



REPLY TO  
ATTENTION OF

**DEPARTMENT OF DEFENSE**  
**UNITED STATES SOUTHERN COMMAND**  
3511 NW 91ST AVENUE  
MIAMI, FL 33172-1217

SCJ5

1 December 1999

MEMORANDUM FOR DIRECTOR, JOINT STAFF

SUBJECT: Change 1 to the Forward Operating Location Implementation Plan

1. References:

- a. USCINCSO Directive: Panama 98-01, subj: Post-1999 Panama Transition Plan, 10 August 1998.
- b. Interim Forward Operating Location Access Agreement between the United States and the Government of Ecuador, 1 April 1999.
- c. Interim Forward Operating Location Access Agreement between the United States and the Kingdom of the Netherlands, 13 April 1999.
- d. Memorandum, The Secretary of Defense, subj: Post Panama Counterdrug Operations, 16 April 1999.
- e. Message, USSOUTHCOM, subj: Forward Operating Locations Concept of Operations, 222240Z APR 99.
- f. Memorandum, Director, Joint Staff, subj: Forward Operating Location Implementation Plan, 29 April 1999.

2. Purpose. To provide all SOUTHCOM components, DOD Services and the Interagency an implementation plan for the establishment, upgrade, and operations from Forward Operating Location (FOL) sites located in Manta Air Base, Ecuador; Reina Beatrix International, Aruba; Hato International, Curacao, Netherlands Antilles (N.A.); and Central America (CENTAM).

3. Background.

- a. Howard AFB, Panama, runway ceased all air operations on 31 May 1999. As a result, USSOUTHCOM initiated plans and activities in August 1998 to establish FOL's in the AOR to compensate for the loss of counterdrug coverage resulting from the Howard AFB runway closure.

b. In April 1999, Department of State successfully negotiated interim FOL CD use and access agreements with both the Government of Ecuador for use and access at Manta Air Base, and with the Kingdom of the Netherlands for use and access at Curacao, N.A. and Aruba.

c. On 16 April 1999, the Secretary of Defense assigned "Executive Agency" for the FOL's at Curacao/Aruba, and Manta, Ecuador to the Air Force. As such, the Air Force will develop, establish, and maintain the operation of these facilities. The Navy is designated "Executive Agent" for a future FOL site planned for Central America.

4. Concept of Operations.

a. The USSOUTHCOM concept of operations for FOL development and air operations is a phased concept. The USSOUTHCOM concept of operations requires three FOL's: Aruba/Curacao, Manta, Ecuador and a CENTAM location. The phases for the concept are: Phase A - Expeditionary Operations (1 May 1999 –31 March 2000); Phase B - FOL Upgrades (1 April 2000 – 30 September 2001); Phase C -FOL Full Operating Capabilities (1 October 2001 – 30 September 2009).

b. FOL CAPABILITIES BY PHASE. The USSOUTHCOM concept of operations is a capability driven concept, based on the requirements tasked to DoD and the Interagency for detection, monitoring, and tracking requirements. Phase timelines are not designed to be a constraint on the Executive Agent/Service establishing the FOL. Because FOL's are designed to support ongoing counterdrug operations, USSOUTHCOM supports Executive Agent/Service achievement of phase capabilities prior to phase end date.

(1) Phase A Capabilities: (1 May 1999 –31 March 2000)

(a) Aruba:

(1) FOL site must be able to support CD air operations for:

2 x USCS C550	Continuous rotational presence at FOL
2 x USCS P3	2-3 rotations per month, 7-10 day duration
1 x C-130	As required for logistics; estimate 2 per month, 2 days in duration

(2) Current host nation ramp space available at the Aruba FOL site: 2 medium-size and 3 small-size aircraft. Aircraft size is -- small = F-15/F-16, C550; medium = E-2, P-3, C-130, or ARL; large = E-3 AWACS; KC-135).

(3) Communications Requirements: Capabilities include systems (computers, radios, etc.) to support execution of mission critical tasks. Provide military operated and maintained C2 Nets, Ground-Air-Ground Nets, secure voice via STU-III, secure data transfer, Commercial/International telephones, and cellular phones.

