



Meeting the Challenges of the Base Support Installation

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Introduction

On October 6, 2008 at 0745, a tremendous explosion rocks a major city within the United States. Many local responders are killed or injured in the initial blast. Every building within a one-mile radius is severely damaged and debris can be found miles away. The streets are inundated with casualties. Responders from surrounding communities quickly assess the situation and call for assistance from the state. The governor realizes the situation will quickly overwhelm state resources, so he requests assistance from the federal government.

The wheels are now in motion for defense support of civil authorities (DSCA). Immediately, US Northern Command (USNORTHCOM) planners and their subordinate commands begin to assess potential base support installations (BSI) to serve as the main logistical hub for military support operations.¹ By 1700 the Secretary of Defense (SECDEF) has declared your base as the BSI for the chemical, biological, radiological, nuclear, and high-yield explosive (CBRNE) Consequence Management Response Force (CCMRF). Within hours your base begins receiving a myriad of DoD units. You are responsible for Joint reception, staging, onward movement and integration (JRSO&I),

and sustainment. Billeting for up to 5,000 troops, hot meals, fuel for helicopters and vehicles all run short, but are essential to mitigating the impact of this catastrophic event. This could happen anywhere in our nation; however, there is concern in the Joint logistics community that base level logisticians are completely unaware that their base is a potential BSI for up to 5,000 CCMRF troops.²

Our national leadership understands that “Despite the best efforts of the United States, our allies, and partners, it is possible that our adversaries might successfully attack our homeland and strategic interests with weapons of mass destruction.”³ In 1996 the Nunn-Lugar-Domenici (NLD) Domestic Preparedness Program (DPP) appointed the DoD to develop a plan for management of a US CBRNE event. In 1999 the DoD established Joint Task Force Civil Support (JTF-CS) under US Joint Forces Command. The objective was to establish an organization dedicated to mitigating the effects of a potential domestic CBRNE incident, complementing traditional homeland defense efforts to deny access to the enemy. In 2002, JTF-CS was transferred to USNORTHCOM.

Today, the JTF-CS mission is to plan and integrate DoD support for domestic CBRNE consequence management operations. To that end, upon direction by the USNORTHCOM Commander, JTF-CS deploys and executes timely and effective command and control of designated Title 10 forces providing DSCA in order to save lives, prevent injury, and provide temporary critical life support. Title 10 forces include DoD active duty and activated Reserve or National Guard troops in federal status. This mission requires considerable logistical planning and, at the point of execution, will depend on significant support from a designated BSI within a reasonable travel distance from the incident area.

In the event of a CBRNE incident, the mission of the JTF-CS is consequence management. The goal is to mitigate the effect of the incident rather than determine the cause, or track down those responsible. However, DoD forces will only be employed when local and state capabilities are overwhelmed and assistance is requested by the governor (see Figure 1).

The magnitude of DoD forces required will vary depending on a number of factors such as local and state resources, density of population, and type of incident. For example, in a large city like Chicago, Illinois, where the population density is

Article Acronyms

- BSI** – Base Support Installations
- CAE** – Commander’s Assessment Element
- CBRNE** – Chemical, Biological, Radiological, Nuclear, and High-Yield Explosive
- CCMRF** – Consequence Management Response Force
- CONUS** – Continental United States
- DoD** – Department of Defense
- DSCA** – Defense Support of Civil Authorities
- IGESP** – In Garrison Expeditionary Site Plan
- JRSO&I** – Joint Reception, Staging, Onward Movement, and Integration
- JTF-CS** – Joint Task Force Civil Support
- MSR** – Main Supply Routes
- SECDEF** – Secretary of Defense
- USNORTHCOM** – United States Northern Command

approximately 12,000 people per square mile, a CBRNE incident would likely result in heavy casualties. Conversely, in a smaller city like Montgomery, Alabama, where the population density is almost one tenth that of Chicago, the casualties would likely be far less. However, the number of casualties is only one factor in determining the need for DoD forces. While a larger city may experience higher casualties, they may have more resources to deal with the incident, and therefore not require the same level of assistance as a smaller city.

