



## DoD INSTRUCTION 3000.12

# MANAGEMENT OF U.S. GLOBAL DEFENSE POSTURE (GDP)

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**Purpose:** In accordance with the authority in DoD Directive (DoDD) 5111.1 and the direction in the November 30, 2006, Deputy Secretary of Defense Memorandum, this issuance:

- Establishes policies, defines processes, and assigns responsibilities for managing U.S. GDP pursuant to the guidance in the February 28, 2008, Deputy Secretary of Defense Memorandum.
- Establishes the Global Posture Executive Council (GPEC) as the DoD oversight body for GDP, including DoD Components, the Department of State Bureau of Political-Military Affairs (DOS/PM), and the National Security Council Staff (NSCS).

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## **SECTION 1: GENERAL ISSUANCE INFORMATION**

**1.1. APPLICABILITY.** This issuance applies to the OSD, the Military Departments, the Office of the Chairman of the Joint Chiefs of Staff and the Joint Staff, the National Guard Bureau, the Combatant Commands (CCMDs), the Office of the Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities within DoD (referred to collectively in this issuance as the “DoD Components”).

**1.2. POLICY.** It is DoD policy that:

a. GDP processes apply to DoD’s forces, footprints, and agreements that support joint and combined global operations and plans in foreign countries and U.S. territories and in defense of the homeland, as described in this issuance.

b. The GPEC strengthens management of GDP and serves as DoD’s permanent senior governance body overseeing and managing processes defined in this issuance.

c. DoD Components use the processes outlined in this issuance to address GDP planning, resourcing requirements, and policy development.

d. The GPEC provides recommendations, inputs, and expertise concerning GDP to key national strategy products.

**1.3. INFORMATION COLLECTIONS.** The Enduring Location Master List (ELML), referred to in Paragraph 4.1. of this issuance, does not require licensing with a report control symbol in accordance with Paragraph 9 of Volume 1 of DoD Manual 8910.01.

**1.4. SUMMARY OF CHANGE 1.** The changes to this issuance are administrative and update references for accuracy.

## **SECTION 2: RESPONSIBILITIES**

**2.1. UNDER SECRETARY OF DEFENSE FOR POLICY (USD(P)).** The USD(P) establishes policy and overall guidance for the governance of GDP.

**2.2. ASSISTANT SECRETARY OF DEFENSE FOR STRATEGY, PLANS, AND CAPABILITIES (ASD(SPC)), AND THE DIRECTOR, JOINT STAFF (DJS).** The ASD(SPC), under the authority, direction, and control of the USD(P), and the DJS, under the authority, direction, and control of the Chairman of the Joint Chiefs of Staff (CJCS), in their role as GPEC Co-Chairs:

- a. Provide oversight of GDP processes and management of the GPEC, in accordance with the procedures outlined in this issuance.
- b. Provide policy guidance and assistance on posture matters to GPEC members, as well as provide advice and recommendations on posture matters to the Secretary of Defense (SecDef), CJCS, and their staffs.

**2.3. SECRETARIES OF THE MILITARY DEPARTMENTS AND MILITARY SERVICE CHIEFS.** The Secretaries of the Military Departments and Military Service Chiefs:

- a. Review Combatant Commander (CCDR) posture plans and provide inputs on feasibility, executability, programmatic issues, and resource constraints using the GPEC community-review procedures in this issuance.
- b. Support CCDR posture-planning development by providing required cost data and estimates for enduring locations and posture-change proposals through CCDR Service Component Commands, or directly, as required.
- c. Accomplish base-operations support and management functions upon designation as lead Military Service for an enduring location.

**2.4. CCDRS.** The CCDRs:

- a. Evaluate the adequacy of current posture to support their campaign plans and achieve associated military objectives.
- b. Develop a posture plan, including a theater posture plan (TPP) or a functional posture plan (FPP), as appropriate. TPPs will serve as an annex to the geographic CCDR's campaign plan, as described in Section 6.
- c. Through the CJCS, coordinate posture requirements with affected CCDRs and other stakeholders, including, but not limited to, the Military Departments and Military Services, Defense Agencies, DoD Field Activities, and other federal agencies, as appropriate.

## **SECTION 3: THE GLOBAL POSTURE EXECUTIVE COUNCIL**

### **3.1. OVERVIEW OF GLOBAL DEFENSE POSTURE.**

a. Foreign and overseas posture is the fundamental enabler of U.S. defense activities and military operations overseas and is also central to defining and communicating U.S. strategic interests to allies, partners, and adversaries.

b. The DoD recognizes three interdependent posture elements used to define, plan for, and assess U.S. foreign and overseas military presence: forces, footprints, and agreements. Each interdependent posture element may be enabled by contractors or contracted support and posture planning may optimize forces, footprint, and agreements with contracted support, when appropriate.

c. The GDP process, which enables DoD Component input and informs senior-leader decisions in a timely manner, is structured and synchronized with the planning, programming, budgeting, and execution process. The GDP process also informs the development of key planning documents and the resolution of policy-significant posture issues.

