



DoD MANUAL 4715.05, VOLUME 1

OVERSEAS ENVIRONMENTAL BASELINE GUIDANCE DOCUMENT: CONSERVATION

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Approved by:	W. Jordan Gillis, Assistant Secretary of Defense for Sustainment

Purpose: This manual, known as the OEBGD, is composed of multiple volumes, each addressing specific areas of environmental management such as conservation; air and toxics; water; hazardous materials, storage tanks, spills, and pesticides; and waste. In accordance with the authority in DoD Directives (DoDDs) 5134.01 and 4715.1E and the July 13, 2018 Deputy Secretary of Defense memorandum, and the requirements in DoD Instruction (DoDI) 4715.05:

- This manual:
 - Implements policy, assigns responsibilities, and provides standards to protect human health and the environment on enduring installations under DoD control outside the United States.
 - Considers and, where relevant, incorporates generally accepted federal environmental standards applicable to DoD installations, facilities, and actions in the United States, and incorporates requirements of U.S. law that have extraterritorial application to the DoD.
 - Is used by DoD lead environmental components (LECs) to establish and update final governing standards (FGSs).
 - Establishes baseline environmental standards for installations in countries for which an FGS is not required or has not been developed.
- This volume identifies environmental standards for installations to ensure:
 - The protection and management of historic and cultural resources.
 - The conservation of natural resources and species at risk.

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SECTION 1: GENERAL ISSUANCE INFORMATION

1.1. APPLICABILITY.

This volume:

a. Applies to:

(1) OSD, the Military Departments, the Office of the Chairman of the Joint Chiefs of Staff (CJCS) and the Joint Staff, the Combatant Commands, the Office of the Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities within the DoD (referred to collectively in this issuance as the “DoD Components”).

(2) Actions of the DoD Components on installations, as defined in DoDI 4715.05, under DoD control outside the United States.

(3) Support functions for U.S. military vessels, ships, aircraft, and space vehicles provided by the DoD Components, including management and disposal of off-loaded waste or hazardous materials.

b. Does not apply to:

(1) U.S. military vessels, ships, aircraft, or space vehicles.

(2) Off-installation training.

(3) Contingency locations, which are addressed in DoDI 4715.22.

(4) Facilities and activities associated with the Naval Nuclear Propulsion Program, in accordance with Executive Order (E.O.) 12344 and conducted pursuant to Section 7158 of Title 42, United States Code (U.S.C.).

(5) Actions to remediate environmental contamination, which are addressed in DoDI 4715.08.

(6) Environmental analyses conducted in accordance with E.O. 12114.

(7) DoD installations that do not have the potential to affect the natural environment (e.g., activities that are primarily administrative) or where, in consultation with the Assistant Secretary of Defense for Sustainment (ASD(Sustainment)), the geographic Combatant Commander concerned has determined that no significant force health protection or environmental threats exist.

(8) Activities, systems, operations, and areas where DoD has no authority or responsibility including Cooperative Security Locations.

c. Does not create any rights or obligations enforceable against the United States, DoD, or any of its Components, nor does it create any standard of care or practice for individuals. Although this manual refers to other DoDDs, DoDIs, and DoD manuals, it is intended only to coordinate the requirements of those issuances as required to implement the policies in DoDI 4715.05. This manual does not change other DoDDs, DoDIs, or DoD manuals or alter DoD policies. Conflicts, issues, or concerns related to the country-specific FGS or this manual should be presented to the LEC or the Combatant Commander, as appropriate.

1.2. POLICY.

In accordance with the policy in DoDI 4715.05, the DoD:

a. Manages and applies installation assets to sustain the DoD national defense mission; uses environmental, safety, and occupational health management systems in mission planning and execution across all military operations and activities; and ensures all organizations plan, program, and budget to manage the environmental, safety, and occupational health risks that their activities generate.

b. Establishes, maintains, and complies with FGSs to protect human health and the environment for those foreign countries identified by the Under Secretary of Defense for Acquisition and Sustainment (USD(A&S)) or listed in the Appendix to Enclosure 3 of DoDI 4715.05. The FGSs will reconcile the requirements of applicable international agreements and applicable host-nation (HN) environmental standards with E.O. 12088 and this manual.

SECTION 2: RESPONSIBILITIES

2.1. USD(A&S).

In coordination with the CJCS and the Under Secretary of Defense for Policy, the USD(A&S) establishes the OEBGD.

2.2. ASD(SUSTAINMENT).

Under the authority, direction, and control of the USD(A&S), the ASD(Sustainment) oversees implementation of the OEBGD.

2.3. DOD COMPONENT HEADS.

The DoD Component heads:

- a. Apply this volume when no FGS applies.
- b. Plan, program, and budget to meet the standards contained in this volume.

2.4. COMBATANT COMMANDERS

In addition to the responsibilities in Paragraph 2.3., and through the CJCS, the Combatant Commanders:

- a. Provide general oversight and coordination with the DoD LECs, as necessary, to carry out their missions in accordance with this volume.
- b. Adjudicate requests for exceptions to the requirements of this volume in accordance with DoDI 4715.05, when the Military Department requesting the exception is also the DoD LEC. When the Combatant Commander is the DoD LEC and requests an exception, the request is elevated to the ASD(Sustainment) for adjudication.

