugs are often removed during sterile cleaning prior to shipment, causing oil to splash and drip during transport/storage. Plugs are missing upon arrival.
- Sierra often receives equipment from sub/sub-contracted vendors. The company/equipment is unknown when it arrives due to the purchase order being passed down until accountability is lost.
- Ammunition found in containers/equipment: Some rolling stock (Abrams, Bradleys, etc.) are being returned from theater with rounds in them. More thorough in-theater inspections must be conducted.
- Classified computers arriving at SIAD, which forced SIAD to establish policies to process and de-classify electronics; by regulation, this should be done in theater.
- Shipments coming to SIAD without considering the sorting, storage, handling, and personnel shifting that has to be done. Container and equipment number projections have very large variance (10,000–90,000) showing up unexpectedly and not through typical supply routes, which creates a problem of discipline, storage, markings, paperwork, etc.

Figure 2-10

- Class III hazards: Class III (oil, antifreeze, etc.) is hard to deal with (shelf life and storage), as environmental laws govern storage. Shelf life is renewed by sending samples for testing, thereby lessening the risk that workers are subjected to when containers arrive with Class III hazards not identified. SIAD utilizes a HAZMAT contractor to dispose of waste.

Stryker New Production and Reset Work

- Currently 28 Strykers/month are rebuilt at Anniston Army Depot (ANAD).
- Operations occur in pairs to allow crews to shift work if behind.

- The public–private partnership between the depot and General Dynamics Land Systems (GDLS) is a work-share agreement in which Detroit-based TACOM Life Cycle Management Command has awarded GDLS a contract to reset Strykers. Under this P3 category, the depot's labor and parts are backed by routine funding streams.

- Through the reset program, work is performed in three phases and is equally split between ANAD and GDLS. From the joint technical inspection to the final inspection by Defense Contract Management Agency, DA civilians performing touch labor — disassembly, repairing, or reassembly — on the Stryker work alongside GDLS technicians doing the same.

- While producing the first order of 312 vehicles, the partners energized a joint "lean" manufacturing team to evaluate processes and prepare the production lines for modification before receiving the next assignment from TACOM LCMC. One effective change was made in the area of suspension inspection and repair. The lean team determined that isolating the suspension work from the rest of phase two's bay-style line provides a better product in less time.

- The depot is resetting all 10 variants within the Stryker family of vehicles. Most of the reset work on the eight-wheeled Stryker is being performed inside the combat vehicle facility, where other mechanics, machinists, and welders are refurbishing tracked vehicles like the M1 Abrams, M88 recovery vehicle, and the Paladin.

- Overall, the partners are employing the skills of about 500 people on the installation in support of the Stryker.

- Combined, the depot and GDLS have about 160 people dedicated to Stryker reset work. GDLS, the Stryker's original equipment manufacturer, has an additional 200-plus technicians either assembling new vehicles or providing parts and technical support for the combat- and battle-damaged Strykers repaired by ANAD employees.

Observations and Insights:

- Annual workload forecasting is not accurate. Annual planning is necessary to determine fiscal year funding requirements in support of ASC-managed ARFORGEN programs (LBE and reset). Planning includes projecting LBE/reset units and equipment densities as far right as 18 months. There is not a single source document that identifies accurate unit deployment/return timelines; LBE and reset equipment densities in plan are "best guess" based on historical data.

- The challenge is to improve accuracy of units and equipment densities; need to develop one source document to accurately forecast unit deployment/return timelines.

- Documented and published processes on rough order of magnitude (ROM); requirements in support of ASC-managed ARFORGEN programs (LBE and reset) must be developed and published. Additionally, funding requirements, processes, and data points to determine funding requirements for work that will carry over into the next fiscal year must be developed, published, and routed through appropriate AFSBs.

3rd ACR: A Unit's Observations of Drawdown and Reset

Lessons learned: A unit's perspective

The following lessons are taken directly from the 3rd ACR reset. They are included to give future organizations an understanding of real-life reset lessons and observations from the unit's perspective.

- Outgoing commanders and turnover — Remaining staff officers should be identified early and given the task of planning reset and retraining. This early training should include contacting the incoming brigade and battalion-level commanders to gain insights into how those commanders will direct the unit during the critical early stages of reset. Waiting until the new commanders are in place can cause critical delays in the reset and retraining phases.

- Battalion-level change of command after redeployment — should be within 70–90 days if leaders have 24+ months in command at redeployment. If less than 24, extending the command through redeployment +180 would be best for reset and leading formations. Generally, outgoing leaders have solid institutional knowledge but won't be present for ongoing Soldier issues and supply/reset problems. Conducting the change of command earlier would cut down on FLIPLs, because normally with time, equipment is recovered.

- Identification of reset managers early on was critical due to necessary training on the ARMT processes. Critical criteria include requisite knowledge/experience and longevity in the unit through a minimum of R+270. Must establish a "heavy hitter" as the OIC at the appropriate level to maintain critical criteria.

- Recommendation: Pursue contract support for a reset professional, who trains and fills information voids that are inevitably present during turbulent times following redeployment.

- Property accountability: Turning in major combat platforms is complicated for unit/level supply personnel.

    - Recommendation: Turn-in rehearsals and 100 percent inventories by unit commanders proved most successful.

    - Accurate and effective tracking and a COP (to include training) are essential for success throughout reset.

- ARMT management: Schedule ARMT classes 2–3 weeks prior to turning in equipment.

- AMC smart cards: Very helpful, provide requirements for turning in various components for each end item. Units prepared complete "books" per end item and walked them through during reset induction.

- SRTs: Each team had a focus area (weapons/optics; chemical, biological, radiological, nuclear, and high-yield explosives; medical; communication equipment). They provided a one-stop shop for the reset of various items. In most cases, a troop or company can shuttle through with hundreds of items inspected, coded out, or overhauled with little or no resource provided by the individual unit.
    - Must task a battalion-level unit to support each SRT — must provide facilities, resources, and serve as a POC site lead to back brief the reset manager
    - Host unit should conduct an AAR — identifies systemic problems at the operator or organization level with regard to care and maintenance of weapon systems and optics.
- Sustainment: Field, maintain, and improve equipment through dedicated professionals providing acquisition support, industrial capability, and logistical support to the commanders in Iraq.
- Theater property: Establish and maintain theater property, equipment accountability, and visibility. Assist commanders with reset planning and responsible drawdown operations.
- Field support: Assist commanders in identifying and resolving technical problems and issues affecting unit and materiel readiness.
- AFSBs: One of the most important resources for deployed units, especially when they are inducting their equipment in ARMT and preparing to go through reset, is the AFSB and its network of important assets, to include LSEs, AFSBns, BLSTs, and LSTs. The BLSTs proved vital to the many BCTs preparing to go through reset. Deploying units should familiarize themselves with the AFSBs and their supporting assets before reaching theater.

Chapter 3

Responsible Drawdown at the Operational Level

LTC Robert S. Crouch, LTC Eric Marrata, and SGM Jerry M. Charles

This chapter focuses on key operational considerations to facilitate a successful, rapid, seamless, and methodical responsible drawdown of forces (RDOF) to achieve the combatant commander's intent and assist commanders, executive officers, and planners in executing drawdown operations.

Anticipatory Drawdown Planning

Joint Publication 4-0, *Joint Logistics*, and Army Field Manual (FM) 4-0, *Sustainment*, clearly delineate functions, responsibilities, and tasks for sustaining forces in the field. Likewise, FM 5-0, *Army Planning and Orders Production*, provides clear guidance on the military decisionmaking process and the fundamentals of planning. However, these doctrinal references fall short in defining the planning considerations associated with the RDOF, which is arguably the most challenging effort faced by planners at the operational level due to the complexity of operations in an environment constrained by a force cap and a defined end date for the operation. This section will outline several considerations to assist operational-level planners in developing RDOF-related planning efforts.

Planning timelines

RDOF operations are not business as usual. The constraints of a force cap and mandated end date for drawdown operations require an extension of the planning horizon — a truly long-range vision and conception of how the drawdown operation will unfold. Typically, drawdown planning at the tactical level employs a planning window of 150 to 180 days prior to a unit's R-date (redeployment date). At the operational level, planners must look a minimum of 12 months into the future; 18 months is preferred to visualize all potential influencers, impacts, and effects of the drawdown operation. Additionally, the extended planning horizon is required to match unit capabilities against requirements within the Army Force Generation (ARFORGEN) construct to ensure the proper mix of forces to continue full spectrum operations (FSO) while simultaneously executing drawdown operations.

Linkage between planning and force generation/transitions management

Planning for RDOF operations at the operational level requires a strong linkage between planners and force managers to ensure the right mix of capabilities are available to support operations within the constraints of a force cap. Force structure planning (aligning capabilities against requirements) during drawdown operations requires intensive force generation and unit transition management. As the proponent for these actions, force managers must be fully nested in the planning effort to ensure the impacts of force structure decisions are understood and considered as the plan is developed. (See the section on force management in this chapter for more information.)

Integration of planning efforts

Integration between sustainment and operational planners is critical for effective drawdown planning. Only through a mutual understanding of mission sets and capabilities can the planners develop an effective plan that will prevent unacceptable gaps in operational capability and sustainment force structure.

Establish the sustainment footprint early

Since RDOF operations occur at the same time as ongoing FSO, sustainment forces have a unique challenge: they must continue to provide support to the force while simultaneously drawing down their own force structure and capability. To ensure the continuity of routine sustainment during retrograde operations, the sustainment footprint must be right-sized/set before supported forces begin their drawdown. Establishing the sustainment footprint early requires a thorough understanding of the strategic drawdown plan and requires operational-level planners to develop solid assumptions of how the drawdown will unfold. Clearly, there are inherent risks associated with setting the sustainment footprint ahead of the drawdown of supported forces; however, the risk is assumed early in the operation, and setting the sustainment footprint early provides flexibility for commanders at the strategic and operational levels.

Target the "easy cuts" to meet force cap requirements

Hard decisions are required regarding force structure during RDOF operations or other operations constrained by a force cap; the goal is to maximize the operational capability of finite assets. At the operational level, one of the easiest and most effective means to maximize capability within a force cap is to eliminate command and control (C2) redundancies — stretch the capabilities of headquarters elements to C2 additional subordinate units. By reducing C2 redundancies, operational planners can retain capability at the company/detachment level within the force cap, with marginal impact on operations.

The sustainment footprint must be reduced to the minimum capability required to support essential operations of the maneuver forces as a first step and then a simultaneous drawdown of maneuver and sustainment forces should occur. In the final stages, the sustainment functions should be passed to the remaining logistics units in the brigade combat teams (BCTs), allowing them to transition with their supported forces and complete the drawdown.

Balance operational and sustainment capability

As planners begin the process of reducing forces in a theater of operations, they must develop a balance between operational capability and sustainment capability. There is a natural tendency to eliminate the sustainment and enabler forces first because they do not provide an inherent capability to engage with the population or enemy. However, as the sustainment and enabling force are withdrawn, there is a direct impact on the operational forces in the form of reduced operational reach and requirements for assumption of additional missions.

Operational tradeoffs

From the operational perspective, the commander and staff must determine the missions being executed, when they can be curtailed, and the support required for each mission. This analysis needs to be executed at all levels and fed to the higher headquarters to accurately capture the

mission and support requirements. While most commanders will want to continue missions as long as possible, decisions must be made based on the gains associated with executing the mission and the support requirements, similar to a cost-benefit analysis.

From the sustainment perspective, the commander must determine where there are capabilities that are being underutilized and where efficiencies can be gained. In some cases, these efficiencies come at the cost of new facilities or locations that are better able to support the operation while reducing costs or manpower. When reviewing the concept of support, the commander and staff must look at it from a perspective of establishing a new operation rather than modifying the existing concept. Locations and operations that were well-suited for initial operations and sustaining ongoing operations may not be the most efficient when executing the drawdown.

Be innovative and find operational efficiencies

Drawdown operations and operations in a force cap-constrained environment require planners to be innovative in their approach toward planning operations. Planners may be able to tailor individual unit capabilities to meet specific requirements — develop a capabilities-based vice an organizationally-based force structure. Although units have doctrinal/modified table of organization and equipment missions, they may be able to execute multifunctional roles, thereby enhancing operational efficiency. The key to expanding these capabilities is to identify and execute any nonstandard training requirements prior to deployment.

Policy

Key doctrinal/regulatory guidance

- FM 3-5, *Army Deployment and Redeployment*, 21 April 2010.
- FM 100-17-5, *Redeployment*, 29 September 1999.
- U.S. Forces Command (FORSCOM)/ARNG Reg. 55-1, *Transportation and Travel: Unit Movement Planning*, June 2006.
- FORSCOM Reg. 55-2, *Transportation and Travel: Unit Movement Data Reporting*, October 1997.

RDOF is one of the military's top priorities but a daunting task, especially in the sustainment community. Redeployment is key to RDOF. Redeployment involves retrograde of personnel, equipment, and materiel. Planning for redeployment is an integral part and should correspond with mission termination or transition plans. Many milestones must be met for a responsible and transparent drawdown of forces. Some of the discussed details and procedures within this chapter are listed below:

- The accountability (identifying and tracking) of equipment for return to the continental United States (CONUS) or fulfillment of any outside the Continental United States (OCONUS) mission.
- The responsible troop withdrawal that does not impact the necessary logistical support required for disposition of remaining equipment and mission support to theater.

- The procedure to repair unserviceable equipment and cross-level serviceable equipment to meet critical needs in theater.

Responsibilities

Responsible drawdown is an operation planned in response to a presidential directive to reduce forces from an operational environment (OE) over a specific time. The purpose of this section is to prescribe the responsibilities inherent to organizations involved with the responsible drawdown of forces. Overall, these organizations provide the necessary planning and resourcing to sustain and move forces conducting responsible drawdown.

Joint task force commander

The joint task force commander will:

- Publish guidance for base closures and facilities in accordance with applicable legal requirements and security agreements.
- Establish a centralized location for standardized information-sharing on the base closure process and procedures.

Army service component commands

Army service component commands will:

- Receive responsible drawdown guidance from higher and develop the plan for the responsible drawdown of forces.
- Determine the organization responsible for the responsible drawdown of forces.
- Publish guidance for base closures and facilities.
- Prepare and transfer excess equipment to another area/requirement.
- Retain and archive basing documentation for all base closures, including:
    - Property deed in English and the local language.
    - Initial, preliminary, and final environmental site closure surveys, including a corrective action plan.
    - Property inventories for all property being transferred to the host nation, including green, white, and real property.
    - Property closure notification.
    - Final signed documents.
    - Miscellaneous documents.

Sustainment Commands (Theater Support Command, Expeditionary Sustainment Command [ESC], Army Field Sustainment Brigade [AFSB])

- Oversee execution of base closure or transfers, including a master listing of agreed facilities and areas.
- Synchronize the movement of resources out of theater.
- Establish a contract or develop a capability to assist in the transportation involved in closing a base; includes various mobility platforms and the capability to prepare for and move equipment when available.
- Synchronize last-minute property disposition changes and complete a property reallocation plan prior.
- Force protection/security of drawdown logistics convoys: provide security from the forward operating base (FOB) out of theater.
- Serve as the central point of contact for the termination of contracts.
- Validate unit requirements for material handling equipment (MHE).
- Coordinate with the host nation for the transfer of excess equipment.
- Redistribute excess equipment to redistribution property accountability team (RPAT) yards or as necessary.