(b) Curaçao:

(1) FOL site must be able to support CD air operations for:

4-6 x USAF F-16 or F-15	Continuous rotational presence at FOL for CD alert tracking.
1-2 x USN P-3	USN P-3 dets as required by JIATF-E, note that CTG 40.2/4.3 can only support one P-3 aircraft detachment to one FOL at a time.
1 x USN E-2	USN E-2 dets as required by JIATF-E
1 x E-3 AWACS	USAF E-3 dets as required by JIATF-E
1 x C-130 Senior Scout	As scheduled; estimate 2 deployments per year, 14-30 days in duration.
1 x C-130	As required for logistics; estimate 2 per month, 2 days in duration

(2) Current host nation ramp space available at Curacao FOL site: 1 large-size aircraft, 1 medium-size, and 6 small-size aircraft. The portion of the host nation ramp that is currently allocated to the SOUTHAF Curacao FOL detachment has space for 1 large-size (or 2 medium) and 6 small-size aircraft. One additional medium or large-size space may be scheduled on a case-by-case basis through the FOL/CC. For security purposes, priority B aircraft (e.g. AWACS and Senior Scout) are required to park on this portion of the ramp.

(3) Communications Requirements: Capabilities include systems (computers, radios, etc.) to support execution of mission critical tasks. Provide military operated and maintained Command and Control (C2) Nets, TACAN, Ground-Air-Ground Nets, a minimum reach-back capability from Curacao to CONUS to include DSN, JWICS, NIPRNET, and SIPRNET. Capabilities include systems (computers, radios, etc) to support execution of mission critical tasks.

(c) Manta:

(1) FOL site must be able to support CD air operations for:

1-2 x USN P-3	USN P-3 dets as required by JIATF-E, note that CTG 40.2/4.3 can only support one P-3 Aircraft detachment to one FOL at a time.
2 x USCS P-3	USCS P-3 dets as required by JIATF-E
3 x ARL	When deployed for Ecuador CD ISR mission
1 x C-130 Senior Scout	As scheduled; estimate 2 deployments per year, 14-30 days in duration
1 x C-130	As required for logistics; estimate 2 per month, 2 days in duration

(2) Current host nation ramp space available at the Manta FOL site: 3 medium-size aircraft.

(3) Communications Requirements: Capabilities include systems (computers, radios, etc.) to support execution of mission critical tasks. Provide military operated and maintained C2 Nets, Ground-Air-Ground Nets, secure voice via STU-III, and secure data transfer to support execution of missions and ensure safety of flight. Communication assets will have to be manned 24/7 due to current lack of secure US ONLY space on the Ecuadorian base.

(2) Phase B Capabilities (1 April 2000 – 30 September 2001)

(a) Aruba:

(1) Transfer operation and maintenance of C2 Nets, Ground-Air Nets to commercial contractor. Install commercial VSAT to provide minimum reach-back capability from Aruba to CONUS to include DSN, NIPRNET, SIPRNET connectivity. Install commercial base communication infrastructure to meet all identified requirements.

(2) MILCON upgrades conducted. Ramp space required for 2 medium and 3 small-size aircraft.

(b) Curacao:

(1) Transition from military tactical deployed communication assets to commercially contracted, procured, installed, operated, and maintained assets. Install Earth Station for long-haul connectivity from Curacao to the CONUS for access to DSN, JWICS, SIPRNET, and NIPRNET. Install commercial base communication infrastructure to meet all identified requirements.

(2) MILCON upgrades conducted. Ramp space required for 2 large, 4 medium, and 6 small-size aircraft. If additional ramp space is made available by CINCRNLN for P-3/E-2 operations, ramp space for two large, one medium (C-130), and six small-aircraft must be constructed.

(c) Manta:

(1) Communications Requirements: Transfer operation and maintenance of C2 Nets, Ground-Air Nets to commercial contractor. Provide a minimum reach-back capability from Manta to CONUS providing DSN, JWICS, NIPRNET, and SIPRNET connectivity. Capabilities include essential systems (computers, radios, etc.) to support execution of mission critical tasks.

