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	<p>Emergency Employment of Army and Other Resources</p> <p>CORPS OF ENGINEERS MOBILIZATIONS AND OPERATIONS PLANNING AND EXECUTIVE SYSTEMS (CEMOPES) THEATER OPERATIONS (TO)</p>	
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Regulation  
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30 October 1995

Emergency Employment of Army and Other Resources  
CORPS OF ENGINEERS  
MOBILIZATION AND OPERATIONS PLANNING AND EXECUTION SYSTEMS  
(CEMOPES)  
THEATER OF OPERATIONS (TO)

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**CHAPTER 1**  
**INTRODUCTION**

**1-1. Purpose.** The Corps of Engineers Mobilization and Operations Planning and Execution System (CEMOPES) - Theater of Operations (TO), is the U.S. Army Corps of Engineers (USACE) single integrated mobilization, deployment and execution planning system to support TO military contingencies. It is derived from the Army Mobilization and Operations Planning and Execution System (AMOPES) (AR 500-5) which, in turn, is based on the Joint Strategic Capabilities Plan (JSCP) which provides strategic planning guidance to the unified commanders and service chiefs.

**1-2. Applicability.** This regulation applies to HQUSACE and its major subordinate commands, districts, laboratories and field operating activities (FOA). It applies to USACE elements operating in support of military contingency operations outside the United States and its territories.

**1-3. References.** See Appendix A.

**1-4. Explanation of Abbreviations and Terms.** Appendix B provides a list of acronyms and terms used in this regulation.

**1-5. Responsibilities.** The responsibilities within the HQ and field organizations of USACE are as follows:

a. Commander, USACE. The Commander, USACE ensures that all Army major commands (MACOM) receive the technical support required in the acquisition of facilities whether by leasing, construction, repair or rehabilitation (AR 415-15). In addition, USACE is a designated Department of Defense (DOD) construction agent as prescribed in DOD Directive 4270.5, "Military Construction Responsibilities." The Commander, USACE:

(1) Approves all requests for control of USACE elements or organizations in the theater of operations.

(2) Signs all memoranda of agreement (MOA) for USACE.

(3) Authorizes the establishment of Corps-wide functional support teams (e.g., Contingency Real Estate Support Team (CREST), Water Detection Response Team (WDRT), etc.).

b. Director of Military Programs (D/MP). Within HQUSACE, the D/MP is the director for USACE military support operations. On behalf of the Commander, the D/MP is responsible for ensuring that adequate USACE resources are deployed from throughout the command and employed in theater. The D/MP:

(1) Reviews and recommends, to the Commander, the final command and control (C2) relationship within theater of the USACE command supporting the theater of operations.

(2) Is responsible for establishing the HQ crisis management team (CMT), as required, to conduct HQ operations in the Emergency Operations Center (EOC).

(3) Approves the use of the Logistics Civil Augmentation Program (LOGCAP) contract capability in the theater of operations.

(4) Approves the use of soldiers and equipment assigned to the 249th Engineer Battalion (Prime Power).

(5) Validates contingency funding requests by major subordinate commands (MSC) and coordinates resourcing with the Director of Resource Management. This is critical when the supported command does not provide the funding for initial USACE deployments and operations.

c. Director of Civil Works (D/CW). The D/CW is the USACE war planner, USACE readiness programs proponent, and CEMOPES proponent. The D/CW:

(1) Develops and disseminates military contingency planning guidance.

(2) Develops and defends USACE military readiness support programs to Headquarters, Department of the Army (HQDA).

(3) Prioritizes and distributes readiness resources (manpower and funding) to supporting Divisions and districts within the overall guidance provided by the USACE Executive Readiness Board (ERB).

(4) Is responsible for HQUSACE level reviews of subordinate command contingency plans and is the approval authority for all USACE district and Division theater support plans.