Tactical commands (brigade combat teams [BCTs])

- Establish a base closure team and base closure working group.
- Balance force protection requirements with resources and timelines needed to maintain and operate bases.
- Conduct hazardous materials (HAZMAT) and environmental assessments and compliance inspections.
- Maintain environmental compliance, reports, and oversight.
- Coordinate with the host nation for the transfer of excess equipment and environmental sites.
- Force protection/security of drawdown logistics convoys: provide security, from joint security stations (JSSs) to FOBs.
- Conduct the Command Supply Discipline Program, to include 100 percent inventory of equipment (unit, theater provided; installation; government furnished, contractor maintained).

- Synchronize final land disposition, identify land ownership, and secure property deeds for ammunition and central receiving sites.

- Ensure sustained communication and engagement between operational control/tactical control units and the Logistics Civil Augmentation Program (LOGCAP) by assigning a LOGCAP officer in charge (OIC) in each unit.

Base Closing/Sequencing

The importance of commanders making decisions regarding base realignment and closure and base realignment and return (BRAR) as early as possible is critical, as it allows maximum time to complete base closure preparation tasks, such as drafting scopes of work, producing project planning estimates, and determining the cost of work. The term "realign" refers to the growing or shrinking of an existing base in accordance with operational necessity, and the term "return" refers to returning the base to the host nation. Operational focus may shift priorities that allow concepts to change from "removing everything" to the intent of "leaving everything" (to the greatest extent possible). Contracting officer representative (COR) training is also very important and must be relevant, since the end users in the units were often the CORs who were performing oversight of contract implementation and performance.

As BRAR operations became a priority, construction-by-exception was established to limit the start of new projects only to those who supported health, safety, or anti-terrorism/force protection measures. Force protection at a base during the process of drawing down, closing, or being returned was a primary concern. The personnel needs and support requirements of tenant units residing on base were also significant considerations. Tenant units had to be alerted early to account for their personnel and equipment and arrange for transport to alternative basing. Once a decision was made to return a base to the host nation and a date established for the turnover ceremony, the base inventory became a principal consideration. Conducting inventories aboard a populated base was problematic as tenants moved, rearranged, reallocated, or removed material and equipment.

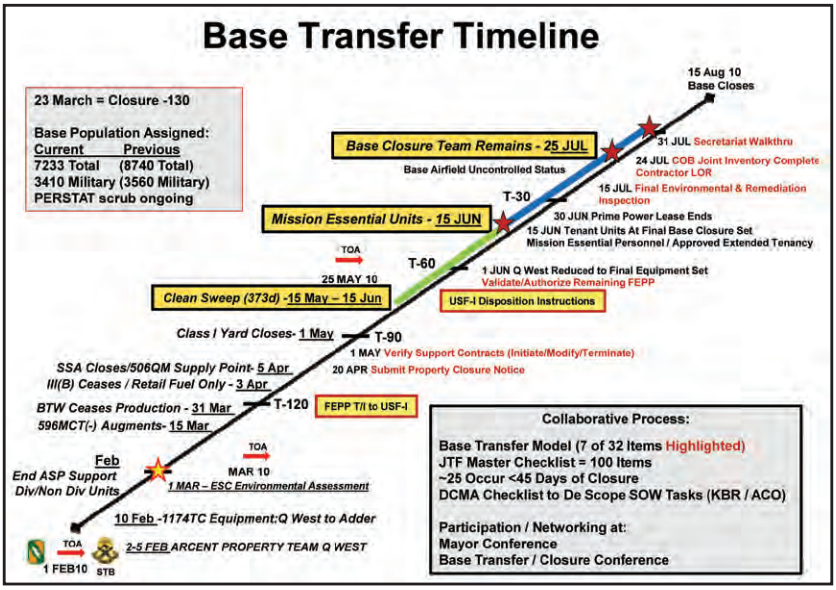
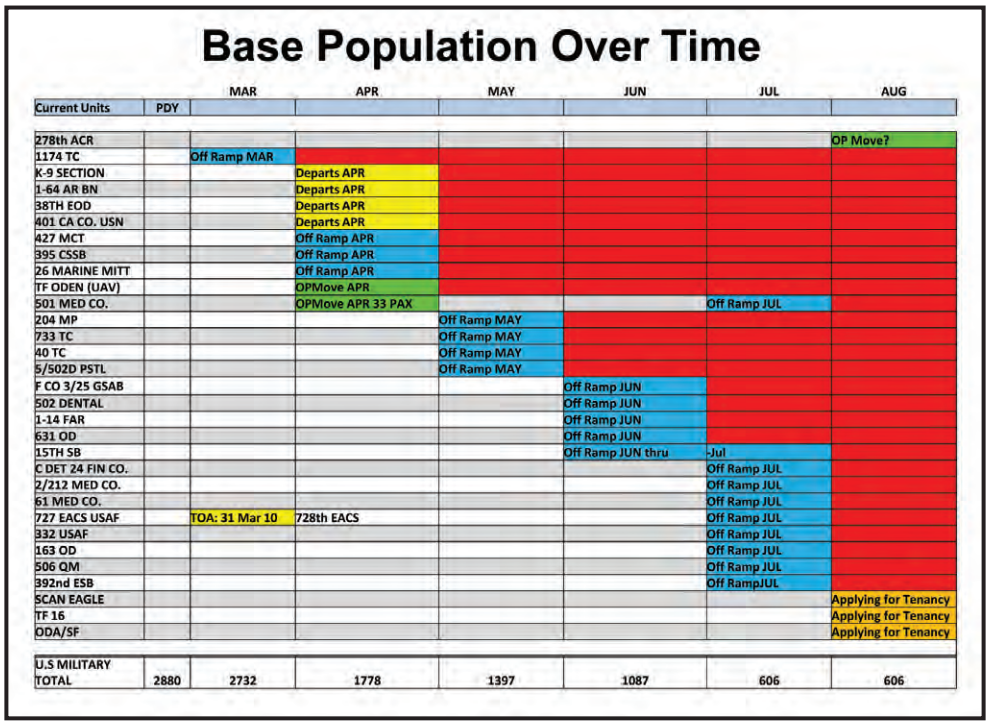


Figure 3-1. Sample base closure timeline



Base Population Over Time

Current Units	PDY	MAR	APR	MAY	JUN	JUL	AUG
278th ACR							OP Move?
1174 TC		Off Ramp MAR					
K-9 SECTION			Departs APR				
1-64 AR BN			Departs APR				
38TH EOD			Departs APR				
401 CA CO. USN			Departs APR				
427 MCT			Off Ramp APR				
395 CSSB			Off Ramp APR				
26 MARINE MITT			Off Ramp APR				
TF ODEN (UAV)			OPMove APR				
501 MED CO.			OPMove APR 33 PAX			Off Ramp JUL	
204 MP				Off Ramp MAY			
733 TC				Off Ramp MAY			
40 TC				Off Ramp MAY			
5/502D PSTL				Off Ramp MAY			
F CO 3/25 GSAB					Off Ramp JUN		
502 DENTAL					Off Ramp JUN		
1-14 FAR					Off Ramp JUN		
631 OD					Off Ramp JUN		
15TH SB					Off Ramp JUN thru	-Jul	
C DET 24 FIN CO.						Off Ramp JUL	
2/212 MED CO.						Off Ramp JUL	
61 MED CO.						Off Ramp JUL	
727 EACS USAF		TOA: 31 Mar 10	728th EACS			Off Ramp JUL	
332 USAF						Off Ramp JUL	
163 OD						Off Ramp JUL	
506 QM						Off Ramp JUL	
392nd ESB						Off RampJUL	
SCAN EAGLE							Applying for Tenancy
TF 16							Applying for Tenancy
ODA/SF							Applying for Tenancy
U.S MILITARY TOTAL	2880	2732	1778	1397	1087	606	606

Figure 3-2. Sample tracking method for departing units

Force management

A properly managed drawdown of forces must include not only the flow of forces and materiel into and out of theater, but also the flow of units as defined by the ARFORGEN model and as implemented by deployment orders. Unlike maneuver units, sustainment units typically deploy in company-size elements or smaller. As such, logistics headquarters manages units with highly staggered deployment and redeployment requirements. The challenge is to synchronize unit deployment and redeployment schedules to the drawdown plan to meet the required skill sets throughout the operation. While working the plan and subsequent actions, it is imperative to work closely with higher headquarters and FORSCOM and use the U.S. Central Command (CENTCOM) business rules as a guide.

Troop to task/RDOF plan: Proper planning for the flow of units into and out of theater requires extensive collaboration between the planners, subordinate brigades, and the ESC commodity managers. Develop a complete troop-to-task list and clearly identify which skill sets will be required by time and location throughout the entire reduction plan. The sustainment reduction plan should be based off the maneuver plan. However, there are times when this is not achievable and the sustainment plan must be developed prior to publication of the maneuver plan. With modularity and the vast array of units managed, actions must occur months in advance. This is even more critical when dealing with reserve component units. Once the RDOF plan is published, the force will have a “road map” toward the reduction goal. At this point, headquarters will be able to identify when units become excess, which units should not deploy, and if any units need to be extended. To accomplish the goals set forth in the plan, the headquarters has three primary means to tailor the force: curtailment, off-ramp, and extension.

- **Curtailment (shorter deployment):** Ideally, a unit's redeployment date will fall directly on the date that its capabilities are no longer required. With RDOF, this is likely, and many units will find their deployments curtailed. Dependent upon the actual length of deployment by the ARFORGEN model, curtailed units should remain in the available pool upon redeployment. Reserve components (United States Army Reserve [USAR])/National Guard (NG) are not subject to more than one activation while in the available pool. If a USAR/NG deployment is curtailed early enough in the deployment cycle, their headquarters (United States Army Reserve Command or National Guard Bureau) may keep them activated and transfer them to another force requirement. If properly managed, curtailments are typically only a couple weeks to a couple months and the aforementioned does not apply. However, there are exceptions, and units with early curtailments are more susceptible to follow-on missions.

- **Off-ramp (cancellation of deployment):** When a unit is scheduled to deploy and its capabilities are no longer required, one course of action is to cancel their deployment. It is imperative to act quickly when off-ramping a unit, and this action has the greatest impact on the reserve and NG components. USAR/NG units notify/mobilize their Soldiers well in advance and begin making civilian career and family decisions in preparation for deployment. If the off-ramp is completed late, it can have significant impact upon the Soldiers in the unit.

- **Extension:** If a unit's capabilities are required for one to three months after their scheduled redeployment date (boots on ground time), extending the deployment may be an option. Extensions are difficult for active component units and are nearly impossible for USAR/NG units. An extension should be treated as a last result, and it is unlikely to gain approval by CENTCOM.

Movement control (echelon above brigade [EAB] transportation operations)

Diligent day-to-day transportation management and planning at EAB level enables uninterrupted sustainment support to U.S. forces without negatively impacting operations during responsible drawdown. The focus of this section is EAB transportation operations. In particular, the following lessons learned can assist EAB mode managers and operators (ESC support operations officer [SPO] mobility, sustainment brigade transportation, and movement control battalion operations).

The daily joint distribution board (JDB) provides a valuable forum for transportation mode managers to synchronize and prioritize efforts. Maneuver unit priorities of effort, sustainment unit priorities of movement by class of supply, main supply route/alternate supply route status, and status of host-nation contract moves (Surface Distribution Deployment Command [SDDC]) include some but not all topics of discussion. Generally, topics areas could be placed into one of the following four types of moves: deployment, redeployment, retrograde, and sustainment.

Deployment and Redeployment

Identify required delivery date (RDD) as soon as possible in any rotation to establish priorities, as equipment consolidation and BCT-replaced equipment outbound occur during virtually the same timeline. Due to the number of equipment sourcing and sequential movement challenges, it may become necessary to make a separate, daily breakout board, bureau, cell working group (B2CWG) from the JDB. B2CWGs are a critical part of EAB logistics, as they facilitate vertical

staff coordination and allow mode operators to conduct decentralized operations. Planning efforts should consider situations that receive ad hoc equipment sourcing through theater-provided equipment (TPE), which cannot be adapted to other purposes.

Dramatic shifts in combat operations sequentially influence equipment sourcing solutions such as lateral transfer directives from RPAT yards and TPE stocks, which, in turn, would require adjustments of transportation movement request (TMR) requirements. Second- and third-order effects cause sustainment planners and transportation managers to constantly react to changing, reprioritizing/reshuffling mode operator execution, thus making the RDD almost unattainable. In the end, an initial operating capability by revised RDDs would be both achievable and acceptable to commanders.

In the case of a significant change of mission throughout a joint operational area (JOA), redeploying BCTs and/or deploying BCTs should get an approved mission-essential equipment list not later than D-120. This allows the transportation community in the theater/JOA time to redistribute TPE to gaining unit equipment consolidation sites in support of RDD and initial/final operating capability deadlines. BCTs deploying to new locations in a developed theater should coordinate movement planning with the supporting sustainment brigade, movement control battalion (MCB), or ESC while conducting predeployment site survey (PDSS) actions.

Host-nation or commercial vendor line-haul capability under the SDDC door-to-door (D2D) program is also a significant enabler in redeployment operations. The D2D allows host-nation vendors to partner in the RDOF. These moves allow equipment to go from origin directly to the strategic ports while establishing jobs for host-nation contractors within the JOA. The redeploying/supported customer unit movement officers (UMOs) coordinate with the Transportation Coordinator's Automated Information for Movement System (TC-AIMS) II office to build their unit deployment/redeployment list and deconflict their equipment pickup locations.

The D2D program also allows transportation planners to redirect transportation resources from redeployment moves for other types of missions. The benefit of this program is additional risk reduction for convoy protection platform (CPP) crews. TC-AIMS II is a deployment/redeployment system of record. Organizational UMOs, mode managers, and mode operators should train on TC-AIMs II in peacetime and in garrison operations to retain proficiency with this Standard Army Management Information System.

Transportation officers and mode managers need to maintain good communication and rapport to eliminate deadhead or unnecessary movement. One way to facilitate good rapport is face-to-face staff visits during PDSS or during movement through the port of embarkation or staging and onward movement. The intangible value of not putting additional vehicle operators or CPPs on the road is difficult to measure but considerably worthwhile.

EAB transportation officers and/or mode managers should become familiar with the existing TTM capabilities of LOGCAP prior to deployment and ensure they attend a COR course prior to deployment.

Retrograde

Retrograde of equipment and/or class of supply leaving an area of responsibility (AOR) moves through established ground lines of communication (GLOCs). EAB mobility sections should also consider establishing other standardized runs between hubs that will ensure extra empty

theater trucks are directed to other areas solely to pick up retrograde equipment and move full loads. Supply support activities (SSAs) and central receiving shipping points (CRSPs) provide centralized locations to consolidate and retrograde supplies.

War on excess programs such as Operation Clean Sweep assist in successfully achieving RDOF milestones to prevent SSAs from becoming excess consolidation supply points for retrograde gathered from FOBs, JSSs, and combat outposts.

Transportation officers and mode managers must manage retrograde intensely on a daily basis. Mobility officers need to coordinate daily with their sustainment counterparts to determine the volume of excess equipment at the CRSP yard and/or volume of excess supplies requiring retrograde from an SSA. The CRSP yard report provides stakeholders asset visibility to coordinate retrograde missions. The CRSP yard report summarized the number of 20-foot container equivalent units, 463L pallets, and/or rolling stock available for retrograde along with the duration that it was in the yard with a projection for pickup. EAB transportation mode managers need to take advantage of all GLOCs with the use of the D2D program to reduce risk to Soldiers and conserve resources.

