



July 3, 2019

Defense Primer: Military Installations Management

The Department of Defense (DOD) and the Military Departments (MILDEPs) maintain distinctive organizational structures (Figure 1), policies, and programs for managing their installations. According to 16 U.S.C. §670(1)(A), a *military installation* “means any land, or interest in land owned by the United States and administered by the Secretary of Defense or the Secretary of a [MILDEP], except land under the jurisdiction of the Assistant Secretary of the Army having responsibility for civil works.” The term is further defined in 10 U.S.C. §2801(c)(4) to mean “a base, camp, post, station, yard, center, or other activity.” In general, this includes: facilities, training ranges, and other supporting infrastructure that reside on a military installation.

Installations management includes overseeing, planning, programming, and implementing major activities at military installations, such as installation master planning; facility planning and design; military construction (MILCON); facilities sustainment, restoration, and modernization (FSRM); government housing; and the disposal of real property. These activities may include sub-activities such as the inventory and condition assessment of real property, reviewing real estate agreements, maintaining force protection, and contracting utility services.

Examples of DOD programs that fall under the umbrella of military installations management include the:

- Military Housing Privatization Initiative;
- Energy Resilience and Conservation Investment Program;
- Defense Environmental Restoration Program; and
- Child Development Programs.

Current defense-wide issuances that address real property and associated installation management activities include DOD Directive 4165.06 *Real Property*, and DOD Instruction 4165.70 *Real Property Management*. Additional installation management policies are set by each MILDEP, or the Office of the Secretary of Defense (OSD) for real property they manage.

DOD-Managed Installations

DOD manages its installations (those that do not report through a MILDEP) through the Office of the Assistant Secretary of Defense for Sustainment (OASD(S)). The Assistant Secretary of Defense for Sustainment has overall responsibility for DOD’s “planning, programs, and capacity to provide mission assurance through facilities investment, MILCON, environmental restoration and compliance, installation and operational energy resilience, and occupational safety programs.” Within OASD(S), the Office of Facilities Management is the program manager and policy advocate for DOD-managed installations.

Installation support services for DOD-managed facilities are generally provided by an associated DOD component (i.e., the defense agency, field activity, or U.S. Special Operations Command). However, if the DOD facility resides on a MILDEP-owned installation, then the host military service may also provide certain upkeep services for the facility.

Army Installations

Within Headquarters, Department of the Army (HQDA), the Office of the Assistant Secretary of the Army for Installations, Energy, and Environment, OASA (IE&E), “establishes policy, provides strategic direction, and supervises all matters pertaining to infrastructure, installations and contingency bases, energy, and environmental programs” for the Army. The Office of the Assistant Chief of Staff for Installation Management (OACSIM), led by the Assistant Chief of Staff for Installation Management (ACSIM), serves as the link between the Army Secretariat and the Army’s Land Holding Commands (LHCs). The ACSIM establishes policies, synchronizes programs, and ensures LHCs, who retain the Army’s real property, have the resources they need for infrastructure and installation services.

With the exception of Army National Guard facilities, which are typically managed by states, the Army manages installations through its Installation Management Command (IMCOM). IMCOM handles day-to-day operations of Army installations, providing services such as fire safety, policing, housing, and child care. IMCOM also oversees the Army Safety program. The U.S. Army Corps of Engineers (USACE) supports Army installations, and, as applicable, other military services and DOD components’ installations, by providing technical expertise and capabilities. Individual installation management, planning, and leadership is provided by the installation commander, known as a Garrison Commander in the Army.

Navy Installations

Within the Department of the Navy, the Office of the Assistant Secretary of the Navy for Energy, Installations and Environment, OASN (EI&E), is responsible for policy related to the Navy’s “energy security; acquisition and disposal of real property; construction and maintenance of installations; protecting the safety and occupational health of the military and civilian personnel; environmental protection, planning and restoration ashore and afloat; and conservation of natural and cultural resources.” The Deputy Chief of Naval Operations for Fleet Readiness and Logistics (OPNAV N4) is responsible for the resourcing of shore installations to maintain Navy readiness.

The Commander, Navy Installations Command (CNIC) is responsible for worldwide Navy shore installation management, which includes operations, maintenance,

housing and safety, and quality-of-life programs. The CNIC reports directly to the Chief of Naval Operations. The Naval Facilities Engineering Command (NAVFAC) delivers engineering and material support to installations, and is “the technical authority for all matters relating to facilities engineering policies and practices.” NAVFAC plans, builds, and maintains sustainable facilities, and delivers environmental, utilities, and other installation services to both the Navy and Marine Corps.