(5) Is the program manager for the Army Facilities Components System (AFCS) per AR 415-16 and in coordination with D/MP, is the program manager for the Logistics Civil Augmentation Program (LOGCAP) per AR 700-137. These responsibilities include programming, planning and budgeting activities; coordination with HQDA; USACE policy development; and activities associated with doctrine development.

(6) Provides EOC support to the D/MP and HQUSACE CMT.

(7) During exercises and operations, provides operational planning staff support (from CECW-OE-P) to the D/MP.

d. HQUSACE Directors. Directors of other HQUSACE directorates and heads of separate offices will:

(1) In coordination with CEMP-OE-P, provide guidance and training within their functional channels for support to contingency operations.

(2) Participate in theater support plan reviews to assure that their functional components are appropriately developed.

(3) Include support to contingency operations within their functional training courses, as appropriate.

(4) Provide appropriate staff representation on the HQ CMT.

e. USACE Division Commanders. The commanders of USACE Divisions have the following responsibilities:

(1) Disseminate planning and resourcing guidance to their districts with military contingency support responsibilities. Assure adequate district participation in the Joint Operation Planning and Execution System (JOPES) deliberate planning process; especially in the development of the Civil Engineering Support Plan (CESP) which is Appendix 5 to Annex D of the Operational Plan (OPLAN). Provide Commander, USACE (ATTN: CECW-OE-P) with a contingency plans development schedule by 30 September, annually.

(2) Review subordinate district theater mobilization and theater support plans for technical adequacy and supportability.

(3) Develop a Division component to the district support plan which delineates Division responsibilities and support within the theater support plan(s). Transmit plans ready for review and approval to Commander, USACE (ATTN: CECW-OE-P).

(4) Provide funding and planning support, and participate in exercises within the Division's area of responsibility (AOR).

(5) Develop a three-year MSC exercise program (including subordinate district commands) and provide to Commander, USACE (ATTN: CECW-OE-P) by 1 January of the year prior to the upcoming fiscal year. At a minimum, exercise data should include dates, level of participation, whether the exercise is Joint Chiefs of Staff sponsored, and funding requirements. Funding requirements should also be included in annual budget submissions.

f. The Huntsville Division Commander is responsible for the development and maintenance of the Army Facilities Components System (AFCS) and the Theater Construction Management System (TCMS). The commander has the following responsibilities:

(1) Maintain Army standard facilities planning data in support of OCONUS contingency operations.

(2) Develop and maintain Army standard drawings and design software which support engineers outside the Continental United States (OCONUS) contingency construction missions.

(3) Maintain and update TCMS.

(4) Provide TCMS-related support, as requested, to Army units and USACE elements which are preparing to deploy or are deployed to the theater of operations.

g. The Transatlantic Division Commander has the contracting officer responsibility for LOGCAP. The Division Commander is responsible for:

(1) Assuring the LOGCAP contractor is mission ready.

(2) Coordinating with and providing support, as requested to other USACE districts and Divisions with LOGCAP missions in support of OCONUS contingency operations.

h. USACE District Commanders<sup>1</sup>. The commanders of USACE districts have the following responsibilities:

(1) Develop USACE support plans to theater contingency plans and forward to Division HQ for review and approval.

(2) Provide Division HQ with a plans development and plans activities schedule by 30 August, annually.

(3) Participate in military exercises within the district's area of responsibility (AOR). Districts will provide information on their anticipated annual exercise participation to Division HQ by 30 November of the year prior to the upcoming fiscal year.

(4) Coordinate with Division functional support team proponents for employment of and support to deployed teams as required by OPLANs and other contingency plans.

(5) Provide support for all USACE personnel deployed to the AOR. This includes personnel assigned to the USACE forward element as part of its mission and USACE personnel deployed temporarily to the AOR for a short term requirement (e.g., laboratory personnel deployed to support a technical requirement). The only exceptions are the 249th Engineer Battalion (Prime Power) units when they are deployed and placed under the operational control of a Joint Task Force (JTF) or the supporting Army component command.