Sustainment convoys should become standardized transportation requirements in the MCB daily synchronization movement board. The MCB daily synchronization movement board is generally chaired by the MCB S-3, with participants such as the ESC SPO transportation officer, mobility warrant, joint task force (JTF) CTO representative, sustainment brigade SPO transportation officer, and brigade/battalion convoy escort planner. The purpose of the board is to lock in high-priority/critical moves and/or sustainment moves 96 hours out. The board populates a synchronization movement matrix that is published every afternoon in a fragmentary order (FRAGO) as the JTF Corps Movement Program (CMP) to provide a rollup of sustainment moves through various OEs on a daily basis. EAB commodity managers must ensure critical commodity moves or sustainment runs are forecasted during this board. Examples of forecasted commodities and/or projected convoys include multiclass convoys, fuel tankers (empty or full), potable water tankers, black water tankers, refridgeration trailers, and flatbed trailers. The JTF CTO published the daily sustainment move priorities by class of supply. Typically, all Class IX aviation or radar repair parts moved as a number one or high-priority move.

EAB transportation mode managers should train on conducting synchronization movement boards in support of sustainment movements during mission rehearsal exercise/lane training exercise events prior to deployment. Units place Soldiers at risk by conducting convoys off the FOB that are not precoordinated with the OE owner and that do not appear on synchronization documents such as the JTF CMP.

CRSPs/RPAT yards

Brigades must ensure they maintain accountability of equipment and their locations. Commanders must also approve the equipment listing submitted for disposition and ensure equipment is to standard for transfer. Commanders should train personnel on the TPE Planner prior to deployment.

Maintenance support

The maintenance readiness report and the 026 report should be synchronized and interdependent to provide an accurate picture of the unit's maintenance posture. Establish a timeline for the report to be turned in to higher headquarters.

Ensure that all maintenance personnel on staff receive Army Reset Management Tool training prior to deployment. Ensure logistics information warehouse access is granted before deployment by coordinating through the Logistics Support Activity.

Clean Sweep operations

War on excess programs such as Operation Clean Sweep are programs developed to expedite turn-in procedures and provide assistance for excess management. Operation Clean Sweep has proved to be a successful way to manage excess in both garrison and combat environments. In an OE, it is intended to reduce a unit's footprint down to an operational basic load and ensure that when it comes time to redeploy, units manage unit movement and not excess. Providing command emphasis and a high-level validation process ensures compliance through the chain of command to the unit level. As combat missions transition to drawdown of forces, it is important that commanders at all levels understand that the responsibility for drawdown is shared by all units for all equipment and supplies in the AOR. Instilling pride, ownership, and an aggressive CSDP for not only the unit fenceline but the entire FOB will ensure all property is accounted for and cleared from the AOR with proper disposition.

Excess management should be included in each unit's aggressive CSDP. CSDP compliance requires command emphasis, which can become a challenge in an OE.

Mobile redistribution teams (MRTs). MRTs provide on-site assistance in the identification, classification, and disposition/turn-in processes for equipment. The MRT sorts and segregates excess materiel by tenant unit on FOBs. Teams ensure that units sort and segregate equipment in accordance with a five-step process:

- Consume.
- Redistribute.
- Transfer.
- Donate.
- Dispose.

Supplies/materiel with a recoverability code of "O" or "Z" and condition code "H" are turned into the local Defense Reutilization and Marketing Service (DRMS). Class V excess is turned into the supported unit local ammunition transfer and holding point/ammunition supply point. Class VII items found on installation with a line item number and/or select off-the-shelf property are brought to record for turn-in at the supported unit RPAT sites. This includes "white" property brought to record on TPE. MRTs manage the process of packing, blocking, bracing, and preparing shipment TMRs for final destination after disposition is provided.

Clean Sweep reports metrics include tracking the number of containers of excess (serviceable/unserviceable) sent to an activity and/or retrograded/redistributed. Stakeholders are encouraged to query the Integrated Logistics Application Program (ILAP) to track serviceable items brought to record and unserviceable turn-ins.

Prioritizing FOB management and schedules. It is the responsibility of the sustainment brigade and its supporting customers to coordinate Operation Clean Sweep MRT schedules. The schedule should be synched with the J-4 and the FOB closure timeline to provide excess management prior to the United States Forces-Iraq base closure assistance team's arrival and to ensure the inventories and federal excess personal property (FEPP) nominations are initiated 180 days out in accordance with the base closure smart book.

FOB coordination. Clean Sweep efforts should include FOB mayor's cells, supporting agencies (SSA, transportation, HAZMAT, AMC logistics area representatives [LARs], AFSBs, fire station for extinguishers, etc.), brigade/battalion leadership, S-4 OICs/noncommissioned officers in charge, and SPOs. The mayor's cell will provide oversight of all tenant units and their locations to ensure the entire FOB participates. Copies of the FRAGO, training material, and unit responsibilities will be provided and briefed to ensure commanders understand the processes and enforce the standards within their commands prior to the MRT unit footprint visit. Based on the unit listing provided by the mayor's cell, an initial timeline will be agreed on and managed through unit S-4s to ensure a single point of contact and data collection point for each level of command. MRT operational and life support requirements will also be established with the mayor's cell.

SSA posture for increased volume of turn-ins. SSAs will process all national stock number (NSN) items that are managed during Clean Sweep operations. Contractor support should be considered to mitigate military personnel shortages to ensure sufficient personnel are available to conduct turn-in operations.

MHE and TMR support. The supporting agency providing MHE and TMR support must consider the limited time available and set Clean Sweep as a priority in their operations. The MRT should dedicate Soldiers to coordinate any MHE requirements and TMR support for the teams. This will allow the agency and the Soldiers to establish a working relationship and ensure standards are understood.

Expeditionary disposal remediation team (EDRT) specialist. The EDRT specialist is the DRMS forward subject matter expert on unserviceable equipment disposition. The EDRT specialist is responsible for addressing the standards to the units, providing disposition for equipment to be shipped to the Defense Reutilization and Marketing Office (DRMO), and answering to DRMS leadership for any discrepancies. The MRT will not manage or ship any unserviceable demilitarized, scrap, or automation equipment unless disposition is provided by the EDRT. This will ensure that any equipment shipped to supporting DRMOs has the proper paperwork, will be ready to be processed upon receipt, and will not require further segregation by DRMO personnel.

AMC LARs. AMC will provide LARs to assist in the identification and disposition of supplies and equipment. This ensures that equipment is processed through systems of record and not passed to another location.

Clean Sweep lessons learned

- It is crucial to review Corps/Theater Automated Data Processing Service Center referral tables prior to executing Clean Sweep operations. Having updated referral tables allows better coordination for the retrograde or redistribution of excess materiel.

- Synchronize SSAs across an AOR to support responsible drawdown. Ensure all SSAs are aware of upcoming drawdown operations through published FRAGOs. This includes both increasing personnel and material on hand to support increased levels of turn-in. Ensure the leadership at the SSAs are aware and direct their personnel to manage excess in accordance with adjusted Clean Sweep procedures.

- Maintain constant communication with AFSBs to ensure their staffs are available to provide disposition on equipment and assist the units in the identification of found equipment. Have the local AMC LARs (Communications Electronics Command, Tactical Command, and Aviation and Missile Command) present at all unit coordination meetings and imbedded in the units as they are sorting and segregating by class of supply. This will ensure that all equipment is identified prior to the unit location validation and walkthrough.

- The DRMS EDRT specialist is the only individual who can validate equipment and paperwork to be turned in to DRMO. Ensure the EDRT provides the supporting DRMO with daily updates and validates all paperwork prior to equipment being packed for shipment.

- Amnesty turn-in yards remove accountability procedures to ease the processes and paperwork requirements for the units. However, they reduce visibility of on-hand equipment and supplies because the materiel turned in is not brought to record. Most units participating in amnesty turn-ins do not inventory materiel in the containers prior to moving them to collection yards, because they feel they have no obligation to account for equipment that was already present in their footprint upon deployment. By conducting a 100 percent inventory of materiel in all the containers in the footprint, units can save millions of dollars by filling shortages on component listings or shortage annexes, re-establish accountability for items dropped from accountability on FLIPLs, and fill existing Class IX requisitions by cross-referencing NSNs to the open DCR in the unit's Standard Army Maintenance System-1 box. Bottom line: Although amnesty turn-ins benefit units in the short term, they sacrifice the overall effort to achieve property accountability and maintain a high turn-in velocity and are therefore counterproductive to responsible drawdown operations.

Chapter 4

Responsible Drawdown: Tactical Unit Operations

Jack Crafton, Center for Army Lessons Learned

Planning for Redeployment

Unit redeployment begins with receipt of change of mission and redeployment orders from higher command, normally the Army service component commander of the regional combatant commander. Units normally will have 120–150 days notice of redeployment, but notification lead times will vary according to the situation in the area of operations. The key to a successful redeployment is planning, much of which can be accomplished long before receipt of a redeployment order. The following are the fundamentals of good redeployment planning:

- A strong Command Supply Discipline Program (CDSP) — knowing what property is on the unit and theater-provided equipment (TPE) property books; identification and disposition of excess property; and knowing the readiness status of unit equipment.
- A sound unit movement standing operating procedure (SOP) and movement plan that includes accurate organizational equipment lists (OELs).
- Trained and competent unit movement coordinators (UMCs), brigade mobility warrant officers (BMWOs), unit movement officers (UMOs), and hazardous cargo certifying officials.

With these fundamentals in place, units are well prepared to begin redeployment upon notification.

Receipt of redeployment order

Upon receipt of the redeployment order, units will begin planning using the military decisionmaking process. Most units form a redeployment planning cell. The following key personnel should be part of this cell:

- Brigade executive officer.
- Brigade S-3.
- Brigade S-4.
- Brigade S-1.
- Brigade S-6.
- BMWO.
- Brigade property book officer (PBO).

- Brigade support battalion (BSB) support operations officer (SPO).
- Other staff officers and noncommissioned officers (NCOs) as required.

Some key factors that must be considered as the staff begins mission analysis include the following:

- Will the unit be required to close or transfer bases or outposts? This can be a complex process that often requires establishment of a separate planning cell. (Chapter 2 of this special study describes base closure and transfer.)
- What equipment will be redeployed with the unit? What equipment has been identified as being TPE, sustainment reset, foreign military sales, transfers to another theater of war, or to be left as Army prepositioned stocks (APS)?
- What air and sea ports of embarkation (APOEs/SPOEs) will be used? Will equipment and personnel redeploy from APOEs and SPOEs that are in close proximity, or will split operations be necessary?
- What method will the Surface Deployment and Distribution Command (SDDC) use for movement of equipment? Port to door? Door to door (D2D)?
- What type of movement will the unit conduct (unit movement, military line haul, contracted transport, etc.)?

Commanders must develop initial guidance and intent for redeployment operations early in the process to ensure a focused effort by the staff. Particularly critical is the commander's assessment of risk to the mission and personnel and the identification of methods to mitigate the risks during the phases of redeployment.

Planning timelines

Developing a planning timeline early in the process helps provide focus to the staff and to subordinate units. Timelines should be living documents that change as more information becomes available. Timelines should depict major events in the redeployment process and not be too detailed. A simple timeline provided early in the process is more useful than a detailed timeline provided late. An example of a timeline is at Figure 4-1.

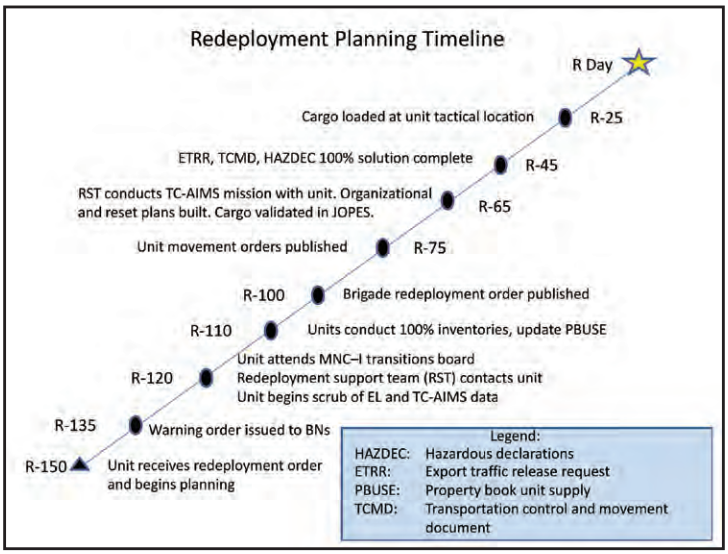


Figure 4-1

Movement planning

The following describes a recommended step-by-step process for developing unit movement plans:

- Identify what needs to be moved. Based upon mission requirements (mission, enemy, terrain and weather, troops and support available–time available, civil considerations) and command guidance, deployment planning must identify the personnel, equipment, and supplies to be deployed and define how the unit will accomplish the move. In the absence of guidance, units plan to deploy with assigned personnel and on-hand equipment. Upon execution, the plan may need to be modified if additional personnel are assigned or equipment is cross-leveled to bring the unit to the required readiness level. The UMO must have a detailed listing of each piece of equipment to be deployed. This listing is based on the OEL produced by Transportation Coordinator's Automated Information for Movements System (TC-AIMS) II. All outsize, oversize, overweight, or hazardous equipment or cargo must be identified, as it will require special considerations.

- Identify equipment to accompany troops (yellow TAT), equipment needed immediately upon arrival (red TAT), and equipment that does not have to accompany troops (NTAT). Yellow TAT must accompany troops and be accessible en route. Examples include Class I basic load items and individual carry-on baggage and weapons. For personnel traveling via commercial air, this is generally the baggage that will fit under the seat. Red TAT must be available at the destination before or upon unit arrival. This equipment may be sensitive cargo that requires special security or handling at the POE or port of debarkation. Red TAT must be unitized or palletized and reported on the OEL/unit deployment list (UDL). Examples include chemical, biological, radiological, nuclear, and high-yield explosives (CBRNE) equipment; mechanics' tools; and generators. NTAT equipment is normally shipped by surface and does not accompany the troops. It consists of all other equipment required by the unit to perform its mission.

- Identify what needs to moved by air. Items to move by air could include personnel, advance parties, baggage, and some equipment. The balance of equipment normally moves by sea.

- Identify hazardous (also sensitive and classified) cargo for packaging, labeling, segregating, and placarding for movement. Annex C to this chapter provides general guidelines for commanders and UMOs concerning general hazardous material (HAZMAT) procedures and documentation requirements. Annex C also provides guidelines for classified and sensitive cargo movement. TC-AIMS identifies HAZMAT equipment.

- Identify bulk cargo that needs to be moved, and develop packing lists. Consolidated cargo (boxed, crated, etc.) loaded in vehicles, containers, and on 463L pallets must display a separate packing list that shows complete contents. Packing lists are not required for items that do not need identification, such as empty vehicles, nested cans, or bundled shovels.

- Identify blocking, bracing, packing, crating, and tie-down (BBPCT) requirements. All crates, containers, boxes, barrels, and loose equipment on a vehicle must be blocked, braced, and tied-down to prevent shifting during transit. The point of contact (POC) for blocking and bracing requirements is normally the UMC or the brigade movement coordinator.

- Translate what needs to be moved into transportation terms. Personnel and equipment data are translated into meaningful unit movement data and recorded on the OEL. During predeployment preparation, units use TC-AIMS to update the OEL and create the UDL. An OEL is a computerized listing (in printed and data file formats) of on-hand equipment, personnel, and supplies in a unit. The OEL supports cargo manifesting for movements and provides input to transportation managers to identify movement requirements. The UDL has evolved to mean an OEL tailored for a specific move. The UDL shows the equipment, personnel, and supplies that will actually deploy. Both the OEL and UDL are created by TC-AIMS.

- Determine how personnel and equipment will move to the POEs. This information is normally included in the redeployment order from higher headquarters. The redeployment support team (RST) from the SDDC battalion supporting the unit will assist in determining specific types of equipment to be moved by different modes and how those entries are made in TC-AIMS.