USMC Installations

OASN (EI&E) is also responsible for Marine Corps installations. Within the Department of the Navy and Headquarters Marine Corps (HQMC), the Deputy Commandant for Installations and Logistics (DC I&L) is responsible for providing “ready and resilient bases, leading modernization efforts, and developing infrastructure.” The Marine Corps manages its installations through its Marine Corps Installations Command (MCICOM). MCICOM provides oversight, direction, and coordination of installation services. Like CNIC, MCICOM works with NAVFAC to execute installation projects.

Air Force Installations

The Office of the Assistant Secretary of the Air Force for Installations, Environment, and Energy (SAF/IE) is responsible for “installations strategy and strategic basing processes; built and natural infrastructure; facility, process, and operational energy; environment, safety and occupational health; and ensuring the sustainability and operational readiness” of the Air Force. SAF/IE provides oversight for all plans, policies, and programs related to Air Force installations. The Air Staff of Headquarters Air Force (HAF) sets policy, manages programs, and prepares budgets for installations, largely through HAF Logistics, Engineering, and Force Protection (HAF/A4).

The Air Force’s major commands (MAJCOMs) conduct day-to-day management of Air Force installations through their installation commanders (generally the Wing Commander at an air base). These commanders rely upon the Air Force Installation and Mission Support Center (AFIMSC), a subordinate unit to the Air Force Materiel Command (AFMC), to execute installation programs and projects. AFIMSC is a “single intermediate-level headquarters responsible for providing installation and mission support capabilities to Air Force installations, the MAJCOMs, and two direct reporting units.” AFIMSC houses the Air Force Civil Engineer Center (AFCEC), a unit that provides installation engineering services.

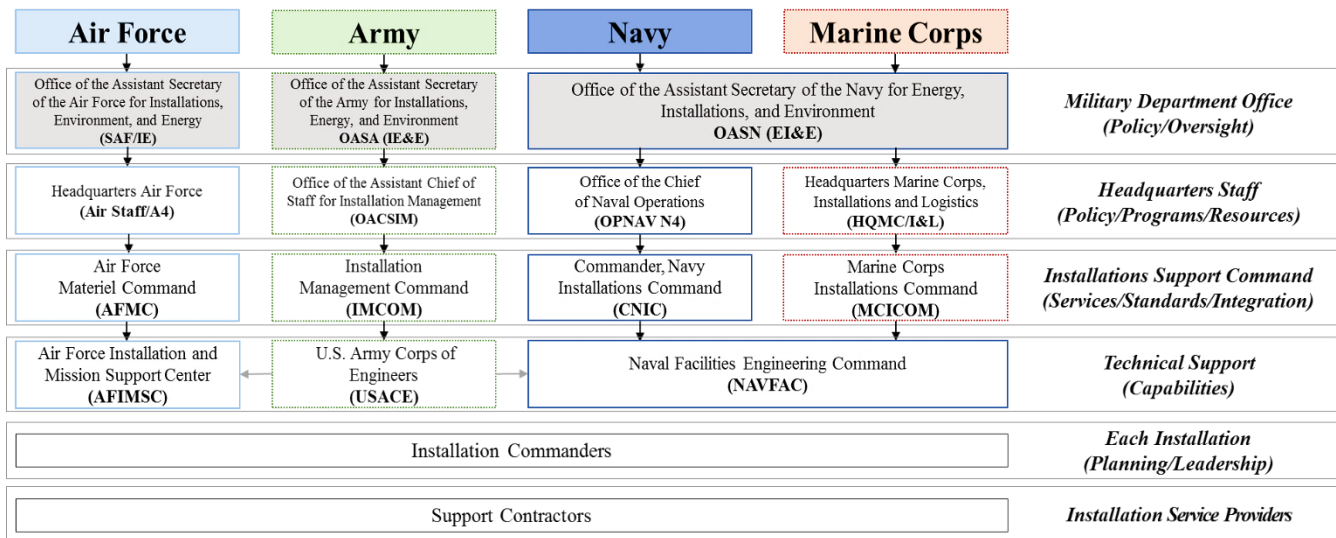
Types of Funding

Base budget funding for most installation support services is contained within defense operations and maintenance (O&M) budget accounts, and subsequently mostly within FSRM accounts. Defense working capital funds are also used to provide funding for utilities, maintenance and repair services, or other installation-related work performed (See CRS In Focus IF11233, *Defense Primer: Defense Working Capital Funds*, by G. James Herrera.) MILCON funds are used for facility recapitalization projects such as the modernization of facilities through new construction.

Role of Congress

Installations management includes ensuring military facilities and training ranges, housing, and other supporting infrastructure are safe, environmentally responsible and resilient to manmade and natural threats, are cost-effective, yet still able to meet mission requirements. Congress appropriates funds and conducts oversight of installation management policies, programs, and associated activities to ensure the military and its support contractors carry them out in a responsible manner.

Figure 1. Military Installations Management Structures



Source: CRS Graphics.

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