(6) Provide military construction (MILCON) financial management and accounting services for those theater contingency projects funded from the Military Construction, Army (MCA) appropriation. Be prepared to provide a similar service for the MILCON funds of the other Services and DOD agencies.

i. U.S. Army Topographic Engineering Center (TEC). TEC has the following contingency support responsibilities:

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<sup>1</sup>For the purposes of this regulation, the requirements for district commanders also apply to the commanders of operating Divisions.



- (1) Produce special mapping and terrain related products.
- (2) Provide technical support to deployed and deploying topographical units, organizations, and activities.
- (3) Train personnel for participation in WDRT.

j. Other USACE field operating agencies (FOA). Develop contingency deployment plans for assigned functional support or team missions to the supported commander.

1-6. **Supplements.** Proposed subordinate command supplements to this regulation will be submitted to HQUSACE (ATTN: CECW-OE-P) for approval.

**CHAPTER 2**  
**COMMAND AND CONTROL IN THE THEATER OF OPERATIONS**

**2-1. USACE Support in Theater.** USACE is a unique MACOM in three respects:

a. USACE has a DOD contract construction agent (CCA) execution mission to support the unified command commander in chief (CINC) and the service component commanders.

b. USACE is a stovepipe organization. The Commander, USACE, through the chain of command, has command and control of all USACE assets. The forward deployed USACE commander may provide augmentation to deployed engineer headquarters units.

c. In addition to its own execution missions, USACE provides general support to Army engineer units and direct support to Army support commands and engineer units with facilities and construction missions through USACE's TCMS and topographic engineer support responsibilities.

**2-2. Command and Control (C2).** The USACE forward deployed theater command can function in a number of C2 structures. The theater structure is determined by the CINC. The supporting USACE forward commander must play a role in advising the CINC and Army component commander in regards to the most effective place for the USACE forward command within the theater C2 structure. EP 500-1-2, USACE Support in the Theater of Operations discusses theater C2 and organization(s) for contingency missions.

a. It is the responsibility of the supporting USACE commander to advise the theater command on C2 for the USACE forward command given the anticipated missions and organizations to be supported.

b. The USACE major subordinate command (MSC) commander will then provide his recommendations on the USACE concept of operations, including C2, to the Commander, USACE as follows:

(1) In the deliberate planning process, the concept of operations and C2 are included in the support plan transmitted to CECW-OE-P.

(2) For crisis planning and preparation for deployment, the concept of operations and C2 are transmitted to the D/MP through the HQUSACE EOC.

c. Authority and approval for placing a USACE subordinate command under the operational control of another command resides solely with the Commander, USACE. With approval from the Commander, USACE; the USACE Division/district commander may create and place a USACE forward element<sup>2</sup> under the operational control (OPCON) of another command.

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<sup>2</sup>For purposes of this regulation, the term "forward element" refers to the USACE organization operating in theater to support a contingency. The element may be a Division or district headquarters or a deployed team from one of those organizations.

**CHAPTER 3**  
**CONCEPT OF OPERATIONS**

**3-1. Theater Requirement for USACE Support.** The USACE forward element commander may support multiple commands within the theater Army and other Service components regardless of the C2. The USACE forward element commander must provide support within the CINC's and component commander's priorities. Customer liaison is critical in refining their requirements and in reassuring customers that their requirements are being met within priorities and resources.

**3-2. Theater Mission.** The USACE forward element commander is responsible for the following:

a. Planning and design of theater facilities for contract construction consistent with theater policies and standards. Note that actual design and some of the planning may take place in and/or out of sector support area (split based operations).

b. Management of the contract construction program for those countries in which USACE has CCA responsibilities.

c. Quality assurance for contract construction and, upon request, troop construction.

d. Real estate planning, acquisition and disposal.

e. LOGCAP contract management within the AOR.

(1) Administrative Contracting Officer (ACO) for LOGCAP construction as in paragraph 3-2b, above.

(2) Providing technical support for logistics services provided by LOGCAP and, if required, a separate ACO for logistics services.