JTF-CS is resourced as a standing command and control headquarters prepared to respond in the event of a CBRNE incident, but with no permanently assigned forces. The required

forces will come from across the DoD and could number in the thousands. A force of that size converging on a community reeling from the effects of a recent CBRNE incident can place an overwhelming demand on already scarce resources. To ensure the force maintains positive momentum in a limited resource environment, the SECDEF will sustain Title 10 forces by designating a BSI. While the BSI will not be under operational control of USNORTHCOM, it will be designated by the Chairman of the Joint Chiefs of Staff execution order as supporting to USNORTHCOM, the supported command. The BSI will provide common-user logistics support (fuel, food, general supplies) and assist a Joint task force with the JRSO&I of responding DoD

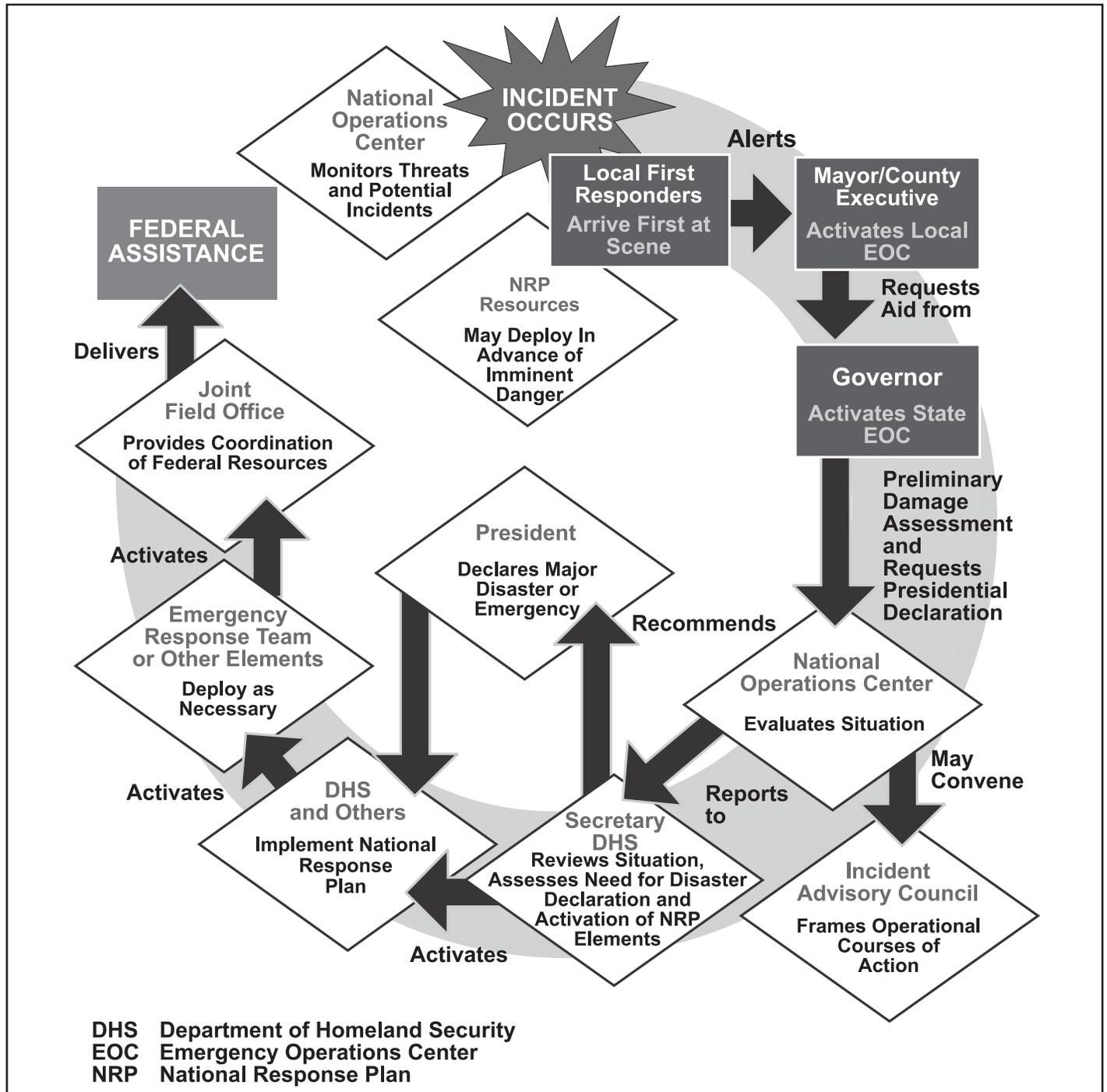


Figure 1. Federal Response, Joint Publication 3-28, Figure D-1

A fully functional CCMRF is approximately 5,000 people, with 900 vehicles and 60 helicopters. The supply planning factors listed are to sustain the CCMRF for up to 30 days.

CCMRF Elements	Quantity	Parking
Personnel	5,000	
Vehicles		
	HMMWV	665'x450'
	MTV/LMTV	490'x305'
	HEMTT/LHS	500'x170'
Aircraft		
Helicopters		
	HH-60	1,300'x1,640'
	CH-47	10

Class of Supply	Subclass	Planning Factors (1 Day)	14-Day Requirement	30-Day Requirement
Class I Subsistence				
	Meals	A-M-A Meal Cycle = 2 Hot Meals per Day	140,000	300,000
	Meals Ready to Eat (MRE)	A-M-A Meal Cycle = 1 MRE per Day	70,000 MRE or 5,834 Cases	150,000 MRE or 12,500 Cases
	Water (potable drinking water)	5 Gallons per Person per Day = 25,000 Gallons per Day	350,000 Gallons	750,000 Gallons
	Ice	3 Pounds per Person per Day = 15,000 Pounds per Day	210,000 Pounds	450,000 Pounds
Class II Clothing, Individual Equipment, Administration Supplies		Unit Basic Load	Unit Basic Load	Unit Basic Load
Class III Petroleum, Oil, and Lubricants				
	Packaged	Unit Bench Stock	Unit Bench Stock	Unit Bench Stock
	Bulk	48,050 Gallons per Day = Total Requirement	672,000 Gallons	1,441,500 Gallons
	Aircraft	60 Aircraft at 250 Hours per Day; 100 gallons per Hour = 25,000 Gallons per Day	350,000 Gallons	750,000 Gallons