(2) MILCON upgrades conducted. Ramp space required for 4 large and 7 medium-

size aircraft. Runway resurfacing to support AWACS/KC-135 operations will cause closure of the runway for up to six months. Ecuadorian Air Force (FAE) plans to move Manta FAE aircraft to other airfields during closure. U.S. CD operations can use airfields in South and Central America utilizing standard country clearance procedures during the closure of the Manta runway.

(3) Phase C Capabilities (1 October 2001 – 30 September 2009)

(a) Aruba:

(1) Implement final communications requirements. Continue commercial communications contracted operation and maintenance.

(2) Ramp space is programmed to support two medium and three small aircraft.

(b) Curacao:

(1) Implement final communication requirements. Continue contracted commercial communications operation and maintenance.

(2) Ramp space is programmed to support two large, four medium, and six small aircraft. If the USG receives approval to co-locate Navy P-3 operations within the RNLN compound, USSOUTHAF (HQ ACC) will construct ramp to accommodate two large, one medium, and six small aircraft.

(3) Due to the Base Operating Support (BOS) intensive nature of the AWACS mission, and per 16 April 99 CSAF direction, AWACS will operate from a single FOL (e.g., either Manta or Curaçao). This does not preclude occasional, short duration deployments at other locations in support of counterdrug activities.

(c) Manta:

(1) FOL site must be able to support CD air operations, for:

2 x E-3 AWACS and 2 KC-135	AWACS dets as required by JIATF-E, ramp space at Manta constructed to support 2 large-size aircraft
1-2 x USN P-3	USN P-3 dets as required by JIATF-E, note that CTG 40.2/4.3 can only support one P-3 Aircraft detachment to one FOL at a time.
2 x USCS P-3	USCS P-3 dets as required by JIATF-E
3 x ARL	When deployed for Ecuador CD ISR mission
1 x C-130 Senior Scout	As scheduled; estimate 2 deployments per year, 30-45 days in duration
1 x C-130	As required for logistics; estimate 2 per

month, 2 days in duration

(2) Ramp space is programmed to support four large and seven medium size aircraft. Runway construction to support AWACS E-3 operations is anticipated to cause closure of the runway at Manta. The Ecuadorian Air Force (FAE) plans to move Manta assets to other airfields during closure. During the Manta runway closure, U.S. Counterdrug operations can use airfields in South and Central America utilizing standard country clearance procedures.

(3) Due to the BOS intensive nature of the AWACS mission, and per 16 April CSAF direction, AWACS will operate from a single FOL (e.g., either Manta or Curaçao). This does not preclude occasional, short duration deployments at other locations in support of counterdrug activities.

(4) Increase base communication infrastructure to meet identified requirements. Due to the Manta runway length (9383 feet), AWACS CD operations will require KC-135 tanker support.

(d) CENTAM Location.

(1) The CENTAM FOL location is to be determined based on successful FOL negotiations between the Department of State and CENTAM Host Nation. LANTFLT has surveyed and prepared DD Form 1391s for prospective FOL locations.

(2) FOL site must be able to support CD air operations, for:

1-2 x USN P-3	USN P-3 dets as required by JIATF-E, note that CTG 40.2/4.3 can only support one P-3 Aircraft detachment to one FOL at a time.
2 x USCS P-3 3 x ARL	USCS P-3 dets as required by JIATF-E When deployed for CENTAM CD ISR mission
1 x C-130 Senior Scout	As scheduled; estimate 1 deployment per year, 30-45 days in duration
1 x C-130	As required for logistics; estimate 2 per month, 2 days in duration

(3) Ramp space is programmed to support three medium size aircraft.