(3) Provide a project manager (PM) for the USACE LOGCAP contract in support of operations in the TO.

f. Facilitating technical support to users (troop and USACE) of TCMS.

g. All USACE personnel assigned in theater, including those assigned for a short term, specific requirement at the request of another command (e.g., a Corps laboratory mission) or a longer tour in support of any Corps functional mission (e.g., CREST, WDRT, etc.). This/her applies to a Prime Power reconnaissance team, but not a deployed Prime Power unit. The 249th Engineer Battalion (Prime Power) retains command of deployed units which are placed under the OPCON of the Army component command.

h. Providing USACE personnel for staff augmentation or liaison to CINC, JTF and Army component command staff engineers.

**3-3. Organization in Support of Theater Missions.** The supporting USACE command will establish time-phased deployment TDAs for a forward element HQ (HQ(Fwd)) and for out of sector support organization(s) (split-basing) in order to minimize the number of personnel in the immediate area of operations.

a. HQ(Fwd). The mission of the HQ(Fwd) is to coordinate with customers, support theater planning, execute contract construction and real estate acquisition/disposal missions, provide engineering assistance and provide technical support to users of USACE supported systems.

(1) The HQ(Fwd) will be, in many respects, a mini-district. Depending on the size of the operation and geographical span of operations, the HQ(Fwd) may establish a HQ collocated with the HQ (usually the Army component command) from which it receives its mission guidance. The purpose of USACE HQ(Fwd) is to provide C2 and administrative/logistics support to USACE mission execution elements and liaison to senior HQs.

(2) The HQ(Fwd) commander may establish field offices, subject to theater command<sup>3</sup> approval, to effectively support mission execution.

(3) Advise theater commander on the proper appropriations needed to fund theater construction (see Appendix C).

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<sup>3</sup> The in-theater command from which the HQ(Fwd) receives guidance or has been assigned as OPCON.

b. USACE Rear Support. The parent district HQ will provide rear echelon technical support, financial management support, and command to the HQ(Fwd). While support to OCONUS military operations is the highest priority mission, the district or operating Division Commander will continue to support all other district missions.

(1) The commander of the executing district must determine which personnel are critical to initiation of contingency support operations and which are critical to continued HQ operations.

(2) The time phased deployment organization should designate deployed positions to be filled by the commander's own personnel and those positions to be filled with USACE augmentees from other commands.

(3) Financial management and accounting for all activities executed by USACE, in the area of operations, regardless of funding appropriation.

**3-4. Theater Mission Support.** The HQ(Fwd) commander is subject to all policies set by the CINC and the Army component commander. It is the district commander's responsibility to assure that all USACE personnel are prepared and that the HQ(Fwd) commander is properly resourced to meet the needs of the CINC.

a. Personnel identified for deployment are to be properly processed, equipped and trained prior to deploying.

b. Generally, USACE commanders will adhere to the Army theater of operations facilities standards as promulgated through the AFCS/TCMS. USACE commanders should be prepared to use other Service standards when requested to support other Services. The AFCS (TCMS provides supporting software which uses the AFCS data bases and standard designs) reflects current Army doctrine, facilities requirements criteria, and minimum theater safety standards.

(1) Theater commanders may require lesser quality of life standards or deviate from doctrine to meet operational requirements.

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(2) As a military contingency support system, AFCS (which is used through TCMS) does not necessarily follow building codes. AFCS designs have minimal factors of safety from both a structural and operational perspective. Commanders must take great care if consideration is given to reducing those safety standards. Questions about specific AFCS designs and factors of safety may be directed to either HQUSACE (CECW-OE-P) or the Huntsville Division AFCS Section per directions in TCMS.

## CHAPTER 4 MISSION READINESS

**4-1. Mission Support.** USACE districts and Divisions with OCONUS support missions must be prepared to support TO contingency missions with little or no notice and to sustain USACE forward elements in theater (see para 4-3c for guidance on augmentation and support).