Class IV Construction Materials		1,000 ft Concertina Wire; 100 sand bags	1,000 ft Concertina Wire; 100 sand bags	1,000 ft Concertina Wire; 100 sand bags
Class V Ammunition		TBD	TBD	TBD
Class VI Personal Demand Items		Individual Responsibility	Individual Responsibility	Individual Responsibility
Class VII Major End Items, Racks, Pylons, and Others		Equipment Authorized to Accomplish the Mission	Equipment Authorized to Accomplish the Mission	Equipment Authorized to Accomplish the Mission
Class VIII Medical Materials		Unit Responsibility = 30 Days of Supply	Unit Responsibility = 30 Days of Supply	Unit Responsibility = 30 Days of Supply
Class IX Repair Parts		Unit Bench Stock with Reach Back to Services	Unit Bench Stock with Reach Back to Services	Unit Bench Stock with Reach Back to Services
Lodging		Lodging Requirements = 5,000 Beds for the Duration of the Mission. Historically, Females Represent 25 – 30 Percent of the Lodging Requirement		
Operations		Approximately 15,000 Square Feet Required for Operations Centers		

Figure 2. CCMRF, BSI APOD JPG Template

forces. Figure 2 breaks down requirements by class of supply for a full CCMRF response force. For planning purposes, JTF-CS uses the 30-day requirement identified in standard operating procedures. While no individual base can meet all requirements with supplies on hand, deliberate planning will ensure additional sources of supply critical to mission success.

CCMRF Supply Requirements

In addition to the emergency management requirements levied by Air Force policy directive, including force protection, critical infrastructure, and antiterrorism, every DoD installation is a potential BSI.⁴ It is therefore vital for base logistics officers to understand and plan for the reception and sustainment of CBRNE response forces using reasonable planning assumptions. Deliberate planning is important to ensure potential contingency support agreements with local communities are considered in light of potential BSI requirements for supporting up to 5,000 troops. Due to the time-critical nature of DSCA support, the reception and beddown of these troops will require mobilization of existing assets and contingency contracting for everything from potable water to vehicle maintenance. The JTF-CS Contracting Management Cell will serve as the point of contact for the BSI for all contracting requirements.