- Prepare the unit movement plan. Administrative, logistical, and coordination requirements for the plan must be determined. Items such as en route medical, messing, and maintenance for movement to POEs must be coordinated and documented.

Redeployment sight surveys

Recently redeployed units strongly recommend conducting a redeployment sight survey (RDSS), the reverse of the predeployment sight survey that is integral to deployment. An RDSS should be conducted by key members of the redeployment planning cell and should focus on visiting the following areas for elements departing Operation New Dawn (OND):

- Tactical assembly areas (TAAs) (e.g., Camps Virginia and Buehring).
- APOE/departure airfield control group (DACG) (e.g., Ali As Salem Air Base).
- Kuwait Naval Base, where initial reception, searching, washing, and marshalling of vehicles takes place.
- Any supply support activity (SSA) that will be receiving any equipment and material from your unit; e.g., Camp Abidjan.

The goal of the RDSS team should be to fully familiarize itself with the redeployment sites, collect SOPs and policies from the various agencies supporting the redeployment, and meet and establish relationships with key personnel prior to unit arrival.

Redeployment command post

A redeployment command post (RCP) should be established at the TAA prior to the arrival of any Soldiers. The purpose of the RCP is to track the flow of personnel and equipment through the redeployment process and manage the transportation of departing personnel and the various teams needed to support SPOE operations. Most units assign 40–50 personnel to the command post, with emphasis on Soldiers with personnel, supply, and transportation skills. Aircraft availability and available seats will change constantly, and the RCP must have flexible manifests that can be rapidly changed to meet available capacity. The RCP will remain operational until all personnel have departed the TAA and all equipment has been accepted for movement at the SPOE. The RCP must then clear any remaining hand receipts for buildings and/or equipment and process them through the DACG.

Base Closing or Transfer

Units that are required to close or transfer bases or outposts while redeploying are faced with an often daunting task. Some bases have been in existence for years and have experienced numerous unit rotations where continual improvements in force protection and life support facilities have been accomplished. GEN Odierno, Commander, Multi-National Force-Iraq (MNF-I), published guidance for base closure in a memo dated 20 April 2009. As an example, a recent closing of a base in Iraq required the movement or disposition of the following:

- Almost 250 acres of real estate.
- Over 3,000 Soldiers, Airmen, civilian contractors, and local/third-country national workers.
- Over 400 containerized housing units and shower/bathroom trailers.
- Over 170 buildings, 17 guard towers, and several additional pieces of real property.
- Over 1,700 truckloads of contractor managed, government owned property, valued at over $22 million.

- Over 175,000 gallons of JP8 fuel.
- Over 1,200 m^3 of contaminated soil.

Adding to the complexity of the operation, over 10 military and civilian agencies with separate chains of command operated on the base. The key to success in closing the base was the early establishment of a base closure team comprised of action officers from all agencies residing on the base. Beginning as a small planning cell, the team grew in size to over 300 personnel holding important roles in executing the closing. The final team composition was as shown below:

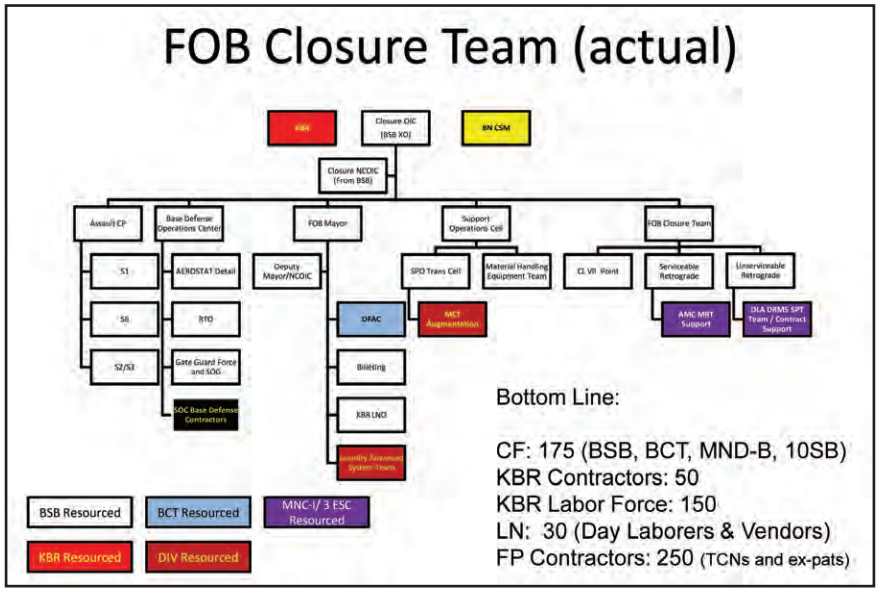


Figure 4-2

Several nodes proved critical to the closure effort:

- The support operations transportation section coordinated over 5,550 truckload movements.
- The bulk and retail fuel point coordinated the drawdown of over 175,000 gallons of fuel.
- The “four corners” retrograde yard, under the command and control (C2) of a single NCO, processed over 2,500 items of excess or unneeded equipment.

Executing the plan

Standard closure timelines and checklists have been developed by divisions and corps to use as guides for base closure operations. An example base/outposts checklist is at Annex B to this chapter. Figure 4-3 is an example of a 150-day plan for base transfer.

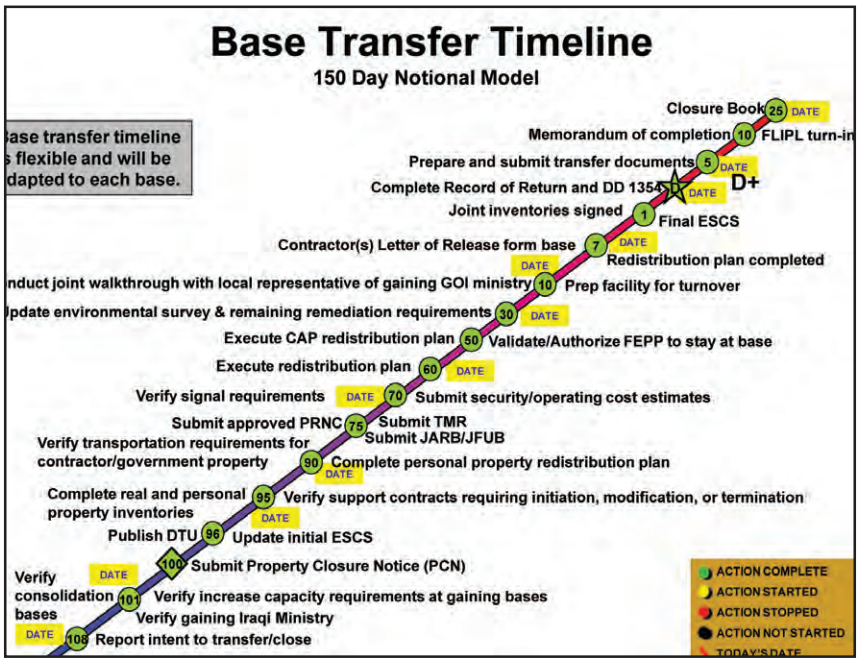


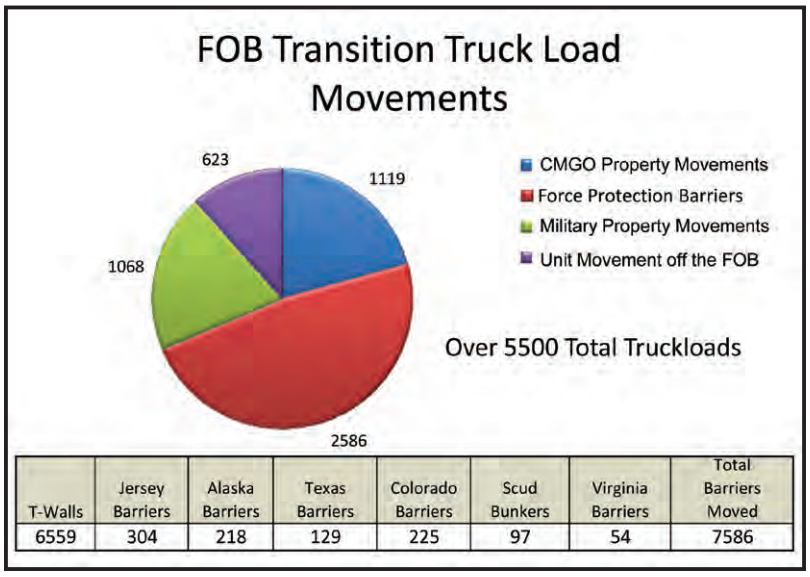
Figure 4-3

Equipment retrograde

The unit must establish a process to remove all materiel and equipment, including force protection barriers, containers, trash, scrap metal, old Class III (P), and random Class IX parts that have accumulated over numerous rotations. Drawing on experiences from the National Training Center (NTC), the transition team for the unit described above established a "four corners" operation run by one of the senior NCOs on the ground. He worked hand in hand with the Defense Logistics Agency (DLA) Defense Reutilization Management Program in theater to establish a scrap metal collection point, which eventually accumulated over 200,000 pounds of scrap metal for which DLA coordinated removal. The turn-in NCO in charge also established points for turn in of HAZMAT, Class II, Class IV, Class VII, and Class IX. There was also a multitude of Class VII categorized as "found on the installation" to include mine plows, trailers, a high mobility multipurpose wheeled vehicle (HMMWV) Egress Assistant Trainer (HEAT) rollover trainer, and several other items. With the assistance of the movement controllers, the SPO transportation section was able to submit transportation movement requests (TMRs) and retrograde that equipment to the redeployment property accountability team (RPAT) yard.

Environmental surveys

One of the tasks on the Multi-National Corps-Iraq (MNC-I) transition timeline is to "update the initial Environmental Site Compliance Survey." Brigade combat teams (BCTs) are not resourced with environmental experts. The unit in this example turned to its division headquarters (HQ) for assistance and was greatly assisted by the environmental compliance officer. Not only did the team receive a copy of the survey, but it was able to coordinate with the Multi-National Division-Baghdad (MDN-B) environmental office to conduct an updated site visit. MND-B and MNF-I environmental representatives ended up back at the base to supervise the environmental reclamation of contaminated soil from the bulk fuel point before they conducted the final clearance inspection. An example environmental self-assessment is at Annex A to this chapter.



T-Walls	Jersey Barriers	Alaska Barriers	Texas Barriers	Colorado Barriers	Scud Bunkers	Virginia Barriers	Total Barriers Moved
6559	304	218	129	225	97	54	7586

Figure 4-4

Truckload movements off the Base

The SPO transportation section coordinated over 5,500 truckload movements to retrograde equipment and material from the base. The diagram above shows the breakdown of truckload movements. Force protection barriers represented only 2 percent of property line numbers on the base but required almost 50 percent of the total truckloads. One of the key issues that required additional help was the drawdown of the fuel system supply point. Not only did the transition team need to draw down over 175,000 gallons of JP8 that was on-hand on the base, but it also had to coordinate the environmental assessment and clean up with the division environmental and engineering assets. The mayor's cell must work not only with the tenant units on the base but also with contractors and perhaps the gaining Iraqi unit once identified. In this example, the mayor's cell focused on day-to-day operations required to run the forward operating base (FOB), coordinating the execution of closure tasks with the Kellogg, Brown and Root (KBR) closure team and the completion of real property inventories with the gaining unit or organization.

Expectation Management with Government of Iraq Agencies

If a base or outpost is being transferred to a Government of Iraq (GOI) agency or the Iraqi Army (IA), commanders and senior staff officers must engage the gaining agency early and discuss the disposition of real property and materiel. The IA remains short of resources and often expects to be provided much if not all of the real property and materiel on a base when U.S. forces depart. In the past, many units have been able to leave significant amounts of materiel behind. Recent policy changes have placed restrictions on the types of equipment that can be given to agencies and dollar value ceilings for transfers have also been adjusted. Commanders need to be fully aware of the policies in effect for the transfer of property to GOI agencies and should consult the staff judge advocate whenever questions arise or further guidance is needed. IA commanders are particularly interested in the following types of equipment:

- Power generation units.

- Air conditioners.
- Light sets.
- Force protection barriers.
- Furniture.

Engaging gaining agency leaders early and clearly outlining what can and cannot be left behind will make the final transfer of the base much smoother.

Lessons Learned

Closing or transferring a large base requires a series of skill sets that the BCT often does not possess. Units require assistance from outside agencies to achieve many of the key base closure tasks. Some lessons learned:

- **Develop brigade- and division-level closure working groups.** The purpose of the working groups is to synchronize plans, policies, and procedures regarding base transition; synchronize the transition timing between the operational and logistical staffs; and ensure unity of effort concerning base transition. The transition of a base is a complex (and possibly adaptive) problem set that requires multiple points of synchronization from multiple organizations. Difficulty in synchronizing OND base closure efforts has caused much consternation among the staff sections involved from the unit, MNF-I, MNC-I, and MND-B. However, most of the assets required for the transition of a base are not task-organized under the C2 of the BCT or the G-4. BCT and division-level groups allow for better flow of information and enable more responsive decision making.

- **Termination of contracts.** Each of the groups of contracts that provide basic life support (KBR under LOGCAP), force protection under Joint Contracting Command-Iraq, and the contracted maintenance support for the BSB under the control of the Expeditionary Support Command (ESC) is managed differently by different points of contact within different organizations. To cancel the corps logistics service support maintenance contractors, the transition team was required to coordinate with ESC contracting. To cancel the force protection contract, the transition team was required to coordinate with an MNF-I agency. Each contracting agency required a different standard for termination of services. The MNF-I or MND transition working groups should coordinate and process the appropriate paperwork to terminate services instead of each unit transition team having to research the documentation, routing procedures, and signature authority requirements to terminate services contracts.

- **Transition guidance.** Upon assumption of mission there were three sets of guidance: MNC-IOPORD 09-01, MND-B OPORD 09-01, and MND-B G-4 LOGCAP. Each directed the transition or removal of different items of government furnished, contractor managed (GFCM) property. Based on the guidance to remove power generation equipment as part of base closure, it was necessary to coordinate with KBR for stay behind support. This has currently been remedied by GEN Odierno's guidance, dated 20 April 2009, on the return or closure of bases and facilities in Iraq.

- **Contract removal of equipment.** Both local contractors and theater-level contractors (force protection, intelligence, and communications) must either remove their equipment as part of the base closure or coordinate for that equipment's removal from the base, including latrines and trash dumpsters that are locally contracted as well as force protection and communications equipment that has to be removed at the last minute by the transition team. Failure to do so causes difficulty for the closure team as it prepares to depart the base. Failure of the local contractor to remove contracted equipment (dumpsters and latrines) causes a tremendous amount of angst for the closure team and unit. In this example, the contractor failed to recover the equipment prior to the closure team departing the base, and when the contractor arrived the following day the IA would not allow the workers entrance to the base to retrieve the equipment. The closure team must include a timeline for removal of equipment and termination of services and the possible outcome if that timeline is not adhered to. Also, with theater-level contracts, the MND-B (or higher) closure working groups should ensure that all provided equipment is accounted for and removed by field service representatives and/or subject matter experts.

- **Identification of material handling equipment (MHE) requirements.** In this example, the FOB transition team failed to adequately forecast MHE requirements, which forced the BSB SPO to react and support with additional forklift assets from the SSA. Had the transition team done an adequate forecast, the team could have contracted for additional MHE (cranes, forklifts, etc.) to support the mission. Additionally, proper forecasting would have allowed for field ordering officer (FOO) dollars to be better spent. As a planning factor, experience has shown one must over estimate MHE requirements. MHE will break, be required elsewhere to support other missions, or end up insufficient for the mission at hand.