**4-2. Equipment.** The initial deploying USACE element must have an initial communications and automated data processing package to support in-country operations and communications with its parent HQ. Specific capabilities include the following:

a. The deployed USACE commander must be capable of communicating with all field elements, supported commands, contractors (including the LOGCAP contractor, if used) and parent HQ. The commander must have a secure communications capability with subordinate elements and parent HQ. A primary and alternate capability is required.

b. ADP must include TCMS. TCMS is crucial to the electronic exchange of data and plans with supported commands and with Army engineer units with planning and construction missions.

**4-3. Personnel Readiness.** Personnel must be preparation of replacements (POR) qualified and trained in the contingency standards relevant to their areas of expertise. They must also be trained on the deployable support equipment.

a. Initially deployable personnel must be pre-qualified for deployment. The only deferral component of this requirement is that which is unique to a particular country or a mission. Upon the deployment of the initial team, additional team members must be trained and qualified for reinforcement. The MSC commander with HQUSACE support, is responsible for establishing and maintaining theater-oriented training for not only his/her personnel but functional personnel pre-designated command-wide for deployment.

b. Team and functional training will be conducted annually in conjunction with exercises. Formal training courses are required for those personnel identified as initial deployers.



(1) USACE Divisions and districts with OCONUS missions are responsible for conducting training for their own personnel and any augmentation personnel from other USACE organizations.

(2) HQUSACE (CECW-OE-P), in coordination with functional staff proponents, is responsible for coordinating and resourcing Corps-wide training for augmentation personnel.

(3) HQUSACE will provide staff augmentation, as required, to support Division/district training. Requests for functional training (e.g., logistics, finance, contracting, etc.) will be made through functional channels. Requests for overall planning and support training will be made to CECW-OE-P.

(4) HQUSACE functional staff will provide, when applicable, instruction on TO contingency support within the functional USACE courses for which they are proponents.

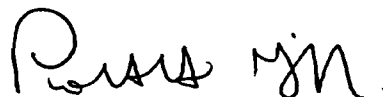
c. Augmentation and Support.

(1) The MSC commander will provide augmentation and deployment support to the subordinate USACE district. Pending specific guidance from HQDA, the supporting USACE MSC will establish procedures for assuring POR qualification, whether through USACE capabilities, or at a designated military installation.

(2) Requests for augmentation will be forwarded to HQUSACE EOC for command-wide resourcing. District and Division commanders must assure that the necessary capability is in-place (with or without augmentation) to support both contingency requirements and other district mission program requirements. The supported CINC's Army component commander may request from HQDA, approval for the slippage or cancellation of a project(s) in his/her AOR which is determined not to be supportive of the concept of operations.

FOR THE COMMANDER:

3 Appendices  
(See Table of Contents)



ROBERT H. GRIFFIN  
Colonel, Corps of Engineers  
Chief of Staff

**APPENDIX A**  
**References**

**Section I**  
**Required Publications**

Title 10, United States Code, Section 2805

DOD Dir 4070.5      Military Construction Responsibilities

AR 415-15      Military Construction, Army (MCA) Program  
Development

AR 415-16      Army Facilities Components System (AFCS)

AR 500-5      Army Mobilization and Operations Planning and  
Execution System (AMOPES)

AR 700-137      Logistics Civil Augmentation Program (LOGCAP)

**Section II**  
**Related Law and Directives**

Title 10, United States Code, Sections 2801 through 2805, 2807  
and 2808.

DOD Dir 4270.32    Secretary of Defense Military Construction  
Contingency Authorities

OASA(FM) message subject: "Operation RESTORE HOPE (#2) Cost  
Estimates," 241808Z December 1992.