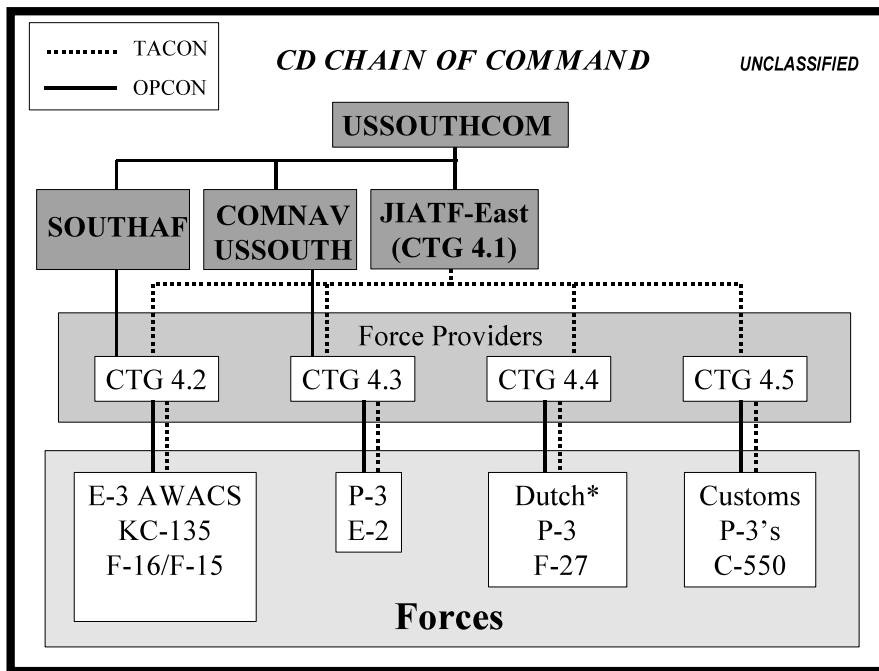
(4) Communications Requirements: Capabilities include systems (computers, radios, etc.) to support execution of mission critical tasks. Provide military operated and maintained Command and Control (C2) Nets, Ground-Air-Ground Nets, a minimum reach-back capability from CENTAM FOL to CONUS to include DSN, JWICS, NIPRNET, and SIPRNET. Capabilities include systems (computers, radios, etc.) to support execution of mission critical tasks.

c. **REQUIRED UPGRADES:** FOL's are not stand alone U.S. facilities. FOL's leverage existing host nation infrastructure and facilities to the maximum extent possible. Where necessary, actions/improvements deemed necessary to bring the sites up to established safety, force protection, communications, etc. standards in order to accomplish USSOUTHCOM concept of operations is authorized.

d. **FORCE PROTECTION:** Force protection is a command responsibility exercised at every level. USSOUTHCOM is responsible for the force protection of military personnel deployed to the FOL sites. USSOUTHCOM continuously monitors changes in threat conditions affecting force protection and notifies components and MILGRPs of any changes as they occur. Current USSOUTHCOM force protection assessment of Aruba/Curacao for terrorist threat is negligible and for criminal threat is low. Current USSOUTHCOM force protection assessment of Manta for terrorist threat is low and for criminal threat is high in sections of the city. Periodic vulnerability assessments of Manta, Curaçao and Aruba FOL's will be conducted by USSOUTHAF (HQ ACC). Vulnerability assessments of the CENTAM FOL will be conducted by COMUSNAVSO.

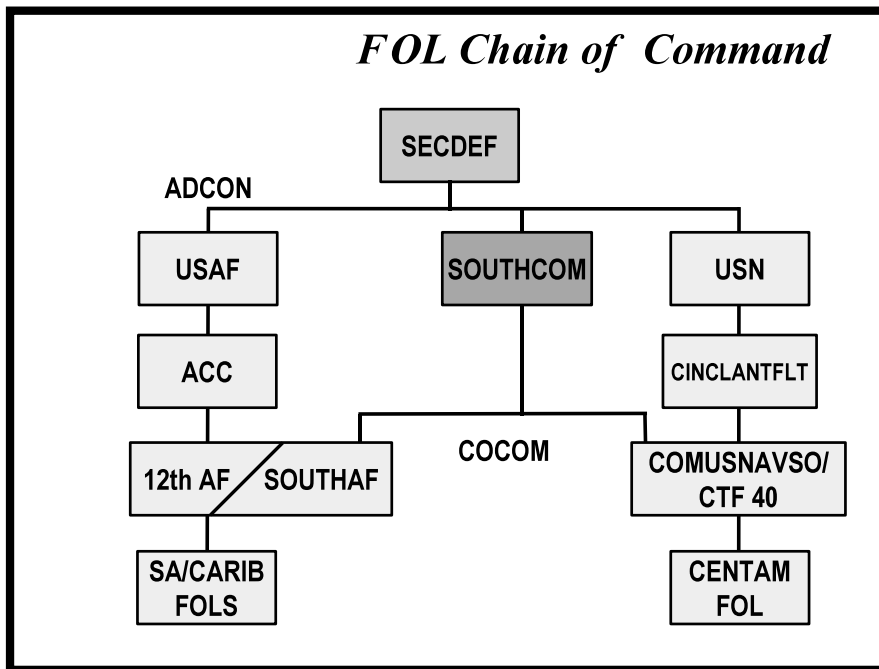
e. **COMMAND AND CONTROL.** The establishment, operations, and maintenance of the FOL to include assigned personnel is a Service responsibility as assigned by the Secretary of Defense (ref d). For Aruba, Curacao, and Manta, the Service assigned executive agency is the USAF. Personnel deployed to FOL's in support of CD operations remain under the operational control (to include legal/UCMJ authority) of their respective service or Interagency department. While conducting counterdrug operations, operations are under tactical control (TACON) of JIATF-E as exercised through the assigned Commander Task Group (CTG).