Materiel Disposition Procedures

A key first step in redeployment is establishing 100 percent accountability of unit equipment and identifying excess TPE for turn-in. In any theater of operations, the generation of excess materiel is inevitable. Unit rotations, new equipment fielding, adjustments in unit authorizations, and changes in the demand for supplies all cause excess. To address this issue in OND, Operation Clean Sweep was conducted by MNC-I and MNF-I to move excess wheeled vehicles, containers, and other excess or unneeded property to RPAT yards run by the 402nd Army Field Support Brigade (AFSB) in Iraq. Ultimately, this property will be redistributed within theater, retained for APS, transferred to Operation Enduring Freedom (OEF) units, donated to the Iraqi government or other foreign sovereignty to assist in meeting regional strategic goals, or disposed of in accordance with approved guidelines. Remaining equipment will be taken back to the United States to be repaired and reissued to units as part of the sustainment reset program.

Types of property:

- **Unit organizational property.** This is property that is on unit commander hand receipts and was brought with the unit from home station. Unit commanders and supply personnel use the Property Book Unit Supply Enhanced (PBUSE) system to manage this property and work closely with the brigade PBO to ensure accuracy of the master hand receipt.

- **TPE.** This is property that the unit signed for upon arrival in theater, normally from the previous unit during the relief in place/transfer of authority (RIP/TOA) process. This property is managed using the TPE planner data base developed by Army Materiel Command (AMC) and United States Forces-Iraq (USF-I). Unit commanders and supply personnel still work with the PBO to ensure accuracy of this hand receipt and data base.

- **Installation property.** This is commonly called "white" property and consists of property needed for life support and force protection. Unit commanders may or may not sign for this property; it is often managed by the mayor's cell on large bases. This property requires the same level of management as others.

- **GFCM.** This property is normally hand receipted to the contractor directly from a responsible government agent. Units are involved because contracting officers representatives (CORs) have responsibility for ensuring that the contractor is performing its property accountability functions as directed by contract. At the closure or transfer of a base or outpost, it is critical that the COR ensures that the contractor fulfills its obligation per the closure plan.

Unit responsibilities

Commanders must account for all property acquired by the Army, regardless of its source. This includes rapid fielding equipment, GFCM property; materiel purchased with the Army Purchase Card/Government Purchase Card, and fabricated property. The following steps can assist in gaining 100 percent accountability:

- Conduct a complete sweep of the unit area, motor pool, container express (CONEX) containers, and common areas.

- Identify type and source of equipment and conduct 100 percent inventories.

- Make adjustments to the unit property book using the PBUSE system.

- Make adjustments in the TPE property book using TPE Planner.

- PBOs must update the Automated Reset Management Tool (ARMT) not later than (NLT) R-120 to ensure that sustainment reset disposition instructions will be provided on time.

- Make adjustments to any installation property books for nonorganizational equipment.

- Commanders should review the reconciliation report and the commander's hand receipt in the PBUSE system. These two reports will show what discrepancies are currently on the commander's entire hand receipt as well as what property is not sub-hand receipted.

- Initiate financial liability investigations of property loss (FLIPL) to document the circumstances concerning the loss, damage, or destruction of government property. The FLIPL serves as a supporting document for adjusting property book records.

- Report any excess or unaccounted for equipment to your PBO, who will request disposition from the local SSA. Normally, the unit will be directed to move the equipment to the RPAT yard for turn-in.

Property going into sustainment reset

Sustainment reset is the general support or depot-level repair performed by a depot or the original equipment manufacturer. The program is designed to overhaul, recapitalize, or rebuild equipment to the national maintenance standard. AMC is responsible for ensuring that redeploying units have fully mission capable vehicles and equipment at the end of reset (R+180). As part of this reset process, certain types of property will automatically receive disposition instructions for turn-in and processing for movement to depots in the United States. This automatic reset initiative (ARI) is generated based on property book entries; inaccurate property book entries will cause inaccurate disposition instructions to be generated and cause unnecessary work for unit and AMC personnel. Units may nominate non-ARI property to go into sustainment reset. PBOs must ensure that the ARMT is updated NLT R-120 to ensure the process provides timely disposition instructions.

Disposition of excess or unneeded property

All excess or unneeded property must be properly turned-in, transferred, or disposed of according to Army regulations and local directives. The PBO and SSA will assist in determining how you request disposition of these types of property. The authority to accomplish one of these actions comes in the form of disposition instructions which normally flow in the form of a fragmentary order from higher headquarters. Disposition instructions can direct accomplishment of any of the following:

- Lateral transfer to another unit.
- Turn in to an SSA.
- Turn in TPE to the RPAT yard.
- Turn in unserviceable property to Defense Reutilization and Marketing Office.
- Turn over equipment to a GOI or IA agency at the time of base or outpost transfer.

Disposition instructions will also have specific guidelines for how the turn-in should be accomplished, the standard to which the equipment must be maintained, and how basic issue items and other associated material issued with the property must be handled.

Turn-in procedures

Turning in property to an SSA or the RPAT yard can be a challenging process: certain documentation is required, turn-in standards must be met, and transportation of the property to disposition locations must be arranged. The key to success is developing a relationship with the SSA or RPAT yard and becoming fully versed in their SOPs and policies.

Unit equipment lists (UELs)

Unit supply personnel will work with UMO to reconcile the PBUSE date with the UEL in TC-AIMS. The UEL will be converted to a UDL when the unit begins processing equipment for shipment. The UDL data is also used to produce shipping labels that provide in-transit visibility during movement. An accurate unit hand receipt in PBUSE will greatly enhance the unit's ability to prepare redeployment documents and shipping labels when needed.

Lessons learned

- Brigade and battalion commanders who place emphasis on CDSP will have successful redeployments because the groundwork for all movement planning will have been laid by having accurate unit hand receipts and minimal excess property.
- Monthly 10 percent inventories, though challenging to accomplish in theater, are the key to good property accountability.
- Obtain or develop detailed checklists for executing supply transactions, to not waste time and effort "recreating the wheel" every time you must turn-in or laterally transfer property.
- At R-120, PBUSE, TPE Planner, ARMT, and TC-AIMS data should be verified accurate. At this point the process begins moving quickly and database changes will result in undue waste of time and effort by supply and movement personnel.
- Work closely with the PBO; follow up on all transactions until they are accurately reflected in the property book. Ask for advice when having difficulty; the PBO is the unit expert on supply transactions and accountability.
- Maintain detailed records for all transactions; keep copies of all disposition instructions, turn-in documents, and e-mails/correspondence that impact transactions.
- Keep e-mail addresses, phone numbers, unit identification code data, and other contact information for any unit with which supply transactions are conducted. If a discrepancy arises following a lateral transfer and the unit involved has rotated from theater, it will save having to track them down.

Force Protection

Force protection must be an integral part of redeployment planning. There are many factors that impact the ability of the commander to protect his personnel and property:

- Units may not be backfilled or may be backfilled by much smaller units, which makes the traditional RIP challenging.
- Units will likely close or transfer bases or outposts, requiring careful force protection planning as forces and assets such as barriers are removed.
- Contracts for civilian security companies must be closely managed to ensure coverage throughout the drawdown as needed by the commander.

- Force protection barriers, lights, real property, and communications systems must be removed or reduced during the redeployment process, potentially increasing risk to the force.

- Vehicles, containers, and other equipment must be staged for shipment, creating a potential enemy/criminal target and requiring security at a time the unit may be reducing personnel.

- Commanders may need to leave a larger rear detachment, including more security capability, to ensure a successful redeployment

Hub and spoke

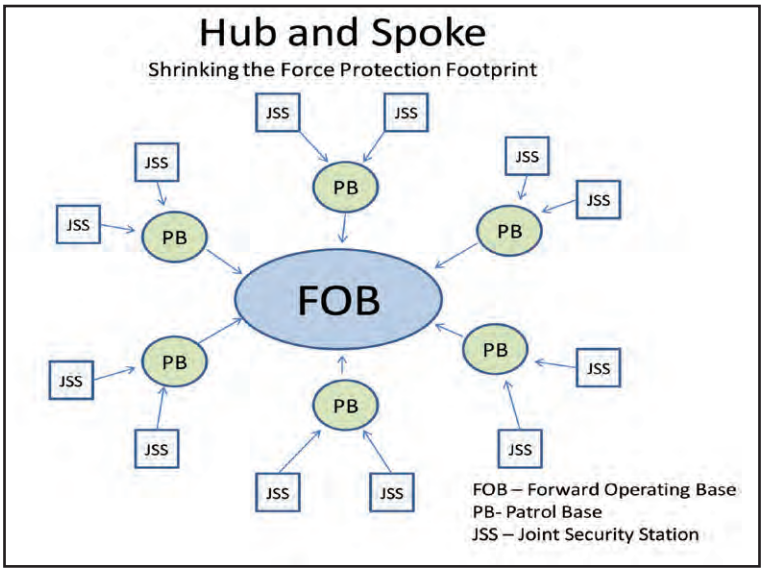


Figure 4-5

Hub and spoke is a simple and effective concept for shrinking the force protection footprint while simultaneously closing and transferring bases and outposts. Units first draw down force protection equipment and personnel from joint security stations (JSSs) while the parent patrol base provides overwatch and security. Once the JSSs are closed or transferred, the unit begins moving out of the patrol bases while the FOB provides overwatch and security. Finally, the smaller FOBs will collapse on the larger FOBs designated to remain after 31 August 2010. Force protection and drawdown planning must be conducted in parallel, ensuring that force protection equipment is not removed until the security situation dictates.

Managing contract security

Bases or outposts that employ private contract security for all or a portion of their force protection capability must work closely with the COR throughout the redeployment process. The COR can closely monitor contract performance and the drawdown of the contracted security force to ensure that a proper level of force protection is maintained while ensuring funds are not wasted on unneeded security personnel. Commanders and CORs must also monitor how the contractor manages GFCM property, particularly force protection equipment which should be handled with the same level of care as organizational or TPE property.

Property Disposition: Managing Expectations

As stated in Chapter 3, commanders must comply with specific regulatory requirements when disposing of government property of any type. Commanders of units serving jointly with IA or Iraqi Police (IP) elements at JSSs or combat outposts must clearly communicate to the gaining forces what can and cannot be left behind at the location. The IA and, to a lesser extent, the IP remain short of resources and may expect U.S. forces to leave significant amounts of property behind for IA/IP use. Regulations clearly dictate the type and dollar amounts of U.S. government property that can be given to GOI, IA, or IP units upon departure of U.S. forces. Clearly communicating this to the gaining Iraqi agency or commander early on in the process can avoid misunderstanding or distrust at the critical point of transfer of the base or outpost. Host-nation forces will be particularly interested in keeping the following types of property:

- Force protection barriers.
- Power generation units.
- Light sets.
- Containerized housing or security units.
- Furniture.

Policies governing the types and dollar amounts of property that can be given to the Iraqis have recently changed. Commanders should ensure they understand current policies and consult a judge advocate general if unclear on what can and cannot be left behind.

Staging vehicles and equipment

Whether conducting D2D or port-to-door redeployments, units will be required to assemble vehicles, containers, and other equipment for shipment by military line-haul or contract movement. Some units will choose to establish a consolidated tactical assembly area (CTAA) as described in Chapter 5, while others will simply choose to gather the property in a motor pool or large open area. Regardless of how the property is staged, it can quickly become a very large target. Additionally, contract carriers will need access to this area for loading vehicles, so units must ensure it is not located near any sensitive areas. Force protection personnel must work closely with BMWOs and UMOs to select the best place to stage this property to meet the needs of the carrier while still ensuring a secure force protection profile.

Rear detachments

If a unit is not being backfilled, or is being backfilled by a much smaller unit, it may be necessary to add additional security personnel to the rear detachment. Commanders can also coordinate with adjacent units to see if some overwatch can be provided during the final days of redeployment to allow for a reduced security element. If not properly planned and executed, the final days of the redeployment process could leave units in a vulnerable position with reduced force protection equipment and personnel and higher profile targets presented in the CTAAs and staging areas.

Lessons learned

- Force protection is a key element of redeployment and must be included in all planning.
- Transportation and supply personnel need to include force protection when developing movement plans and developing CTAAs and staging areas for shipment.
- Commanders need to manage expectations when discussing property to be left behind to IA or IP upon transfer of bases or outposts. Friction can occur if this process is not transparent to the gaining Iraqi commander.
- CORs for security contracts play an important role in redeployment, ensuring that contracted security is available in sufficient force as units close or transfer bases and outposts.

Port-to-Door Redeployment

Port-to-door redeployment is the traditional process of redeployment familiar to most. Port-to-door involves movement from tactical unit locations to assembly areas (AAs), where units then prepare their equipment and personnel for movement to the SPOE/APOE and subsequent movement directly to home station. Equipment preparation is done in a secure environment normally controlled by the Army service component commander. Movement from the combat zone to the communications zone (COMMZ) can be conducted in the following ways:

- Tactical unit movement (road march).
- Convoy wheeled vehicles and move tracked vehicles by military heavy equipment transport.
- Contract to move vehicles and personnel by air or ground transport.

Most BCTs and battalion-size units will utilize the D2D process, moving unit property directly from the unit tactical location to home station. Sustainment reset equipment will normally move from the unit location to the 2/401st AFSB in Kuwait for processing. Some units will still conduct port-to-door operations, with some possible variations in the process due to availability of transportation, the situation on the ground, and other factors.

Planning

Planning for port-to-door is generally more detailed than D2D. UMOs must plan for two separate operations: at the tactical unit location to prepare vehicles and containers for line haul and then at the TAA to prepare vehicles for loading at the SPOE. A general planning timeline for port-to-door follows.

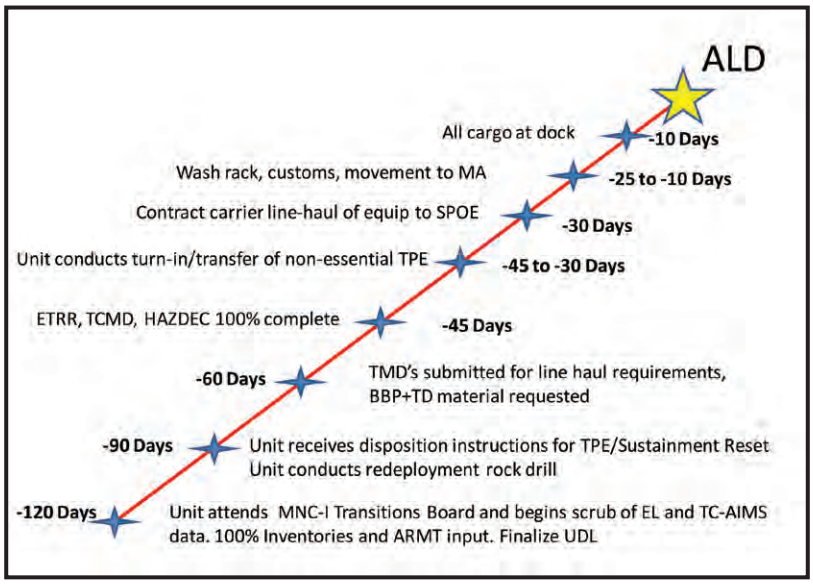


Figure 4-6

An RST from the 840th Transportation Battalion will be assigned to work with unit mobility warrants and UMOs. The RST assists in preparation of TC-AIMS data and HAZMAT documentation. They will also be present for printing of shipping labels and preparation of export traffic release requests and transportation control and movement documents (TCMDs). UMOs must work closely with unit supply personnel to ensure that property book data in PBUSE translates to equipment lists and unit deployment data in TC-AIMS. Final disposition instructions will determine where certain property will be shipped.