### **3.2. GPEC.**

**a. GPEC Purpose.** The GPEC is the formal body with authority to manage GDP processes. The ASD(SPC) and the DJS serve as the GPEC Co-Chairs. They provide senior oversight of GDP processes while delegating routine process management.

**b. GPEC Composition.** The GPEC includes general officer or flag officer or Senior Executive Service representatives from the:

- (1) Office of the Under Secretary of Defense for Policy (OUSD(P)).
- (2) Office of the Under Secretary of Defense for Acquisition, Technology, and Logistics.
- (3) Office of the Director of Cost Assessment and Program Evaluation.
- (4) Office of the Under Secretary of Defense (Comptroller)/ Chief Financial Officer, Department of Defense.
- (5) Office of the Under Secretary of Defense for Personnel and Readiness.
- (6) Joint Staff stakeholders (Operations (J-3), Logistics (J-4), Strategic Plans and Policy (J-5), and Force Structure, Resources, and Assessment (J-8) directorates).
- (7) CCMDs.
- (8) Military Services (including National Guard Bureau).

- (9) Military Departments, as required.
- (10) DOS/PM.
- (11) NSCS.
- (12) Other stakeholders, as required.

**3.3. GPEC RESPONSIBILITIES.** The GPEC serves as DoD's senior body overseeing posture processes and managing GDP alignment efforts for the SecDef and Deputy Secretary of Defense (DepSecDef). The GPEC:

- a. Oversees and manages GDP processes and procedures.
- b. Provides recommendations to the SecDef, CJCS, and their staffs on appropriate global posture matters.
- c. Utilizes the organizational expertise of its members to ensure respective equities are addressed during global posture actions and deliberations.
- d. Executes specific GPEC responsibilities, including:
  - (1) Formulation of posture policy and strategy.
  - (2) Review of current posture.
  - (3) Review and oversight of the assessment and implementation of posture plans, including review for consistency with the CCDR campaign plans.
  - (4) Prioritization of posture elements, as required.
  - (5) Resolution of systemic posture issues.
- e. Addresses global defense posture matters, including:
  - (1) Those relating to assigned and allocated forces, capabilities, and equipment.
  - (2) The supporting network of en route infrastructure, foreign and overseas infrastructure, facilities, land, pre-positioned stocks, and war reserve materiel.
  - (3) The set of treaty, access, transit, support, technical, and status-protection agreements and arrangements with foreign nations.
  - (4) Reviewing CCDR strategic recommendations and posture submissions.
  - (5) Preparing posture strategy and policy for the SecDef and CJCS.

- (6) Reviewing, validating, assessing, and prioritizing CCDR global-posture resource requirements.
- (7) Reviewing change proposals to DoD's ELML, as described in Section 4.
- (8) Preparing guidance for CCDRs on the development of posture-planning documents.
- (9) Preparing the GDP Report to Congress.

### **3.4. GPEC PROCESSES AND FUNCTIONS.**

**a. GPEC Functions.** The ASD(SPC) and DJS normally will delegate routine GPEC process management to the Deputy Assistant Secretary of Defense for Plans (DASD(PLANS)) and the J-5 Deputy Director for Joint Strategic Planning (DDJSP). Delegation to J-5 DDJSP will be through the Director, J-5. The GPEC will:

- (1) Conduct formal reviews of CCDR posture plans in accordance with the following:
  - (a) On receipt of a CCDR's posture plan, the GPEC initiates a plan-review directive and establishes a review timeline, review level, comment format, and any other administrative directions, as required.
  - (b) GPEC member agencies provide comments in accordance with the plan-review directive.
  - (c) In conducting the review, coordinating agencies should ensure posture plans are consistent with strategic guidance provided and nested with overarching campaign plans by:
    - 1. Evaluating CCDR mid-term and long-term strategic visions for incorporation into future strategic guidance.
    - 2. Reviewing CCDR nominations to change the DoD's ELML and submitting endorsement or recommended modifications.
- (2) Address evolving posture issues that require policy resolution before resourcing by:
  - (a) Developing a resolution plan, including office of primary responsibility and appropriate milestones.
  - (b) Prioritizing posture issues for development and resolution.
- (3) Determine the appropriate senior governance body for further action for all posture matters. An operations deputies (OpsDepts) or Joint Chiefs of Staff (JCS) Tank, Three-Star Programmers, Deputy's Management Action Group, or equivalent senior-level body may be required to resolve resourcing or other issues between GPEC stakeholders, Military Services, or CCMDs.



(a) The GPEC may forward recommendations to the SecDef without prior deliberation by these decision-making bodies concerning administrative matters such as instructions, policy questions that do not require programmatic or Military Service deliberation, or recommendations specifically solicited by the SecDef.