**APPENDIX B**  
**Glossary**

**Section I**  
**Acronyms**

<u>ACRONYM</u>	<u>MEANING</u>
ACO	ADMINISTRATIVE CONTRACTING OFFICER
ADP	AUTOMATED DATA PROCESSING
AFCS	ARMY FACILITIES COMPONENTS SYSTEM
AMOPES	ARMY MOBILIZATION AND OPERATIONS PLANNING AND EXECUTION SYSTEM
AOR	AREA OF RESPONSIBILITY
C2	COMMAND AND CONTROL
CCA	CONTRACT CONSTRUCTION AGENT
CEMOPES	CORPS OF ENGINEERS MOBILIZATION PLANNING AND EXECUTION SYSTEM
CINC	COMMANDER IN CHIEF
CMT	CRISIS MANAGEMENT TEAM
CREST	CONTINGENCY REAL ESTATE SUPPORT TEAM
D\CW	DIRECTOR OF CIVIL WORKS
D\MP	DIRECTOR OF MILITARY PROGRAMS
DOD	DEPARTMENT OF DEFENSE
EOC	EMERGENCY OPERATION CENTER
ERB	EXECUTIVE READINESS BOARD
FAR	FEDERAL ACQUISITION REGULATION
FOA	FIELD OPERATING ACTIVITY
FORSCOM	FORCES COMMAND
HQ	HEADQUARTERS
HQ(FWD)	FORWARD ELEMENT HEADQUARTERS
HQDA	HEADQUARTERS, DEPARTMENT OF THE ARMY
JOPEs	JOINT OPERATION PLANNING AND EXECUTION SYSTEM
JSCP	JOINT STRATEGIC CAPABILITIES PLAN
JTF	JOINT TASK FORCE
LOGCAP	LOGISTICS CIVIL AUGMENTATION PROGRAM
MACOM	MAJOR COMMAND
MCA	MILITARY CONSTRUCTION, ARMY
MILCON	MILITARY CONSTRUCTION
MSC	MAJOR SUBORDINATE COMMAND
NCA	NATIONAL COMMAND AUTHORITIES
OASA	OFFICE OF ASSISTANT SECRETARY OF THE ARMY

OCONUS	OUTSIDE THE CONTINENTAL UNITED STATES
OMA	OPERATION AND MAINTENANCE, ARMY
OPCON	OPERATIONAL CONTROL
OPLAN	OPERATION PLAN
POM	PREPARATION FOR OVERSEAS MOVEMENT
POR	PREPARATION OF REPLACEMENTS
TCMS	THEATER CONSTRUCTION MANAGEMENT SYSTEM
TDA	TABLE OF DISTRIBUTIONS AND ALLOWANCES
TO	THEATER OF OPERATIONS
USACE	U.S. ARMY CORPS OF ENGINEERS
WDRT	WATER DETECTION RESPONSE TEAM

## Section II Terms

**Army Facilities Components System (AFCS)** AFCS is the Army's military engineering construction support system for theater of operations construction planning and execution. It provides standard designs, bills of materials and construction resource estimating data. The principal operational tool produced by AFCS is the Theater Construction Management System (TCMS).

**Army Mobilization and Operations Planning and Execution System (AMOPES)** AMOPES is the Army's single integrated mobilization and deployment planning system which is the Army's implementor of the JSCP. It provides administrative and operational guidance to Army agencies, commands and component commanders of unified commands for the employment and support of Army forces.

**Combatant Commander** The combatant commander is the commander of a unified command.

**Commander in Chief (CINC)** The term CINC refers to the combatant commander who is the commander of a unified command.

**Contract Construction Agent (CCA)** CCA refers to the DOD construction agents designated in DOD Directive 4270.5 which are assigned the design or construction execution responsibilities associated with military construction program facilities.

**Crisis Management Team (CMT)** The CMT provides the commander with the operations staff for monitoring, coordinating and directing (i.e., implementing decisions of the commander) activities of the command during contingencies. The CMT is that staff of the commander which shifts the command from management of authorized projects to the execution of crisis response missions.

**Field Operating Activity (FOA)** FOA are functional organizations which provide specific technical support to USACE MSC and customers. The USACE FOA are the centers (e.g., U.S. Army Center for Public Works) and the laboratories.