Hazardous material

Each unit (company or detachment) requires at least one individual trained, other than the UMO, to certify hazardous cargo. Hazardous cargo certifiers must be trained at a Department of Defense (DOD)-approved school and be knowledgeable on applicable regulations for all modes of shipment. Once trained and appointed by the unit commander in writing, these individuals can certify documentation for all commercial and military modes of shipment. The hazardous cargo certifying official is responsible for ensuring shipments are properly prepared, packaged, labeled, and segregated. The certifying official is also responsible for personally inspecting the item being certified and signing the HAZMAT documentation. Appendix D of Field Manual (FM) 4-01-011, *Unit Movement Operations,* provides general HAZMAT guidance for commanders and UMOs, and extracts of the document have been included in Annex C to this chapter. The RST from the 840th Transportation Battalion can assist with HAZMAT issues. UMOs and hazardous cargo certifiers must be prepared to account for all the HAZMAT to be shipped at the R-45 day's mark.

Preparing for shipment by contract carrier

Due to the distances involved in OND, most units redeploying from OND using the port-to-door procedures will move vehicles and equipment by contracted transport. Units will assemble their vehicles and containers at a few geographically dispersed marshaling areas to ensure loads are available and ready when trucks arrive. To do this, they developed the concept of the CTAA. The term was chosen to avoid connotations of the doctrinal marshaling area, which

typically is located in a secure environment in the COMMZ (consult FM 100–17–3, *Reception, Staging, Onward Movement, and Integration*). The CTAA was designed as a tactical assembly area rather than a marshaling area to remind Soldiers that they are still in contact with the enemy and that unloading, reloading, and getting transport back on the road to Kuwait remains a combat operation, not an administrative movement. Redeploying equipment is staged at the CTAA according to the timeline in the unit redeployment order. The CTAA is non-doctrinal since it combines the functions of both a marshaling area and a tactical assembly area. Units will still prepare vehicles and equipment for onward movement as they do in tactical assembly areas; however their preparations are conducted at bases that remain engaged in daily combat operations. The process begins with the nonessential equipment and progresses to mission-essential equipment, all time-phased by the units' available load dates at the sea port of embarkation. A CTAA requires large areas of land for handling equipment. It also depends upon access to materiel-handling equipment and crane support, calling for maintaining open TMRs with the local area movement control team.

Four corners

Units must prepare their vehicles and equipment for redeployment to the continental United States. This has traditionally been done at the SPOE, but now most OND units will have their vehicles moved by contract carrier or military line-haul from their tactical unit location directly to the SPOE for washing. Units therefore must conduct "four corners" supply download on their own prior to loading vehicles for shipment. Four corners is a streamlined process by which units turn in equipment that will not be going to home station with them. The four corners name hails back to a similar supply download point familiar to all Soldiers who conduct training at the NTC, Fort Irwin, CA. Four corners operations enable units to efficiently and safely receive, store, and retrograde the following classes of supply: Class I, Class II, Class III (Package), Class IV, and Class IX. An effective four corners operation will:

- Minimize abandoned equipment and trash in the theater redeployment sites.
- Speed used supplies back to the inventory.
- Facilitate the preparation units needing to conduct wash rack operations and customs inspections.

A typical four corners download site will feature a series of lanes separated by pallets or bins to receive everything from food; ammunition; cots; nuclear, biological, chemical (NBC) items; construction materials; repair parts; and Class III (Bulk), Class VIII, and CL IX. Class V should be consolidated and turned in at an ammunition holding area (AHA) positioned near the four corners download site. Equipment requirements include MHE; shipping containers; tentage with power, heat, and air conditioning for administrative requirements; voice/data connectivity; phones; computers; portable light sets; dumpsters; portable latrines; hand washing stations; combat lifesaver bags; amnesty boxes for contraband, Class V, and Class VIII; lane marking signage and traffic cones; pallets; banding materials and CONEX inserts; racks for gas cylinder storage; and personal protective equipment for the Soldiers staffing the site. Trash is disposed of and serviceable items are turned in for reissue. Collected items are stored in 20- or 40-foot containers and taken to a retrograde yard where the supplies are inspected and classified as serviceable or unserviceable. An effective four corners download operation can operate 24 hours per day.

Figure 4- 7

Preparing vehicles and containers for shipment

Wheeled vehicles and containers will be shipped by contract carriers. Major weapons systems going to sustainment reset, and sensitive items containers will be moved by military line-haul. In either case, units should have vehicles and containers staged and ready in a central location in time for pick-up. Unit personnel will assist with tie-down, and preparation of major weapons systems move by military line-haul. Generally, contract carriers will perform all actions required to prepare wheeled vehicles and containers for shipment.

Customs procedures

All DOD-sponsored cargo is inspected at the overseas point of origin by military customs inspectors. Military equipment is inspected at the time it is placed in boxes, crates, containers, sea vans, or similar receptacles for movement and secured until departure from the overseas area. Normally, the customs inspection will take place at the unit tactical location for containers and at the SPOE for vehicles and sensitive items. Vehicles and similar items to be shipped are inspected and secured immediately prior to loading onto the departing aircraft or vessel. The packing list and TCMD for each container replace Department of Defense (DD) Form 1253, *Military Customs Inspection (Label),* and DD Form 1253-1, *Military Customs Inspection (Tag).* Unit representatives coordinate inspection times with customs officials at least five days prior to inspection.

Activities at the SPOE

Units deploy unit personnel, supplies, and equipment by sea through a port that is commanded or contracted by the SDDC. Before being loaded onto vessels, vehicles and equipment are held in the port staging area to prepare for shipment. Before moving to the port staging area, the vehicles and equipment may be assembled in a marshaling area. There is a distinction between the two areas, although they serve much the same purpose. In a marshaling area, the owning command retains responsibility and accountability for the shipment. Once in the staging area, the port commander assumes custody of equipment and supplies. When port call instructions are received from the SDDC operations center, units are notified when and where to move their

vehicles and equipment. This destination may be a port marshaling area or a port staging area. In Kuwait, Security Forces South is tasked to establish a marshaling area near the port staging area to receive unit vehicles and equipment and configure them for overseas movement by sea, prior to entering the staging area. Accountability for personnel, vehicles, equipment, and supplies remains with the deploying unit in the marshaling area. The following activities take place in the marshaling area:

- Unit equipment and supplies are checked to ensure they are properly labeled and tagged and accompanied by proper documentation.
- Cargo lashings and height limitations are checked to ensure the loads are within parameters for shipment. Secondary loads (unit supplies and equipment on vehicles) are checked to ensure they are properly blocked, braced, and secured.
- Preventive maintenance checks and services are conducted and any required organizational or direct support maintenance accomplished, and fuel levels in vehicles and equipment being shipped adjusted to proper levels. Shipping labels are checked to ensure they are working.
- Hazardous cargo is checked to ensure it is segregated, properly classified, described, packaged, marked, labeled, and in proper condition for transportation in accordance with Code of Federal Regulation (CFR) 49 and other prescribed regulations or directives. The SDDC port commander has responsibility for the staging area.

Figure 4-8

The staging area is the final location where unit vehicles and equipment are assembled prior to boarding the vessel. As the vessel readies for loading, the port commander calls forward vehicles and equipment from the marshaling area to the staging area based on a call forward plan. The port commander assumes custody and accountability of the equipment and supplies in the staging area. Units usually arrange equipment and supplies in the staging area in the order that it is to move onto the ship. When the unit arrives in the staging area, an SDDC element is there

to meet the following responsibilities, many of which are double-checks of actions taken in the marshaling area:

- Operates the staging area to receive, stage, provide safety briefings, and supervise embarkation of unit personnel, supplies, and equipment in the port onto vessels.
- Establishes and directs port communications, safety policies, and physical security procedures for equipment. Within this general category of safety and security, plans and implements procedures for the handling and storage of HAZMAT, controlled, sensitive, and pilferable items. Ensures HAZMAT items are properly marked, labeled, and documented as HAZMAT and staged and stowed in accordance with CFR 49.
- Ensures secondary loads are properly blocked, braced, and secured and assures cargo lashings and height limitations of equipment are within parameters. Corrects deficiencies not resolved in the marshaling area.
- Regulates military traffic within the port.
- Develops stow plans, supervises vessel loading, inspects vessel readiness, and provides documentation.
- Controls all equipment departing the staging area for vessel loading. Scans or interrogates all unit equipment and sustainment cargo as it arrives and leaves the staging area. As part of this tracking, makes a final check of shipping labels to ensure they are readable and properly affixed. Repairs or replaces any shipping labels or military shipping labels (MSLs) that are damaged, inaccurate, or missing.
- Uses the Worldwide Port System (WPS) to capture the movement of unit equipment through the port complex to the vessel final stowage location and sends the data to the Global Transportation Network (GTN). (Scans MSLs and shipping labels and sends the data to WPS and then to GTN.)
- Ensures equipment and supplies are properly documented.
- Ensures fuel is adjusted to the proper level in vehicles and other equipment being shipped.
- Provides vehicle operators for all types of equipment to move vehicles in the staging area and assists in loading and unloading the vessels.
- Provides vehicle recovery in the staging area during loading and unloading of vessels.

Final actions

When all unit equipment and vehicles have been accepted by SDDC personnel at the SPOE, the unit personnel will be released back to the redeployment command post. At this point, movement personnel will be processed for movement back to home station.

Lessons Learned

- Trained MWOs and UMOs are the key to successful movement planning and operations.
- UMOs must establish close relationships with the RSTs to ensure the latest information related to the unit movement is available. Changes in timelines and even SPOEs are not unusual.
- UMOs should meet regularly with unit supply personnel to ensure that property book data matches TC-AIMS II data. There will be many supply transactions during the final 75 days of redeployment planning, and UMOs must ensure that these changes are reflected in UMLs.
- Make sure that the contract carrier has good contact information at the unit location. DSN phone numbers are of no use to the carrier, so commercial phone numbers and e-mail addresses must be provided to ensure the unit is kept up to date on arrival dates and times.
- Take care in establishing the CTAA or staging area for vehicles and containers awaiting line-haul of contract movement. The area should provide good force protection but must also be easily accessible to the carrier. Avoid establishing the CTAA far from the access gate to show the carrier as little of the base as possible.

Door-to-Door Redeployment

D2D redeployment is a process developed by the SDDC to rapidly move unit equipment and vehicles directly from FOBs and other unit tactical locations to home station. The D2D process is designed to reduce transit time and streamline traditional redeployment activities performed by units in AAs.

Traditionally, unit personnel and equipment have moved simultaneously to AAs in a secure rear area for redeployment after being relieved from their operational mission. Units in the AA then conduct “four corners” operations, which include: inventory, inspection, and processing equipment for turn-in or transfer; loading containers; preparing documentation; conducting U.S. Customs inspections; finalizing unit movement data; and planning for movement to a POE. Units update UDLs and generate documentation and MSLs using TC-AIMS. This process can take between two and three weeks and requires extensive use of unit personnel to process equipment and vehicles.

D2D streamlines this process and relieves the unit of much of the labor required to clean, pack, and load equipment at the SPOE. The D2D process can provide contract carriers to load equipment at the origin; move it to the port; and then clean, process, and load the equipment onto vessels for shipping. Unit personnel still play a key role in D2D by ensuring that accurate and complete equipment lists are generated in TC-AIMS and the Joint Operation Planning and Execution System (JOPES). BMWOs and UMOs are key players in the process and ensure unit equipment is prepared for shipment and proper documentation is completed, particularly for HAZMAT.

Unit personnel no longer:

- Wash major end items and containers to satisfy Department of Agriculture standards.
- Stage equipment for movement from the AA to the SPOE.
- Provide loading teams and drivers to support SPOE operations.
- Provide supercargoes personnel.
- Coordinate for customs clearance inspections on rolling stock.
- Identify BBPCT requirements; this short-ton requirement is extracted from TC-AIMS.

Units still must:

- Identify items to be moved.
- Confirm TAT and NTAT requirements.
- Identify items to move by air (advance parties, personnel, baggage, and some equipment) and by sea.
- Stage equipment and vehicles at unit location for pickup.
- Provide oversight of vehicle and equipment loading by carrier.
- Load containers and coordinate customs clearance for internal loads.
- Identify hazardous, sensitive, and classified cargo for packaging, labeling, segregating, and placarding for movement.
- Identify what needs to be moved into transportation terms using TC-AIMS and report data through service feeder systems into JOPES through appropriate command channels to U.S. Central Command (CENTCOM).
- Properly label all equipment and vehicles.
- Provide a POC e-mail and phone number to the RST and carriers for coordination.
- Determine how personnel and remaining equipment will be moved to the APOEs.

The SDDC is responsible for the planning and execution of D2D shipments. In theater, the 840th Transportation Battalion executes this mission and assists units in preparing for redeployment. The terminal operations section of the 840th is the POC for D2D operations and will normally contact units to begin planning their redeployment operation 120 days prior to the authorized load date (ALD) of the equipment at the port. The 840th will designate an RST to support each BCT or smaller unit during the D2D process. It is critical that BMWOs at BCT level and UMOs at lower level establish a close relationship with the RST and consult with the team throughout the process. The RST is a small team (three Soldiers) of experts who advise and assist in preparations for redeployment.

DTD Planning

The Jordanian Port of Aqaba is the newest SPOE/SPOD servicing the CENTCOM area of operations. SDDC began developing the port capability in late 2008 and has moved small shipments and conducted small-unit D2D moves as a proof of principle. Recently the first BCT D2D redeployment was conducted through the port. The Jordanians have been extremely cooperative in making the port fully capable of handling military equipment. Unit personnel will never see Aqaba, but it is important to have an understanding of port operations there for D2D to be a viable redeployment option for the U.S. military. Some key points follow:

- The Jordanian government is very sensitive to the presence of foreign military equipment in the Kingdom; all shipments will be covered and moved through remote areas.
- The U.S. military footprint in Jordan is extremely small and relies heavily upon Jordanian contract logistics companies and carriers for execution of the mission.
- No major weapons systems or sensitive items containers are moving through Jordan.
- The Jordanian military secures all convoys upon entry into the Jordan and provides security at the port throughout the shipping process.
- Jordanian transportation carriers will proceed directly into Iraq and to the unit tactical location to pick up cargo. All drivers require clearance from the Jordan General HQ, which must be updated every 30 days.
- The capabilities of Aqaba provide relief to the ports in Kuwait and are strategically important to the U.S. government.

D2D redeployment is a part of the overall unit redeployment process. Units should form a redeployment planning cell that plans for the overall movement of the unit. The D2D process is a major subset of the redeployment and it will involve approximately 70 percent (when shipping through Aqaba) of the unit equipment and rolling stock. Major weapons systems, sensitive items containers, and TAT equipment currently are not shipped via D2D through Aqaba and will be moved separately. Unit personnel will redeploy through APOEs that are far removed from the SPOE used for shipping the D2D equipment. Units generally receive change of mission instructions 150 days prior to redeployment, including D2D instructions. The general D2D planning milestones are depicted in Figure 4-9.

The RSTs work with units to build TC-AIMS databases and with identifying HAZMAT and preparing it for shipment. The RST cannot do the work for the unit BMWOs and UMOs but can support them throughout the process.