(b) In those cases in which GPEC recommendations bypass the senior decision-making bodies en route to the SecDef, as outlined in Paragraph 3.4.a.(3), the GPEC must consult Volume 1 of DoD Manual 5110.04 and Joint Staff Instruction 5711.01E in order to address mandatory staffing procedures and require the Military Services, OSD agencies, the Joint Staff (JS), and CCMDs to provide concurrence or comments at the DoD Component head, OSD Component head, or Principal Deputy level. This robust staffing requirement preserves GPEC transparency and ensures that the SecDef is provided the benefit of review and comment by senior leaders across all DoD stakeholders. The GPEC Co-Chairs are responsible for completing these requirements.

(4) Synchronize GDP process inputs, documents, and products, ensuring timely inputs are provided for key programmatic and planning milestones.

(5) Provide guidance to the subordinate O-6/Planner-level Global Posture Integration Team (GPIT) for the development of the GPEC meeting agenda and the preparation of posture matters for GPEC deliberation.

(6) Identify and implement process improvements for future cycles.

(7) As appropriate, determine the lead Military Service for all enduring locations. Designation of the lead Military Service will be validated upon DepSecDef approval of the ELML.

(8) Maintain visibility on the number and disposition of contingency locations (CLs) within each geographic Combatant Command (GCC) to inform global posture decisions.

**b. The GPIT.** The GPIT performs all staffing and support actions required to assist the GPEC in the execution of its functions.

(1) **GPIT Composition.** The GPIT is co-chaired by planner-level representatives from the Office of DASD(PLANS) and J-5 DDJSP and consists of members from all GPEC organizations.

(2) **GPIT Processes.** The GPIT will forward all posture matters to the GPEC in decision-ready form, with dissenting opinions from GPIT members articulated, and a recommendation on the appropriate senior decision-making body for further action.

**c. Executive Secretary.** The Office of the DASD(PLANS), assisted by J-5 DDJSP, serves as Executive Secretary for the GPIT and GPEC and performs the following functions:

(1) Schedules GPIT and GPEC meetings.

(2) Develops the GPIT and GPEC agenda.

- (3) Coordinates with participating agencies, including those departments outside of DoD.
- (4) Issues read-ahead materials to GPIT or GPEC stakeholders.
- (5) Captures GPEC meeting minutes in a memorandum for record (MFR) for Co-Chair signature. Minutes will document tasks for action by GPEC members, the GPEC's recommendations, and the staffing path of any issue forwarded for senior-level decision.
- (6) When required, prepares decision briefs for presentation of GPEC recommendations to senior decision-making bodies.
- (7) Captures any dissenting opinions from GPEC members in MFRs, out-briefs, and decision briefs that are forwarded to senior leaders.

## SECTION 4: MANAGEMENT OF FOREIGN AND OVERSEAS ENDURING LOCATIONS

**4.1. ELML.** The DoD maintains, and operates from, foreign locations and U.S. territories to accommodate an adjustable force presence as well as the necessary flexibility to respond to crises and ensure homeland defense. The ELML is a record of these locations. It is managed by the OUSD(P) and includes the locations where the United States is expected to have a security interest for the foreseeable future. The DepSecDef approves DoD validation of enduring locations.

**4.2. PURPOSE.** The purpose of the ELML is to identify, validate, and document locations that represent an enduring, strategic U.S. security interest for the foreseeable future. It is the source document for validation of enduring U.S. foreign and overseas posture locations and is utilized to fulfill congressional reporting requirements. Types of enduring locations include: main operating bases (MOBs), forward operating sites (FOSs), and cooperative security locations (CSLs).

**4.3. VALIDATION.** The management of U.S. foreign and overseas enduring locations requires the DepSecDef, through the GPEC, to validate a location's enduring nature, characteristics, intended use, and planned scope of investment.

a. Although these locations may require development and real property management to support a persistent or periodic presence, inclusion on this list does not directly constitute funding endorsement for enduring requirements.

b. The ELML's validation of the enduring nature of a location may be a consideration for other DoD processes, such as the evaluation of military-construction requests during Program Budget Review (PBR).

**4.4. LOCATION DESCRIPTORS.** The ELML will specify the following components of each enduring location:

- a. CCMD.
- b. Country.
- c. Installation (including number of sites linked to the installation).
- d. Broad purpose and planned capability.
- e. Type of enduring location.
- f. Agreements or arrangements.

- g. Lead Military Service.