(1) CD Chain of Command:



\*NOTE: C2 -- While conducting counterdrug operations within the Netherlands Antilles/Aruba area of operations, U.S. Forces remain OPCON to their respective services through the component/interagency command and are TACON to JIATF-East exercised through CTG 4.4 / FONLFORCARIB / COMCOGARD NAA. During CD operations within the CTG 4.4 area of operations, Royal Netherlands Air Force or Navy personnel may be invited to board U.S. CD aircraft as HNR skyriders.

(2) FOL Chain of Command:



f. EXECUTIVE AGENCY RESPONSIBILITIES: The Executive Agent (EA) military representative will serve as the FOL principal liaison with the host nation installation authority in cooperation with the Ambassador/ Principal Officer, Country Team and USCINCSO. The EA will ensure facilities, transportation, incidental support, and housing are adequate to support operations, and will provide communications infrastructure to facilitate the use of intelligence, weather, mission tasking, flight following, and reporting with JIATF-E/SOUTHAF/SOUTHCOM. The EA will operate a counterdrug support cell, as required, to support operations and function as the communications focal point. The EA maintains a permanent presence of approximately 8-12 military personnel to accomplish the FOL support mission. Deploying units will man the counterdrug support cell at appropriate levels to conduct their operational mission.

g. OPERATIONAL DETACHMENT'S RESPONSIBILITIES:

(1) MANNING: Operational detachments are responsible for the manning of the FOL counterdrug support cell at the level necessary to conduct operations with JIATF-E. The counterdrug support cell must be manned with enough personnel to receive and disseminate the CD ATO, weather and flight planning information, receive and report intelligence information, and conduct routine communications with JIATF-E and SOUTHAF Flight Monitoring Facility, Key West.

(2) LOGISTICS / SUPPORT: Operational detachments are responsible for reimbursing the FOL EA for logistical and support services commonly provided at the FOL site. Service unique equipment and maintenance requirements (technicians, tools, test equipment, and supplies) for this equipment, must be provided by the using operational detachment through Service channels. Requirements for corrective maintenance on Service unique equipment is the responsibility of the owning Service. Services are also required to submit requirements for common logistics support, such as cargo frequency channel requirements, personnel support requirements, fuel requirements, office space, aviation ground support, etc to the FOL EA. The EA will contract logistics support as stated in Statements of Work (Pending) submitted by SOUTHAF and HQ ACC Logistics Working Group to AFCAP. Within their capabilities, CINCRNLN permits U.S. Forces to use NAS Hato; RNLN command and control systems; and logistics support at Naval Bases Parera and Suffisant at Curacao, N.A. in support of FOL's.

(3) Operations at the FOL: Operational detachment commander is responsible for the conduct and performance of the unit's assigned personnel. The operational detachment commander ensures that activities conducted by the unit at the FOL site are in compliance with rules and standards established by the EA FOL manager.