**Forward Element Headquarters (HQ(Fwd))** The HQ(Fwd) refers to the USACE command and control organization operating in theater to support a contingency. The "forward element" may be a Division or district headquarters or a deployed team from one of those organizations.

**Joint Operations Planning and Execution System (JOPES)** JOPES is a continuously evolving system developed through the integrated enhancement of the Joint Operations Planning System (JOPS) and the Joint Deployment System (JDS). It provides the foundation for conventional command and control by national- and theater-level commanders and their staffs. JOPES includes operational planning policies, procedures and reporting structures supported by communications and automated data processing systems and is used to monitor, plan and execute mobilization, deployment, employment, sustainment and redeployment activities associated with joint operations.

**Joint Strategic Capabilities Plan (JSCP)** The JSCP is a biennial document which furnishes guidance to the combatant commanders on the development of contingency plans and assignment of major combat forces and strategic lift for planning purposes. In addition, it provides guidance to the Services on developing and maintaining strategic capabilities. In turn, the JSCP becomes the framework for giving capabilities-based military advice to the NCA.

**Logistics Civil Augmentation Program (LOGCAP)** LOGCAP is a Department of the Army program (DA DCSLOG is the proponent) that provides responsive worldwide, contractor capability to augment U.S. forces with theater operational facilities and logistics services support during contingency operations. The only current LOGCAP contract is the USACE LOGCAP contract which is supporting all of the Army's field commands and their respective combatant commands.

**Major Command (MACOM)** MACOMs are the Department of the Army's major subordinate units for the command and control, equipping, training and maintaining of Army forces. There are two types of MACOMs -- support and field commands. Support commands (e.g., USACE) provide support (usually functional) for all Army commands. Field commands are Army components of the unified commands and are assigned units, installations, activities and subordinate commands by HQDA.

**Major Subordinate Command (MSC)** MSC are the principal field organizations of Army MACOMs which are responsible for the execution of MACOM missions within assigned geographical areas of responsibility. In USACE, MSC are the Divisions whose commanders are responsible to the Commander, USACE for the execution of the USACE mission.

**Military Construction (MILCON)** MILCON includes any construction, development, conversion, or extension of any kind carried out with respect to a military installation. This applies to installations either owned or operated by the U.S. Government.

**Operation Plan (OPLAN)** A plan for a single or series of connected joint operations to be carried out simultaneously or in succession. An OPLAN is prepared by the combatant commander in response to requirements established by the Chairman of the Joint Chiefs of Staff. An OPLAN identifies the time-phased forces and supplies required to execute the CINC's strategic concept. It includes all phases of the operation. An OPLAN in abbreviated format is a concept plan (CONPLAN) which does not include troop lists, detailed planning requirements, or time phasing of forces.

**Operational Control (OPCON)** That transferable authority which may be exercised between commanders at any echelon at or below the level of combatant command. It provides the gaining commander the authority to organize and employ commands and

forces and includes assigning tasks, designating objectives and giving authoritative direction necessary to accomplish the mission. It should be exercised through the subordinate commanders (e.g., CINCs exercise OPCON through their component commanders).

**Preparation for Overseas Movement (POM) and Preparation of Replacements (POR)** In a USACE context, these terms refer to the process of preparing command personnel for deployment to overseas missions. The processing requirements includes, but is not limited to, the meeting of legal, medical, and administrative standards.

**Split-Basing** Split-basing is the techniques and tactics associated with physically dividing engineer support between those functions and support which must be performed on-site or in-country and those which through the use of communications systems allow other functions to be accomplished from CONUS or elsewhere in proximity to the TO.

**Subordinate Commands** Subordinate commands or districts are the principal operating organizations of the MSC for the execution and maintenance of civil works and military projects, as authorized, in support of DOD missions.

**Support Plan** An operation plan prepared by a subordinate or supporting commander to satisfy the requirements or requests of the supported commander's plan.

**Theater Construction Management System (TCMS)** TCMS is the Army engineer integrated software system for engineer planning, design, construction management, material acquisition planning and project reporting within the theater of operations. AFCS provides the underlying data bases for the TCMS functional software.