#### **4.5. ENDURING LOCATION MASTER LIST CHANGE NOMINATION (ECN)**

**PROCESS.** CCMDs, Military Services, OSD, or the JS may propose changes to the ELML.

a. CCMDs may nominate new locations or changes in mission requirements for existing locations outside of their area of responsibility (AOR) through, and in coordination with, the GCC responsible for the AOR containing the new location. In the case of new locations nominated by CCDRs outside of the AOR, coordination must be completed with the host GCC for an assessment of the location's enduring nature.

b. Military Services, through Service Component Commands, may nominate new locations through their respective CCMDs.

c. In coordination with the respective GCC, OSD or the JS may nominate new locations if the locations are identified as enduring through other DoD processes.

d. Through the JS, GCCs may request return of an enduring location to the host nation (HN) through the realignment process, in accordance with DoD Instruction (DoDI) 4165.69. Enduring locations will remain on the ELML until the transfer to the HN is complete.

**4.6. ELML ELIGIBILITY CRITERIA.** ECNs will be evaluated against the following criteria for eligibility for placement on the ELML. If any criteria are not met, the GPEC holds waiver authority to include nominated locations on the ELML.

a. Enduring mission and operational requirements at a proposed location must be clearly specified, including:

- (1) Statement of requirement.
- (2) Size of anticipated force presence.
- (3) Frequency of anticipated use.
- (4) Base operations support requirements.

(5) Estimated sustainment and investment costs for military construction (MILCON) and operation and maintenance (O&M), in rough order of magnitude (ROM), provided by the Service headquarters upon request from the CCMD.

(6) Estimated cost-sharing or other contributions from the HN.

(7) Initial and final operating-capability milestones.

b. The CCMD must nominate a lead Military Service for a new location. Additionally, a CCMD, Military Department, or Military Service may recommend re-designation of a lead

Military Service if the description or scope of the mission at an existing location has changed compared to the previous ELML.

(1) The Service headquarters, in coordination with the respective Service Component Command, will provide a response to the GPEC on the CCMD's nomination of a lead Military Service, including a determination or verification of ROM cost estimates.

(2) If the nominated Military Service non-concurs in the CCDR's nomination as lead, the nominated Military Service must provide justification and a recommendation for designation as lead based on predominant use, the Military Service most likely to accomplish the specified mission, or the Military Service most capable to manage that location.

c. Utilizing existing mission-validation processes to the maximum extent possible, the JS will validate new mission requirements or changes to the existing mission or scope of requirements at the nominated location based on:

(1) CCDR-identified enduring requirements.

(2) Links to strategy, plans, or direction from the President or SecDef.

(3) Enduring support to GCC or functional Combatant Command (FCC) posture-plan, campaign-plan, operational-plan, or contingency-plan requirements.

d. If there is contention over the validity of the mission requirement within the JS, then validation will be elevated to the appropriate level for adjudication, including OpsDepts or JCS Tanks or equivalent senior-level bodies, as required.

e. There must be an agreement or arrangement with the HN that is sufficient to ensure mission executability. If infrastructure investments are planned at the location, then an agreement or arrangement must be in place that provides the U.S. operational control of the site before project execution.

(1) Expressions of "operational control" with respect to U.S. forces' presence and access to and use of agreed facilities may appear in legally binding international agreements between the U.S. Government and HN governments. In certain circumstances, non-legally binding instruments between the U.S. Government and HN governments, or between their respective designees, also may contain expressions of "operational control."

(2) Generally, terms that provide for "operational control" are intended to address two considerations:

(a) U.S. forces' control over its equipment, supplies, and materiel.

(b) A basis under U.S. domestic law for undertaking military construction projects in U.S. foreign and overseas locations.

(3) Generally, when undertaking U.S. foreign and overseas military construction projects, the following conditions should be met:

(a) U.S. presence at the mutually agreed-upon location is long-term (i.e., both parties intend for U.S. forces to remain at the location for the foreseeable future).

(b) U.S. control of the installation at issue (or relevant portion thereof) is exclusive (i.e., the HN gives U.S. personnel unimpeded access to and control over a defined area with the right and ability to exclude others).