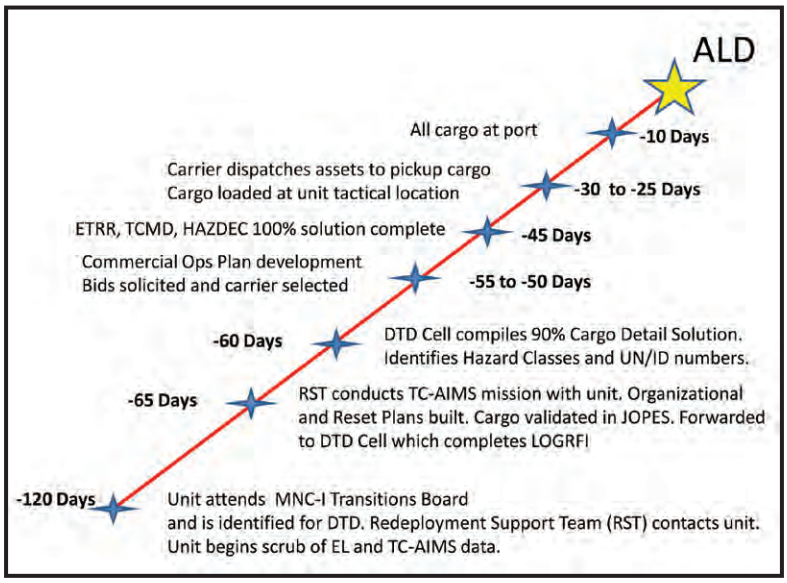


Figure 4-9

The BMWOs and UMOs are the key players in the D2D process. The BMWO provides the brigade with deployment training and execution expertise. He is a movement technician who manages and controls the flow of Army transportation during unit movement operations. BMWO key roles and functions include:

- Plans and supervises the movement and deployment of Army personnel and equipment.
- Coordinates movement requests with joint, Army, and commercial agencies.
- Translates and submits unit movement requests in the Defense Transportation System.
- Provides technical understanding and guidance on the implementation and use of transportation automated information systems.
- Trains unit personnel on their responsibilities in unit movement processes and on their tasks associated with unit movement information systems.
- Advises and assists commanders and staffs on unit movement operations.

UMOs are appointed at the company and battalion levels. The UMO represents the company or battalion commander in attending to the details of getting the unit ready for movement and maintaining readiness once achieved. The position is extremely important. While different commanders may demand more or less of their UMO, FM 4-01-011 outlines the duties and responsibilities that must be accomplished for the unit to perform a successful unit move. Key UMO roles and functions include:

- Supervises preparation and maintenance of unit movement and unit load plans (rail, air, and vehicle load plans); supervises execution of the plans on order.

- Uses TC-AIMS to prepare and maintain documentation needed for unit movements. This includes maintaining the unit movement data from which the OEL is generated, and creating and processing the UDL. The OEL and UDL include equipment, personnel, and supplies. The company UDLs are passed to the battalion where they are merged into a battalion UDL.

- Trains unit load teams.

- Ensures availability of unit personnel authorized to handle and certify hazardous materials.

- Ensures packing lists are properly prepared.

- Ensures all cargo is properly labeled.

- Assists in the preparation of unit passenger and cargo manifests. Inspects manifests for accuracy.

The commercial carrier will arrive at the unit tactical location at the required time and date with the necessary blocking, bracing, tarping, and tie-down equipment to move all D2D equipment and vehicles. The carrier will load the equipment, cover it with tarps, and secure final load documentation from the RSTs and UMOs. Units should ensure that a designated location is established for all equipment, containers, and vehicles so that the carrier is not required to move through the unit tactical location to secure the cargo. Once the carrier departs the location, the D2D process is complete for the unit and no other actions are required until the cargo arrives at the destination.

The key to a successful D2D redeployment is for leaders at all levels to be involved in the process and provide support to the RST, BMWO, and UMO as needed. Competent and trained personnel provided with the necessary assets will have successful D2D redeployments.

Hazardous Material

Movement of unit HAZMAT and cargo is always a challenging process. Using D2D does not change that, and, in fact, D2D includes shipment of unit Class VII HAZMAT, which requires additional attention. The government of Jordan is particularly sensitive to HAZMAT and has placed strict controls on its movement and entry into Jordan. The timelines established by the SDDC and 840th Transportation Battalion for completion and submission of hazardous declarations (HAZDECs) and other documentation must be met to comply with Jordanian customs requirements.

Each unit (company or detachment) requires at least one individual trained to certify hazardous cargo. This individual should not be the UMO. Hazardous cargo certifiers must be trained at a DOD-approved school and be knowledgeable on applicable regulations for all modes of shipment. Once trained and appointed by the unit commander in writing, these individuals can certify documentation for all commercial and military modes of shipment. The hazardous cargo certifying official is responsible for ensuring shipments are properly prepared, packaged, labeled, and segregated. The certifying official is also responsible for personally inspecting the item being certified and signing the HAZMAT documentation. Appendix D of FM 4-01-011 provides general HAZMAT guidance for commanders and UMOs, and extracts of the documentation have

been included in Annex C to this chapter. The RST from the 840th Transportation Battalion can assist with HAZMAT issues at the -65 day unit visit. UMOs and hazardous cargo certifiers must be prepared to account for all the HAZMAT to be shipped via D2D at the -65 day meeting with the RST.

Lessons Learned

The initial BCT-level D2D redeployment was very successful. Cargo was picked up, delivered to the port, washed, loaded, and shipped according to the planning timeline. A vast majority of the vehicles and containers were properly prepared for shipment and efficiently loaded and moved from the tactical unit location with proper documentation. There are some areas that require refinement to make D2D operations as smooth as possible. The following is a summation of observations from the Port of Aqaba.

- **Documentation.** The key requirement that remains unchanged with D2D redeployment is the need for units to prepare proper documentation to support movement of equipment and vehicles. Unit data in TC-AIMS must be accurate and complete. HAZDECs must be prepared in time to allow for clearance into Jordan. Examples of issues:
    - Cargo lists incomplete or inaccurate.
    - Heights, weights, tie-down points inaccurate.
    - TCMD not submitted on time.
    - HAZMAT documentation not submitted on time or not submitted.
    - HAZMAT documentation for Class VII incomplete.
    - Unit load data needs to be built by individual piece (vehicle, container, CONEX) and not grouped.
    - Transportation control number missing.
- **Vehicle/container preparation.** Unit personnel, under the supervision of UMOs, must prepare vehicles and containers for shipment in accordance with DOD standards. Vehicles should be generally clean with no trash or loose material in the cab. Vehicles will be washed at the port by contracted personnel so there is no need to power wash or scrub vehicles at the tactical unit location. Examples of issues:
    - Vehicle steering wheels locked; vehicles must be in drivable condition.
    - Vehicle batteries disconnected; vehicles must be in drivable condition.
    - Trash in cab.
    - Shipping labels placed where they could be defaced in shipment; units should follow D2D SOPs for placement of shipping labels.

- **Hazardous material.** HAZMAT shipping and documentation is a very sensitive item with the Jordanian government and requires attention from leaders at all levels. Document submission guidelines outlined by SDDC must be met to ensure timely shipping of HAZMAT. Examples of issues:
    - HAZDEC not submitted in time.
    - HAZDEC incomplete or inaccurate.
    - Class VII HAZMAT has traditionally been TAT, but with D2D it is shipped as cargo. UMOs need to account for all of this property at the time of the -65 day meeting with the RST.
    - CBRNE requires special documentation.
    - All HAZMAT was not included in the load data or identified at the -65 day meeting with the RST.
- **Loading at unit tactical location.** It is understood that units are shipping from tactical unit locations while still engaged in ongoing contingency operations. However, there are some actions units can take, when mission requirements permit, to facilitate the loading process for both the unit and the carrier. Units should attempt to establish a separate location for equipment and vehicles awaiting pickup, a mini centralized receiving and shipping point under the control of the UMO. This will help minimize carrier movements in your location and speed up the loading process. Once placed in the pickup area, equipment and vehicles should not be used or opened unless required for mission accomplishment. Unwarranted delays can result when the contracted carrier arrives at the ALD and equipment has been moved and cannot be located or containers have been opened and require resealing by customs personnel.

Annex A

Environmental Self-Assessment Checklist for Base Closure

Area Inspected:	Camp:	Inspector:
Area Commander/Lead ECO/ECO/Supervisor:		Date:
[illegible]	[illegible]	[illegible]
Program Management		
1. Environmental Compliance Officer appointed and been to training?		
2. Current ASG-KU Environmental Handbook available?		
3. Lead ECO maintaining Lessons Learned Book?		
4. Monthly self-assessments conducted with Unit Level ECO?		
Communication		
1. Commander/ECO/Env POC attends monthly EWG?		
2. Commander/ECO/Env POC communicates with Installation Env Services Contractor?		
Spill Prevention/Clean up and Emergency Response		
1. Site specific spill plan (Form 2-1) posted?		
2. All soldiers/employees are trained/records maintained?		
3. Monthly spill kit inspection checklist (Form 2-3) up to date?		
4. Spill reports (Form 2-2) completed for all reportable spills?		
5. Spill report (Form 2-2) submitted to ASG-KU Env Dept?		
6. Secondary containment in place for all required items (i.e., POL storage containers and waste containers)?		
7. Soldiers/employees know who to notify in case of a spill?		
8. Area free of any spilled material?		
9. Contaminated soil removed to remediation area?		
Drinking Water		
1. Soldiers/employees aware bottled water is only approved source for consumption?		
Storm Water		
1. Received ASG-KU Env Dept Quarterly Site Inspection report?		
2. Any deficiencies identified?		
a. Have they been corrected?		
Hazardous Materials		
1. Hazardous material storage point(s) in area?		
2. Weekly Hazardous Materials Inspection (Form 5-2) performed?		
3. Inventory (Form 5-1) kept of all materials and submitted to ASG-KU Env Dept?		
4. All expired/unwanted hazardous materials disposed of properly?		
Hazardous Waste Accumulation Point (HWAP)		
1. Has a permit (Form 1-3) been issued for the HWAP?		
2. Weekly HWAP Inspection (Form 7-1) performed?		
3. Profile (Form 6-2) and/or MSDS on file for each waste stream?		
Petroleum, Oil and Lubricants (POL) Waste Accumulation Point (WAP)		
1. Has a permit (Form 1-3) been issued for the WAP?		
2. Weekly POL Waste Storage Inspection (Form 9-1) performed?		
3. Profile (Form 6-2) and/or MSDS on file for each waste stream?		
Regulated Medical Waste (RMW)		
1. Is any regulated medical waste generated in the area?		
2. If yes, is the RMW accumulated appropriately?		
3. Are there sufficient quantities of bags, spill equipment and PPE on hand?		
Solid Waste		
1. Is the area free of solid waste/litter?		
2. Is the area participating in active recycling efforts?		
Underground Storage Tanks (USTs)		
1. Are there any USTs in the area?		
2. Environmental Monitoring Console checked and results logged daily?		
3. Inventory Control (Form 17-1) submitted to ASG-KU Env Dept monthly?		
Air Emissions		
1. Work performed on HVAC equipment or machines? If yes:		
a. Are personnel performing work properly certified?		
b. Has the unit applied for an Air Emissions Control Permit (Form 19-1)?		
c. SOP or Manufacturers instructions maintained at site?		
d. Required Quarterly reports (Forms 19-2 thru 19-5) completed and submitted?		

Annex B

Sample Combat Outpost, Patrol Base, Joint Security Station Closure/Transfer Checklist

Site Information				
Base Name			**Designation**	**(COB/COS/COL)**
Occupying Unit			**Executing Unit**	
Intended Closure or Transfer Date			**Actual Closure or Transfer Date**	
Point of Contact	**Rank:**	**Name:**	**Email:**	**Phone:**

INSPECTION CHECKLIST

Medical

Ref: MNC-I Environmental SOP

FM 21-10, Field Hygiene and Sanitation

MND-( ) POC :

Did the base operate a medical treatment facility that generated medical waste?

Yes ☐ No ☐

Comments:

Grid Coordinates:

Has all medical waste been removed from the site?

Yes ☐ No ☐ N/A ☐

Comments:

Hazardous Waste

Ref: MNC-I Environmental SOP

MND-( ) POC:

Did the base conduct any activity that generated or required storage of hazardous waste?

Yes ☐ No ☐

Comments:

Grid Coordinates:

Were containers used for hazardous waste storage?

Yes ☐ No ☐ N/A ☐

Comments:

Have all spills in the area been cleaned up?

Yes ☐ No ☐

Comments:

List all known hazardous wastes present

Burn Pit

Ref: MNC-I Environmental SOP

MND-( ) POC:

Were all combustible materials burned on site?

Yes ☐ No ☐

Comments:

Did the base operate a burn pit(s) on site?

Yes ☐ No ☐

Comments:

Grid Coordinates:

Have all metals and hazardous waste been removed from the burn pit(s)?

Yes ☐ No ☐ N/A ☐

Comments:

Is/Are the burn pit(s) covered with a 6" layer of clean soil?

Yes ☐ No ☐ N/A ☐

Comments:

Is/Are the burn pit(s) marked with a permanent sign?

Yes ☐ No ☐ N/A ☐

Comments:

Hygiene Facilities

Ref: MNC-I Environmental SOP

MND-( ) POC:

Did the base operate latrines on site?

Yes ☐ No ☐

Comments:

Grid Coordinates:

Have leased Port-O-Johns been returned to or picked up by the contractor?

Yes ☐ No ☐ N/A ☐

Comments:

Have all trash and waste been removed from the latrine facilities?

Yes ☐ No ☐

Comments:

Have all shower trailers, ablution units, and grey water tanks been recovered?

Yes ☐ No ☐ N/A ☐

Comments:

Have waste water lagoons, urine pits, and soakage pits been covered and marked with a permanent sign?

Yes ☐ No ☐ N/A ☐

Comments:

Maintenance Sites

Ref: MNC-I Environmental SOP

MND-( ) POC:

Did the base have maintenance facilities on site?

Yes ☐ **No** ☐

Comments:

Grid Coordinates:

Has all contaminated soil been collected and packaged for disposal?

Yes ☐ **No** ☐ **N/A** ☐

Comments:

Generators

Ref: MNC-I Environmental SOP

MND-( ) POC:

Did the base operate generators on site?

Yes ☐ **No** ☐

Comments:

Grid Coordinates:

Describe the type (white/green) and size of generator:

Will generators be relocated?

Yes ☐ **No** ☐ **N/A** ☐

Comments:

Grid Coordinates:

Has contaminated soil around the generator area been collected and packaged for disposal?

Yes ☐ No ☐ N/A ☐

Comments:

Fuel Storage

Ref: MNC-I Environmental SOP

MND-( ) POC:

Did the unit conduct refueling or store fuel on site?

Yes ☐ No ☐

Comments:

Grid Coordinates:

Has contaminated soil around the refueling and storage areas been collected and properly packaged for disposal?

Yes ☐ No ☐

Comments:

AT/FP

Ref: MNC-I Base Transfer SOP

MND-( ) POC:

Have all bunkers, trenches, fighting positions, and force protection barriers been removed, filled, and leveled to match the surrounding area?

Yes ☐ No ☐

Comments:

Have all ballistic glass, HMMWV armor plates, and dunnage from ammunition been recovered?

Yes ☐ No ☐

Comments:

Have all HESCO barriers and remnants of broken HESCOs been removed?

Yes ☐ No ☐

Comments:

Has all Class IV material been removed and/or reclaimed?

Yes ☐ No ☐

Comments:

What is the barrier redistribution plan?

Photos of cleared site:

Property Disposition

Ref: MNC-I Base Transfer SOP

MND-( ) POC:

Has real property been transferred to the ISF/GOI? Real property consists of land and improvements to land, buildings, and facilities, including improvements and additions, and utilities systems. It also includes equipment affixed and built into the facility as an integral part of the facility (such as heating systems, installed carpeting, and overhead hoists) and non-moveable equipment (such as plant equipment).