**Theater of Operations (TO)** That portion of an area of conflict necessary for military operations, either offensive or defensive, pursuant to an assigned mission, and for the administration incident to such military operations. For the purposes of this regulation, the TO is that geographical area necessary for conducting military operations outside of the United States and its territories.

**APPENDIX C**  
**REQUIREMENTS FOR MILITARY CONSTRUCTION (MILCON) APPROPRIATIONS**

1. The U.S. Congress exercises intensive oversight of Military Construction, including construction in the theater of operations. The USACE commander may be required to provide MILCON funding advice to the customer who is providing the funding.

2. The following is provided as the Army's general guidance for determining the proper appropriation for Army construction projects.

a. The term MILCON is all inclusive. It applies to all construction whether funded from Operations and Maintenance, Army (OMA) or Military Construction, Army (MCA) appropriations. The body of law which provides for the OMA funding of small projects is authorized within Title 10, Section 2805(c)(1). It authorizes the use of OMA funds for construction projects up to 20 percent of that authorized for unspecified minor military construction.

b. MILCON funding applies to U.S. funded, contractor and troop executed construction projects for support of U.S. forces. It does not apply to construction in support of others, outside DoD (e.g.; refugee camps, drug interdiction camps for the Drug Enforcement Agency, and facilities for coalition forces).

c. A Deputy Assistant Secretary of the Army for Army Budget (SAFM-BUC-E) message, DTG 241808Z December 1992, subject: "Operation RESTORE HOPE (#2) Cost Estimates" revised Army policy with regard to the use of OMA funds in support of contingencies. It states: "Operations and maintenance funds are the appropriate funding source to be utilized for acquisition of materials and/or cost of erection of structures which are clearly of a temporary operational nature and intended to be used for only a temporary period by operational forces as required to facilitate operations in connection with the Somalia relief effort and which will not be used to sustain permanent or contingency operations at the conclusion of the relief effort. MILCON criteria apply to all other situations, including construction for which the United States would have a follow-on or contingency use after the termination of the military operations necessitating the construction." While this guidance was provided to support a



specific event, it applies to all subsequent operations in support of Army forces.

(1) Therefore, the following conditions must be met to use OMA funding for projects whose costs would otherwise exceed the OMA funding limitations for construction as specified in Section 2805, above.

(a) The construction must be clearly of a temporary nature; not just used temporarily. Some types of commercial building systems which have a relatively long economic life would still be subject to the provisions of Title 10 Section 2805(c)(1) even though the intent is for temporary use.

(b) The project(s) intent must be for use only during the temporary period by operational forces. This means that the project(s) will not be used to sustain operations beyond the end of the contingency for which it was constructed. Care must be taken with regard to any declaration that a given contingency has been concluded and that a sustained operation is in effect. Once a continuing (not necessarily permanent) presence is established, the provisions of Title 10 USC, Section 2805(c)(1) apply.

(c) The project is not on a U.S. owned or operated installation nor an installation with a continuing U.S. presence.

(2) All the provisions of MILCON apply with regard to modification of or improvements to existing host nation facilities for use by U.S. forces. An example of a modification requiring appropriated funds (e.g., MCA) would be the installation of air conditioning, associated up-graded wiring, and insulation to a leased warehouse structure which exceeds the limits for OMA funding per Title 10, USC 2805(c)(1). In this example, the intent may be for temporary use, but, as with improvements to any leased structure, the improvement(s) remain with the structure after U.S. use and are therefore subject to the provisions of Title 10 USC, Section 2805(c)(1).

3. In theater, the USACE commander may have customers from other Services. The issue of the use of their appropriations (military construction or operations and maintenance) is the same as for the Army. However, their guidance may vary from that of the Army which is reflected above. If the differences can not be quickly and successfully resolved in theater, the USACE commander

must quickly advise the USACE chain of command. As a DoD Contract Construction Agent, USACE must take great care to execute its missions within the law.