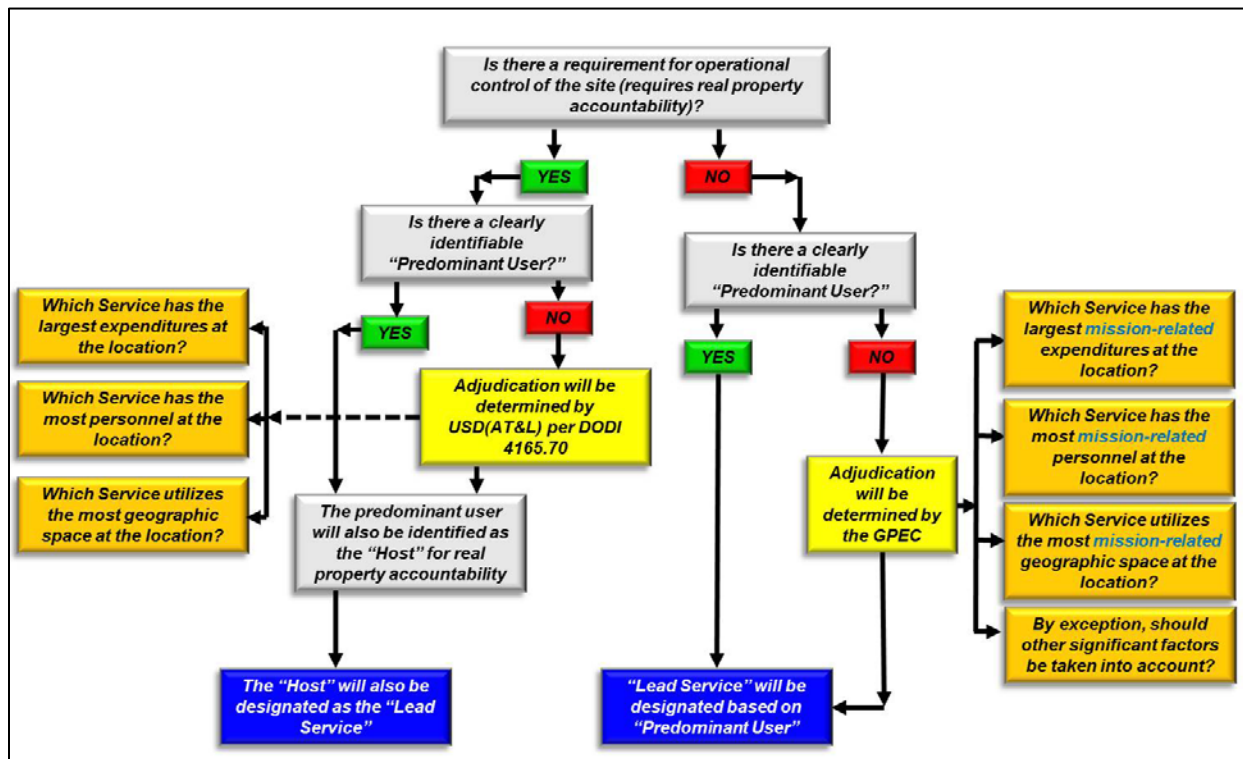
(c) The points in Paragraphs 4.6.e.(3)(a)-(b) are included in a bilateral agreement or arrangement.

(d) U.S. funds are used to support U.S. requirements (which may include the U.S. share of construction of joint-use facilities).

f. The location must meet the definition of an MOB, FOS, or CSL (see Glossary).

**4.7. LEAD SERVICE DESIGNATION.** The GPEC will designate a lead Military Service for all enduring locations to ensure appropriate site management, base operations support, and coordination of requirements. Lead Military Services will be identified or designated in accordance with the procedures in Figure 1 and approved by DepSecDef with the ELML, in accordance with DoDD 3000.10. In order to designate a lead Military Service, the GPEC will utilize the following steps:

**Figure 1: Lead Service Designation Process**



- a. If there is a requirement for operational control of the site (which requires real property accountability) with an identified predominant user, then the predominant user will also be identified as the host and lead Service for the location in accordance with DoDI 4165.70.
- b. If there is a requirement for operational control of the site (which requires real property accountability) without an identified predominant user, the Assistant Secretary of Defense for Energy, Installations, and Environment will adjudicate the designation of the predominant user and, subsequently, the host, in accordance with DoDI 4165.70. In this case, the host will also be designated as the lead Military Service.
- c. If there is not a requirement for operational control of the site but there is an identified predominant user, the GPEC will designate the predominant user as the lead Military Service.
- d. If there is not a requirement for operational control of the site and a predominant user is not identified, the GPEC will determine the predominant user and the lead Military Service will be designated based upon this determination. The GPEC will consider the following factors in making its determination:
  - (1) Which Military Service has the largest mission-related expenditures at the location?
  - (2) Which Military Service has the most mission-related personnel at the location?
  - (3) Which Military Service utilizes the most mission-related geographic space at the location?
  - (4) By exception, should other significant factors be taken into account?
- e. If there is a change to the mission or scope of requirements at an existing location, the CCMD or respective Military Service identified as the lead may nominate the location for re-designation of lead Military Service through the next cycle of the ECN review process.

#### **4.8. LOCATIONS FOR FUTURE STRATEGIC CONSIDERATION.**

- a. The GPEC also may document locations that CCMDs have identified to become enduring locations in the future for strategic consideration. These locations will be distinct from locations validated for inclusion on the ELML. Potential locations may include:
  - (1) CCMD-nominated ECNs that do not meet the appropriate criteria for ELML eligibility.
  - (2) Locations that are part of a posture initiative or that fill gaps to mitigate long-term risk and achieve strategic objectives.
  - (3) CLs that CCMDs have identified for transition to enduring locations upon meeting established criteria.
  - (4) Locations that may require future access or surge capability.

(5) Locations CCMDs have identified as preferred locations to host enduring missions in the future.