Upon notification JTF-CS begins an immediate response ready to deploy its first contingent, the commander's assessment element (CAE), within 4 hours. The CAE deploys to the vicinity of a CBRNE incident to gain early situational awareness and conduct assessments in response to a CBRNE situation.⁵ Depending on the assessment of the CAE, JTF-CS may send a forward logistics element to the most likely BSI to validate the availability of capabilities to conduct JRSO&I, aerial port of debarkation, and movement control operations. More specifically, they will assess general supply and maintenance operations; personnel and equipment reception and staging areas; and facilities, civil engineering, health, and other services, to include billeting, food service, contracting, and communications. If augmentation is required, a JTF-CS augmentation team will deploy along with the main JTF-CS body. At the same time, units that make up the CCMRF will deploy from their home stations and converge on the BSI. The BSI may see as many as 5,000 forces arriving, processing, and requiring support within a 24 to 96 hour window following an incident.

All Air Force installations maintain an In Garrison Expeditionary Site Plan (IGESP) that defines the information necessary for making beddown, reception, and deployment-planning decisions. Along with the basic IGESP, additional planning in coordination with JTF-CS may be required to efficiently execute this mission at a time when countless agencies are vying for scarce local resources. However, research indicates logistics officers at CONUS Air Force bases are not aware of the BSI concept; therefore little to no planning has been completed.⁶ This additional planning is a vital piece of the overall National Response Plan to provide the structure and mechanism for

establishing national level policy and operational direction regarding federal support to state and local incident managers.

BSI determination is based on a number of criteria, with base location, airfield capabilities, the communication infrastructure, and main supply routes (MSR) at the top of the list.⁷ Obviously while positioning the headquarters close to the incident may possibly expose forces to radiological fallout in the case of a 10-kiloton nuclear explosion, potential fallout areas would be avoided using plume models and other assessments. In many incidents the airfield capability and capacity will be important for moving response forces, equipment, and supplies into the Joint operations area. Of equal importance to the efficient operation of a BSI is the availability of MSRs, or the availability of surface routes for the bulk of traffic flow in support of military operations. While weighted slightly less in determining a BSI location, there are a number of other considerations such as billeting capacity (barracks, gyms, hangars and such will likely be used for billeting), supply support, and fuel availability. As potential BSI locations are narrowed, the JTF-CS Joint Planning Group will coordinate with logistics officers at candidate bases to obtain any additional information, such as ongoing base construction or repairs, that may impact BSI operations. After a complete analysis, the JTF-CS will recommend a BSI location to USNORTHCOM who will coordinate with SECDEF to make a final designation. This gives the designated BSI little time to prepare for its JRSO&I mission.

Given the countless scenarios, including man-made and accidental CBRNE disasters, every CONUS installation must be prepared to fulfill its potential BSI requirements with little to no notice. This can only be done with significant planning and coordination. As bases continue to develop deliberate plans to support a significant CBRNE response force, JTF-CS stands ready to assist. Start by exploring <http://www.jtfc.northcom.mil/>.

End Notes

1. Joint Publication 3-28, *Civil Support Appendix C, Base Support Installation/Joint Reception, Staging, Onward Movement, and Integration*, 14 September 2007.
2. "Are We Ready? USAF Installation Support for USNORTHCOM Civil Support Mission," Advanced Logistics Readiness Officer's Course, 16 July 2007.
3. Richard Burmood, "Joint Task Force Civil Support (JTF-CS), Mission Concept of Operations Capabilities, JTF-CS," White Paper, 21 March 2007.
4. Air Force Instruction 10-2501, *Air Force Emergency Management Program Planning and Operations*, 24 January 2007.
5. Joint Task Force Civil Support, *Tactical Standing Operating Procedures*, July 2005, 1st Edition.
6. "Are We Ready?"
7. Joint Publication 3-41, *Chemical, Biological, Radiological, Nuclear, and High Yield Explosives Consequence Management*, 2 October 2006.

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...instant history [was] invariably shallow history.

—Anthony Cordesman