(4) Security: Security for deployed aircraft and other resources will be IAW AFI 31-101, The Air Force Physical Security Program or other applicable DoD standards. Security for deployed aircraft to include deployed SCIF, if required, is the deploying Service's responsibility.

h. Host Nation Rider (HNR) Procedures:

(1) USSOUTHCOM will provide executive oversight over the HNR program while JIATF-E will provide program management of the HNR airborne escorts and ground support liaison personnel. HNR airborne escorts, FOL ground coordinators, and JIATF-East HNR managers will be outsourced based on requirements and statements of work (SOW) established by JIATF-E and SCJ5-P/CD. DEP&S provides funding for the HNR program through the USSOUTHCOM to JIATF-East via an assigned HNR project code # 3305. One HNR contract is envisioned for the entire program to include the USN CENTAM FOL site. The SCJ3, SCJ5, and SCJ8 jointly accomplish executive oversight. SCJ3 will provide operational oversight and coordinate with JIATF-East as necessary to guarantee mission success. SCJ5-P/CD will coordinate policy issues and ensure compliance with DOD directives.

(2) JIATF-East will execute the HNR program and provide tactical information and direction to ensure implementation is coordinated with the MILGRPS and components by:

(a) Assignment of overall HNR program management/administration responsibilities.

(b) Identification of HNR manpower requirements for HNR management positions, HNR Airborne escorts, and FOL ground coordinators.

(c) Definition of HNR program responsibilities to include JIATF-E HNR management positions, HNR Airborne escorts, and FOL ground coordinators.

(d) All HNR requirements will be funded through HNR Project Code # 3305. JIATF-East will provide operational and support requirements for the HNR Program to SCJ3 for review, approval, and forward them to SCJ8 for inclusion in SOUTHCOM's CD budget submission.

(3) EA FOL Managers assist in the contractual oversight and provide performance feedback to JIATF-East on HNR Airborne Escort and HNR Ground Coordinator performance while conducting their HNR duties at the FOL locations. JIATF-East establishes standards of performance for HNR airborne escorts, FOL ground coordinators, and JIATF-East HNR managers and will relay these standards to the SCJ8 and FOL EA Managers.

i. FOL Funding: FOL's have been established to assist in conducting counterdrug operations. OSD DEP&S funds the operations, maintenance, and military construction required at the FOL's through the respective service EA, USAF or USN. The Host Nation Rider program is consolidated at SOUTHCOM and funded by OSD DEP&S through the USA. Operational detachments function from FOL locations on a "pay as you go" basis, reimbursing the EA for services used using assigned CD funding provided by OSD DEP&S. Execution and management of FOL funding is the responsibility of USSOUTHAF.

j. FOL Scheduling and Use.

(1) FOL Scheduling will be conducted on a quarterly basis. USSOUTHCOM will host quarterly FOL scheduling conferences with all involved agencies to include SCJ2, SCJ3, SOUTHAF, COMUSNAVSO, JIATF-E, USCS, and representatives from the respective Services. USSOUTHCOM SCJ33/SCJ35, USSOUTHAF, COMUSNAVSO, and JIATF-East J3 will determine priorities and deconflict operations for the FOL's.

(2) Use of FOL's under the interim and, when approved, long-term FOL CD access agreements are for CD purposes only. This includes aircraft conducting detection, monitoring, and tracking of illicit drug traffickers; ISR collection assets operating in support of CD efforts; and logistical operations necessary support the FOL's or CD assets deployed to the FOL's.

(3) Use of Hato International, Reina Beatrix, Manta Air Base and the CENTAM airfield is not prohibited for other type DOD organizations provided that they utilize standard diplomatic / country clearance approval procedures. Personnel and equipment deploying to these airfields for non-CD purposes do not fall under the FOL CD access agreements and cannot assume support will be provided by the FOL without previous coordination and approval from the applicable FOL Executive Agency.

SCJ5

SUBJECT: Change 1 to the Forward Operating Location Implementation Plan

FOR THE COMMANDER IN CHIEF:

<<SIGNED>>

JAMES N. SOLIGAN

Brigadier General, U.S. Air Force

Director, SCJ5 Strategy, Policy and Plans

Annexes:

A — ACC SATAF Results: Hato International, Curacao

B — ACC SATAF Results: Reina Beatrix International, Aruba

C — ACC SATAF Results: Eloy Alfaro International (Manta), Ecuador

D — USN Site Survey Results: CENTAM FOL Location (TBP)