## **SECTION 5: OVERSEAS FORCE STRUCTURE CHANGES (OFSCs) AND HN NOTIFICATION**

**5.1. OFSCS AND HN NOTIFICATIONS (HNN).** The SecDef approves OFSCs, which communicate Service or FCC need to modify current force structure to meet global, theater, or functional objectives. OFSC and HNN procedures are provided in CJCS Instruction (CJCSI) 2300.02H. Force structure changes should not be implemented until the SecDef approves the OFSC or the USD(P) approves the HNN request, as described in CJCSI 2300.02H.

a. Any resourcing decisions made before approval are made at the risk of the respective Military Service or FCC.

b. OFSC requests must be processed when they meet any of the criteria listed in CJCSI 2300.02H.

c. The Military Service or FCC must identify internal Service or FCC foreign and overseas force structure decisions that meet criteria in CJCSI 2300.02H and coordinate such decisions with OUSD(P) and the JS to validate OFSC or HNN requirements and staff, as appropriate.

**5.2. REALIGNMENTS.** Overseas DoD sites identified as excess will be nominated by the Service Component Commands in accordance with processes outlined in DoDI 4165.69 and CJCSI 2300.03D. Only the SecDef can approve returning sites to the HN.

## **SECTION 6: POSTURE PLANS**

### **6.1. GENERAL.**

a. The SecDef provides global, regional, and functional posture planning guidance that defines the DoD approach to GDP. Posture-planning guidance is developed in coordination with the GDP community through the GPEC.

b. Posture plans will be consistent with the CCDR's campaign plan, strategic guidance provided by the SecDef and CJCS, and any supplemental guidance provided by the GPEC. Though an annex of the CCDR's campaign plan, a CCDR's posture plan need not be submitted simultaneously with the campaign plan.

c. TPPs and FPPs serve to link national and theater objectives with the means to achieve them. Within its TPP or FPP, the CCMD will outline its posture strategy and identify posture requirements and initiatives, as required, to meet strategic and theater objectives.

d. TPPs also should address and incorporate the posture requirements of other DoD stakeholders within their theater. Stakeholders include, but are not limited to, GCCs, FCCs, the Military Departments and Military Services, Defense Agencies, DoD Field Activities, and other federal agencies with an interest in GDP, as appropriate.

e. When tasked, FCCs develop campaign plans based on strategic guidance. FCC operational plans should include posture requirements in a GCC's AOR, which will be reflected in their FPP. FPPs should also address requirements for current or anticipated posture in a GCC's AOR, as appropriate.

f. During TPP development, CCMDs and Military Services must collaborate in a broad posture approach, including basing and capacity considerations, at all shared locations where multiple GCC, FCC, and Military Service stakeholders have requirements to operate. Unilateral decisions, made by single GCCs or Military Services to scope down capacity or footprint in locations, can have broad implications. Integrated planning and cross-CCDR agreements should support TPPs where appropriate. The ELML should point out these shared locations, noting key stakeholders and supported plans.

g. Annually, the GPEC Co-Chairs will produce supplemental posture-plan guidance for CCDRs in order to specify posture-plan requirements. The supplemental guidance will identify persistent and emerging requirements necessary to inform other DoD processes

### **6.2. SCOPE.**

a. The TPP or FPP is the primary source document used to advocate for change to CCMD posture. It supports resource decisions, the posture management process, and DoD oversight responsibilities. In order to clarify the CCDR's posture status and identify gaps, risks, and required changes, the TPP will describe the forces, footprint, and agreements present in a theater and the FPP will address functional posture requirements.

b. TPPs and FPPs propose solutions to mitigate identified capability gaps and address other known challenges to meeting national and theater strategy objectives. The status of compliance with current strategic posture guidance should be clearly articulated.

c. CCDRs will ensure that posture plans address:

(1) The CCDR's posture outlook, which should be consistent with the CCDR's overall strategic vision articulated in the campaign plan. This should address the significant priorities and changes in theater posture in the two- to five-year timeframe and beyond. This posture outlook will inform the development of posture-related strategic guidance and prioritization efforts.

(2) The CCDR's operational approach to implementing strategic guidance.

(3) Current posture, including adequacy of posture in supporting campaign plans, status of HN agreements and contributions, and regional priorities.

(4) The gaps in current posture (relative to strategic guidance and military objectives) and associated risk.

(5) Any posture change proposals with a description of the gaps being addressed; quantified capability provided; associated facilities' cost data estimates, including MILCON and O&M; projected HN and burden sharing contributions (both cash and in-kind); and an evaluation of alternatives considered.

(a) The analysis of alternatives should consider potential costs, cost comparisons, potential for use of existing theater assets and facilities, including current contracts and task orders, and an assessment of facilities or capabilities that could be reduced or divested.

(b) The GCC will coordinate with the appropriate Military Service, through the Service Component Command (based on the designated lead Military Service), for required facilities' cost estimates (i.e., facilities sustainment and facilities operation costs). If the posture proposal addresses an enduring location not yet assigned a lead Military Service, the GCC may direct the Service Component Command nominated as the lead Military Service to provide cost estimates, in coordination with the Service headquarters. GCCs will assist FCCs, as required, to produce cost information in support of FCC posture-change proposals.