Yes ☐ No ☐

Comments:

Have organizational and personal property been recovered?

Yes ☐ No ☐

Comments:

Have LOGCAP/KBR personal property been recovered?

Yes ☐ No ☐ N/A ☐

Comments:

Has nominated Foreign Excess Personal Property (FEPP) been approved for transfer and subsequently transferred to the ISF/GOI? Personal Property is authorized for transfer if it meets three broad categories: required for life support, required for force protection, or required to maintain effective communications. Examples include, but are not limited to, generators, AC/heating units, barrier material, latrines, water tanks/pumps, fuel tanks/pumps, furniture, information technology equipment, and relocatable buildings. Property must be removed from unit property book prior to transfer utilizing DD Form 200 (FLIPL).

Yes ☐ No ☐ N/A ☐

Comments:

Have life support contracts been terminated, if applicable?

Yes ☐ No ☐ N/A ☐

Comments:

Has the land lease been terminated or transferred, if applicable?

Yes ☐ No ☐

Comments:

Concept of Support

Has brigade concept of support been adjusted for the closure of the COP/JSS? (i.e., readjustment of CL I breakpoint for delivery to the JSS/COP)

Yes ☐ No ☐

Comments:

Comments/after action specific to this location:

Submit completed checklist to:

_____ _____

CO Rep (Rank/Name/Phone Number) **BN Rep (Rank/Name/Phone Number)**

_____ _____

BDE Rep (Rank/Name/Phone Number) **MND-B Rep (Rank/Name/Phone Number)**

_____

DCMA Rep (Rank/Name/Phone Number)

Staff Actions for Review

_____ **MND-( ) DIV ENG**

_____ **MND-( ) G4**

_____ **MND-( ) SJA**

Annex C

Extract from Field Manual 4-01-011, *Unit Movement Operations,* Appendix D, Hazardous, Classified, and Protected Sensitive Cargo

Preparing and Documenting Hazardous Materials

The following steps are a guide to use when preparing hazardous materials (HAZMAT) for shipment.

Step 1. Determine proper shipping name, hazard class, United Nations Identification (UN/ID) number, and packing group from the Hazardous Materials Table in Title 49 Code of Federal Regulations (CFR) or other governing regulation. Identify any subsidiary hazard classes also.

Step 2. Determine the mode(s) of transport from origin to destination. The unit must ensure that the shipment complies with the various modal requirements. Mode of transport can affect the packaging, quantity per package, labeling, and segregation of HAZMAT. (Refer to Title 49 CFR; vessel shipments - International Maritime Dangerous Goods Code; commercial air - International Air Transport Association; or for military air - TM 38-250 [joint publication]).

Step 3. Determine and select the proper packaging in accordance with (IAW) the proper modal regulations. When selecting an authorized container, consider the quantity per package. Refer to Title 49 CFR; vessel shipments - International Maritime Dangerous Goods Code; commercial air - International Air Transport Association; or for military air - TM 38-250 (joint publication). Use can also be made of the Department of Defense (DOD) Performance Oriented Packaging PC III database to determine appropriate and certified packaging. (Contact Defense Logistics Agency [DLA], DOSO-DH, DSN 695-4788 or (804) 379-4788, FAX X3793, to obtain access to this program.)

Step 4. Packaging shall be marked IAW MIL-STD 129 and applicable modal regulations.

Step 5. Select the proper labels and apply as required. Refer to the Hazardous Materials Table. Labels are not needed for fuel in vehicle fuel tanks.

Step 6. Prepare packing lists. List HAZMAT packed inside containers or vehicles first. Only authorized abbreviations are permitted for HAZMAT. Refer to Title 49 CFR.

Step 7. Determine segregation requirements for HAZMAT based on each mode of transport or combination thereof. Find segregation requirements in Title 49 CFR, Parts 173 through 177, and which are specific for each mode of transport.

Step 8. Determine the proper placards IAW Title 49 CFR.

Step 9. Load, block, and brace HAZMAT IAW with Title 49 CFR and DOD-approved specifications. Container loading diagrams for ammunition and explosive items can be obtained by contacting the US Army Defense Ammunition Center, ATTN: SMCAC-DET, Savanna, IL 61074-9639.

Step 10. Use water or air commodity and special handling codes on the organizational equipment list/unit designation list (OEL/UDL).

Step 11. Prepare shipping documentation. Ensure the shipping papers (Commercial Bill of Lading (CBL), DD Form 836, and so forth) contain the required entries. Required entries are proper shipping name, hazard class and division, UN/ID number, packing group, total HAZMAT metric measure with the English equivalents in parentheses, certification statement, and applicable emergency response information. See DOD 4500.9-R, Volume II for detailed documentation information.

Provide a dangerous goods declaration and certificate for each vehicle or freight item containing HAZMAT. (See DOD 4500.9-R, Volume II.)

Comply with all rules and regulations governing the shipment of HAZMAT. When in doubt about shipping or classifying any hazardous or questionable materials, contact the installation transportation officer (ITO) or movement control team (MCT). Failure to follow these rules can result in frustrated cargo and ultimately affect the mission. Failure to follow HAZMAT rules incurs a fine, delays shipment, hampers cargo accountability, and increases the port throughput workload and congestion. The deploying unit must ensure that:

- Provisions of the Department of Transportation (DOT) exemptions, which may be used for shipment are followed. (For example, vehicle fuel tanks will be no more than three-quarters full when shipping under DOT Exemption 7280. Otherwise, fuel tanks must be only one-quarter full when shipping aboard a commercial vessel that is carrying civilians in addition to military cargo.)

- Fire extinguishers that are in racks designed expressly for them are not removed from motor vehicles.

- Oxygen and acetylene tanks are labeled are marked with the unit identification code (UIC) and shipment unit number (SUN) and removed from the vehicle and placed on a separate pallet.

- Fuel tanks of trailer mounted equipment containing combustion engines (such as generator sets) are only 50 percent full.

- Five-gallon fuel cans, field cans, water heaters, gasoline lanterns, portable generators, blow torches, and similar equipment (in which combustibles other than diesel fuel are stored) are completely drained and cleaned before shipment. In a declared national emergency, 5-gallon cans can contain fuel.

- Battery boxes and covers are serviceable and positioned so as not to touch the terminals and to prevent arcing.

- Batteries of non-self-propelled equipment (such as generators) are disconnected and terminal ends protected from arcing and corrosion.

- When mode or other regulatory guidance requires, bulk fuel carriers are drained and purged and the proper placards affixed to them. A purge certificate should be prepared and kept available.

- Fueled vehicles shipped in closed freight containers have their battery cables disconnected and secured. Also that the following warning is affixed to the access doors: “WARNING — MAY CONTAIN EXPLOSIVE MIXTURES WITH AIR. KEEP IGNITION SOURCES AWAY FROM OPENING.”

Annex D

Unit Movement Officer Responsibilities and Commander's Checklist

The unit movement officer (UMO) is the commander's appointed representative and assists the commander in preparing the unit for movement. The UMO must know the unit's mission and the commander's intent when preparing the unit for movement, so appropriate coordination, planning, and execution can take place. The UMO assembles and maintains unit movement plans and documentation, readies the unit for movement, creates the unit's equipment list, and supervises the outload of the unit.

Unit movement personnel must prepare for any contingency. Detailed unit movement planning, coordination, training, and testing the plan and efficient execution of the unit move are vital for successful deployment. Many variables may require changes to plans and data, so the UMO must be technically proficient to meet the changing demands. UMO proficiency will not only enhance unit readiness but expedite response time in a crisis that is critical to project the proper force. The UMO must focus on thorough planning, coordination, training, and execution of unit deployment procedures. The following are the functions of the UMO.

Battalion and Company UMO Responsibilities

In addition to the broad duties described above, both the battalion and company UMOs' responsibilities include:

- Plan convoy movements.
- Request commercial and military transportation.
- Coordinate with higher headquarters and support activities for unit movements.
- Coordinate logistical support for the move.
- Coordinate with the departure airfield control group and tanker airlift control element at the aerial port of embarkation and aerial port of debarkation.
- Coordinate with Military Traffic Management Command (MTMC) or MTMC representatives at the sea port of embarkation and sea port of debarkation.
- Transport the units' organic equipment and cargo.
- Establish and train unit loading teams.
- Obtain 463L pallets; containers; and blocking, bracing, packing, crating, and tie-down (BBPCT) materials.
- Ensure all cargo is properly labeled with either military shipping labels (MSLs) or shipping labels.
- Ensure all containers have working shipping labels.

- Identify, label, segregate, document, and move hazardous materials (HAZMAT) peculiar to the unit.
- Ensure the unit has personnel who are authorized to certify HAZMAT.
- Prepare required customs documents.
- Conduct rail load safety briefings.

Company UMO

The company UMO has the following additional responsibilities:

- Uses the Transportation Coordinator's Automated Information for Movement System (TC-AIMS) to prepare and maintain documentation needed for unit movements. This includes maintaining the unit's movement data, from which the organizational equipment list (OEL) is generated, and creating and processing the unit deployment list (UDL). The OEL and UDL include equipment, personnel, and supplies. The company's UDL is passed to the battalion, where they are merged into a battalion UDL.
- Prepares the company unit movement plans.
- Supervises the execution of the movement plans on order.
- Supervises preparation of unit load plans (air and vehicle load plans).
- Maintains on file approved copies of all unit load plans (air and vehicle load plans).
- Uses TC-AIMS to prepare convoy clearance requests and special hauling requests.
- Ensures packing lists are prepared for containers.
- Ensures convoy vehicles are properly marked.
- Assists in the preparation of unit passenger and cargo manifests. Inspects manifests for accuracy.

Unit UMOs often maintain movement binders. Movement binders normally include items such as appointment orders, training certificates, recall rosters, current OEL, and copies of load cards, packing lists, transportation requests, convoy movement requests, special handling permits, and BBPCT requirements.

Battalion UMO

The battalion UMO has the following additional responsibilities:

- Prepares the battalion's unit movement plans.
- Supervises the preparation of the company unit movement plans.

- Prepares recommendations as appropriate to enhance movement planning and execution.
- Trains subordinate UMOs in the duties and responsibilities of movement planning.
- Uses TC-AIMS to consolidate company UDLs and passes the battalion UDL to the brigade.
- Uses TC-AIMS to create MSLs and automatic identification technology tags.
- Uses TC-AIMS to create and submit convoy documentation.
- Creates air load plans using the Automated Air Load Planning System.
- Identifies supercargoes and rail guards.
- Creates commercial and military transportation documentation.

Commander's UMO Checklist

The commander must answer the following questions in preparing the unit for movement:

- Have a UMO and alternate been appointed?
- Does the unit have the required publications to support unit movement planning?
- Does the unit have an approved exercise, mobilization (reserve component [RC] only), and deployment (active component/RC) movement plan (U.S. Army Reserve major subordinate command/State Area Command/installation approved)?
- Has the unit movement plan been prepared?
- Has the UMO reviewed unit plans to ensure they conform to the directives of higher headquarters?
- Does the unit have established procedures for the following:
    - Identifying, loading, certifying, and transporting hazardous cargo?
    - Marking of vehicles for convoy movement?
    - Loading and unloading of vehicles?
    - En route maintenance during convoy movement?
- Have standing operating procedures been reviewed and staffed to ensure conformity to regulations?
- Does the unit movement plan address the following:
    - Movement of the advance detachment to the port of embarkation, if required?

  - Movement of the main body?
  - Movement of modified table of organization and equipment/common table of allowance equipment from point of origin?

- Does the unit have the most current OEL report data?
- For units with organic vehicles, have load plans been completed for each loaded vehicle and trailer?
- For units with equipment that cannot be transported organically, has a request for commercial transportation been submitted?
- Has BBPCT material been considered, requirements identified, sources identified, and coordination made?
- Have unit load teams been identified and trained?
- For unit convoys, have convoy requirements been identified, appropriate coordination accomplished, and forms completed?
- Has the unit identified, properly loaded, and certified hazardous cargo for movement?
- Has the unit properly marked vehicles for convoy movement?

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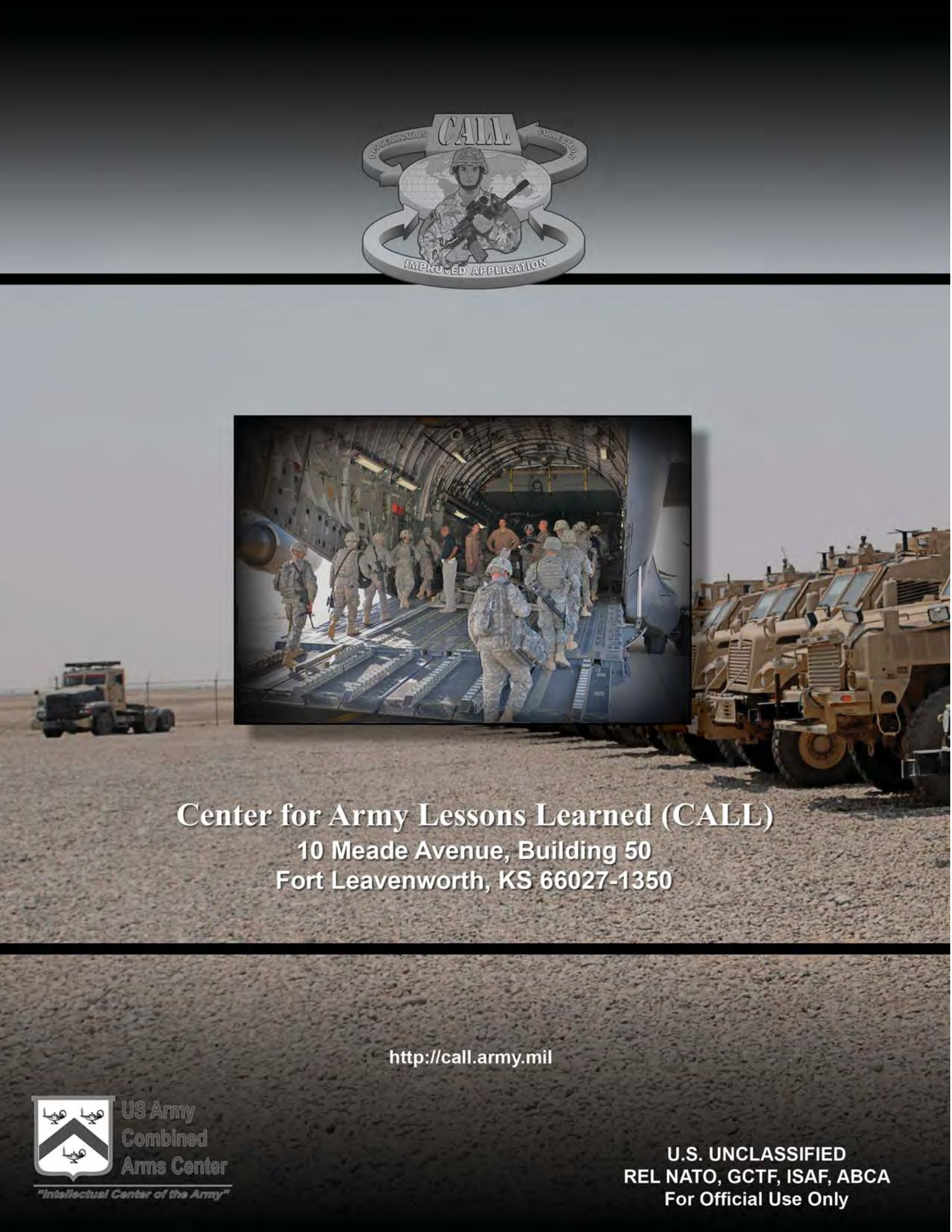

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