(6) The status of CLs within the AOR, developed in accordance with DoDD 3000.10. The GCC should list all CLs as of the projected approval of their TPP and note which CLs, if any, are potential candidates for future addition to the ELML.

d. CCDRs will coordinate posture plans with Service Component Commands.

e. CCDRs will coordinate posture plans, highlighting change proposals, with all FCCs and any affected GCC. CCDRs will socialize posture plans formally through GPEC coordination, as appropriate. Coordination before the GPEC's formal posture-plan reviews will enable earlier identification and resolution of contentious issues.

### **6.3. REVIEW PROCESS.**

a. CCMDs will submit TPPs and FPPs biennially to the USD(P) and CJCS through the GPEC, in accordance with strategic guidance and annual GPEC-endorsed posture-planning guidance. During off-cycle years, CCMDs will submit identified products that are utilized in other DoD processes, in accordance with GPEC guidance.

b. The GPEC serves as the review agent for CCDR posture plans, and its Co-Chairs supervise the GPEC review process for these plans, as described in Section 3. The GPEC review for posture plans will:

(1) Ensure the consistency of posture plans with CCDR campaign plans, as well as strategic guidance provided in national strategic documents, as appropriate.

(2) Ensure that posture-change proposals are submitted with:

(a) Linkage to stated capability gaps.

(b) Articulation of risk.

(c) Analysis of alternatives considered.

(d) Cost estimates and resourcing strategy through the Future Years Defense Program, as required.

(3) Identify and resolve policy issues identified in GCC TPPs and FCC FPPs before resourcing decisions.

(4) Ensure integration of FCC requirements into GCC plans. When FCCs have infrastructure requirements in a GCC's AOR, they should submit the requirements as part of their FPP following coordination with the affected GCC and other appropriate stakeholders.

(5) Identify strategic concepts for incorporation in future guidance.

### **6.4. PRIORITIZATION OF REQUIREMENTS AND DEVELOPMENT OF PROGRAMMATIC GUIDANCE.**

a. CCDRs assess gaps in their current posture and identify posture proposals to address those gaps in their annual posture plans. Posture proposals and any associated MILCON projects are submitted with the details necessary to validate and prioritize these requirements.

b. Following formal review of CCMD posture plans, the GPEC will prioritize key posture elements such as MILCON projects and international agreements. Prioritization of posture elements may inform Service program objective-memoranda development, PBR deliberations, and development of defense planning guidance. The GPEC will formally review and endorse global-posture prioritization results before distribution of any results for inclusion in Service budget deliberations.

## GLOSSARY

### G.1. ACRONYMS.

AOR	area of responsibility
ASD(SPC)	Assistant Secretary of Defense for Strategy, Plans, and Capabilities
CCDR	Combatant Commander
CCMD	Combatant Command
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff Instruction
CL	contingency location
CSL	cooperative security location
DASD(PLANS)	Deputy Assistant Secretary of Defense for Plans
DDJSP	Deputy Director for Joint Strategic Planning
DepSecDef	Deputy Secretary of Defense
DJS	Director, Joint Staff
DoDD	DoD directive
DoDI	DoD instruction
DOS/PM	Department of State Bureau of Political-Military Affairs
ECN	enduring location master list change nomination
ELML	enduring location master list
FCC	functional Combatant Command
FOS	forward operating site
FPP	functional posture plan
GCC	geographic Combatant Command
GDP	global defense posture
GPEC	Global Posture Executive Council
GPIT	Global Posture Integration Team
HN	host nation
HNN	host nation notification
J-5	Strategic Plans and Policy Directorate (Joint Staff)
JCS	Joint Chiefs of Staff
JS	Joint Staff
MFR	memorandum for record
MILCON	military construction
MOB	main operating base
NSCS	National Security Council staff

O&M	operations and maintenance
OFSC	Overseas Force Structure Change
OpsDepts	operations deputies
OUSD(P)	Office of the Under Secretary of Defense for Policy
PBR	Programming and Budget Review
ROM	rough order of magnitude
SecDef	Secretary of Defense
TPP	Theater Posture Plan
USD(P)	Under Secretary of Defense for Policy

**G.2. DEFINITIONS.** Unless otherwise noted, these terms and their definitions are for the purpose of this issuance.

**agreement.** A series of treaties, access, transit, support, and status-protection agreements and arrangements with allies and partners that set the terms regarding the U.S. military's presence within the territory of the host country, as agreed to with the host government.

**CL.** Defined in DoDD 3000.10.

**CSL.** An enduring location characterized primarily by the periodic presence of allocated U.S. forces, with little or no permanent U.S. military presence or U.S.-controlled infrastructure, used for a range of missions and capable of supporting surge requirements for contingencies. CSLs are typically used for missions such as security cooperation and building partner capacity, and they can support an increased force presence during contingencies of finite duration.

**enduring location.** A geographic site designated by the DoD for strategic access and use to support U.S. security interests for the foreseeable future. The following types of sites are considered enduring for U.S. Government purposes: MOB; FOS; and CSL. All three types of locations may be composed of more than one distinct site.

**ELML.** A record of the U.S. foreign and overseas locations where the United States is expected to have a security interest for the foreseeable future. It is the source document for validation of enduring U.S. territories, overseas, and foreign posture locations (CSLs, FOSs, and MOBs), and is utilized to fulfill congressional reporting requirements. It is managed by the OUSD(P) and approved by the Deputy Secretary of Defense.

**facility.** Defined in DoDI 4165.03.

**footprint.** A network of U.S. foreign and overseas locations, infrastructure, facilities, land, and pre-positioned equipment.

**forces.** Forward-stationed or rotationally deployed forces, U.S. military capabilities, equipment, and units (assigned or allocated).

**FOS.** An enduring location characterized primarily by the sustained presence of allocated U.S. forces, with infrastructure and quality of life amenities consistent with that presence, capable of providing forward-staging for operational missions and support to regional contingencies.

**GDP.** The U.S. forces and capabilities forward stationed and rotationally deployed for defense activities in U.S. foreign and overseas locations, as well as the network of bases and infrastructure and international agreements and arrangements that underwrite and support the stationing, deployment, and employment of these forces. It is the network of HN relationships and agreements, activities, footprint, and forces that comprise forward U.S. military presence and capabilities to address current and future security challenges.

**GPIT.** The GPEC's subordinate staff-level working group, composed of representatives from key GDP stakeholder organizations.

**host.** Defined in DoDI 4000.19.

**installation.** Defined in Section 2801 of Title 10, United States Code and DoDI 6055.17.

**lead Military Service.** Defined in DoDD 3000.10. Additionally, this is the Military Service or Military Department responsible for exercising real property accountability of a site in accordance with DoDI 4165.70.

**MOB.** An enduring location primarily characterized by the presence of permanently assigned U.S. forces and robust infrastructure that typically includes command and control, highly developed force-protection measures, hardened facilities, and significant quality-of-life amenities, often including family support facilities. MOBs can support both small- and large-scale operations and global contingencies.

**operational control.** A condition for undertaking foreign or overseas military construction projects at MOB, FOS, or CSL in which: U.S. presence at the mutually agreed upon location is long-term (i.e., both parties intend for U.S. forces to remain at the location for the foreseeable future); U.S. control of the installation at issue (or relevant portion thereof) is exclusive (i.e., the HN gives U.S. personnel unimpeded access to and control over a defined area with the right and ability to exclude others); the long-term nature and unimpeded U.S. access are described in a bilateral agreement or arrangement; and U.S. funds are used to support U.S. requirements (which may include the U.S. share of construction of joint use facilities).

**posture plan.** Planning document produced by CCMDs to clarify the CCDR's posture status and identify gaps, risks, and required changes. Posture plans typically describe the forces, footprint, and agreements present in a theater.

**predominant user.** Defined in DoDI 4165.70.

**real property.** Defined in Joint Publication 3-34.

## REFERENCES

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- Deputy Secretary of Defense Memorandum, “Delegations of Authority,” November 30, 2006
- Deputy Secretary of Defense Memorandum, “Global Posture Executive Council,” February 28, 2008
- DoD Directive 3000.10, “Contingency Basing Outside the United States,” January 10, 2013
- DoD Directive 5111.1, “Under Secretary of Defense for Policy (USD(P)),” December 8, 1999
- DoD Instruction 4000.19, “Support Agreements,” April 25, 2013
- DoD Instruction 4165.03, “DoD Real Property Categorization,” August 24, 2012, as amended
- DoD Instruction 4165.69, “Realignment of DoD Sites Overseas,” April 6, 2005
- DoD Instruction 4165.70, “Real Property Management,” April 6, 2005
- DoD Instruction 6055.17, “DoD Emergency Management (EM) Program,” February 13, 2017
- DoD Manual 5110.04-M-V1, Volume 1, “DoD Manual for Written Material: Correspondence Management,” October 26, 2010
- DoD Manual 8910.01, Volume 1, “DoD Information Collections Manual: Procedures for DoD Internal Information Collections,” June 30, 2014, as amended
- Joint Publication 3-34, “Joint Engineer Operations,” current edition
- Joint Staff Instruction 5711.01E, “Action Processing,” May 24, 2013<sup>1</sup>
- United States Code, Title 10, Section 2801

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<sup>1</sup> Available at: [http://www.dtic.mil/cjcs\\_directives/jdata/unlimit/j571101.pdf](http://www.dtic.mil/cjcs_directives/jdata/unlimit/j571101.pdf)