2.5. COMMANDER, UNITED STATES EUROPEAN COMMAND (USEUCOM)

The Commander, USEUCOM, is designated as the DoD Theater Environmental Coordinator for Europe due to the unique construct and influence of the European Union. In addition to the responsibilities in Paragraphs 2.3. and 2.4., the Commander, USEUCOM, oversees the consistent application of this volume at installations within the European Union and geographically located within the USEUCOM area of responsibility. Additional guidance is provided in Enclosure 4 of DoDI 4715.05.

SECTION 3: GENERAL OEBGD GUIDANCE

3.1. USE OF THIS VOLUME AND FGSS.

DoD LECs use this volume to conduct the comparative analysis of conservation required to develop each country-specific FGS. The comparative analysis considers HN environmental standards, international agreements, and the standards found in this volume, with the more protective standard being used to establish the FGS. The FGSSs ensure consistent application of environmental standards for all installations operated by DoD Components within an HN. Compliance with the standards of this volume is achieved by complying with the current FGSSs, since the standards of this volume are reflected in the FGSSs. In cases where updates or revisions to this volume have not yet been considered and incorporated into an FGS, installations must comply with the more protective standard, whether it is found in this volume or the FGS.

a. For DoD Components on DoD installations in foreign countries for which FGSSs are not required, or have yet to be established, installations must comply with applicable international agreements, applicable HN environmental standards pursuant to Section 1-801 of E.O. 12088, and this volume. In cases of conflicting requirements, the DoD Components will normally comply with the standard that is more protective of human health and the environment.

b. DoD Components will consult with the DoD LEC or, if no DoD LEC is designated, with the applicable Combatant Commander on actions that could seriously affect mission, involve a substantial commitment of funds, or set a precedent.

3.2. CONSERVATION MANAGEMENT.

This volume contains standards for the management of historic and cultural resources, natural resources, and species at risk. These standards apply to all facilities, tenants, operations, and activities under DoD control on the installation.

3.3. EFFECTIVE DATES.

Standards identified in this manual are effective immediately upon publication. Installations and DoD Components must plan, program, and budget in accordance with Section 6 of Enclosure 3 of DoDI 4715.05.

3.4. NONCOMPLIANCE TERMINOLOGY.

Terms such as “noncompliance,” “out of compliance,” “violation,” “exceedance,” “nonconformity,” and “nonconformance” are used synonymously to describe the condition of failing to meet a standard or a specific limit or value within a standard in this manual.

3.5. EXCEPTIONS.

DoDI 4715.05 outlines conditions that may warrant exceptions and procedures for submitting exception requests. If the requirements of this manual or the FGS conflict with technical standards used for military systems and equipment maintenance, or otherwise impact the ability of installations to sustain weapon systems and equipment, an exception can be requested. The senior commander or installation commander responsible for materiel system maintenance services must act as the proponent.

3.6. COMPLIANCE OF INSTALLATION TENANTS AND SUPPORTED ACTIVITIES.

Installation tenants and supported activities must comply with environmental standards specified in the FGS or, if no FGS exists, with this manual.

3.7. CONTRACTOR COMPLIANCE.

Contractors performing work on behalf of the DoD on a DoD installation outside the United States must comply with the FGS or, if no FGS exists, with this manual. Contracts must reflect the FGS or this manual's requirements to the extent that such requirements are relevant and practicable.

3.8. LEASED FACILITIES UNDER DOD CONTROL.

Leased facilities under DoD operation and control are subject to the standards of the relevant country-specific FGS or this manual.

3.9. SAMPLING AND ANALYTICAL CONSIDERATIONS.

a. In many cases, standards of this manual are based on specific monitoring, sampling, and analytical methods that must be considered when determining compliance or comparing with HN standards.

b. Laboratory analyses necessary to implement the FGS or this volume must normally be conducted in a laboratory that has been certified by a U.S. or HN regulatory authority, or accredited through the DoD Environmental Laboratory Accreditation Program, for the applicable test method and follows required quality assurance and quality control protocol. In the absence of a certified laboratory, analyses may also be conducted at a laboratory that has an established reliable record of quality assurance compliance with standards for the applicable test method that are generally recognized by appropriate industry or scientific organizations.

c. Field sample and data collection must be conducted by personnel with demonstrated experience in the applicable test method and sampling. All procedures used for testing, quality assurance, and reporting of results should be those commonly accepted in the field of air pollution control.

3.10. RECORDKEEPING.

All records generated while implementing the standards in this manual must be maintained by installations in accordance with the FGS, this manual, DoDI 5015.02, and DoD Component policies.

3.11. RELATED PROGRAMS

Additional guidance about related programs and initiatives that may apply outside the United States is included in other DoD policies and issuances. Climate change adaptation and resilience is addressed in DoDD 4715.21.

SECTION 4: HISTORIC AND CULTURAL RESOURCES

4.1. INTRODUCTION.

This section contains standards on the preservation and management of historic and cultural resources.

4.2. GENERAL.

In consideration of the World Heritage List and HN equivalent of the U.S. National Register of Historic Places, installations must take into account the effect of any action on a property listed on such lists for the purpose of avoiding or mitigating any adverse effects.

4.3. PERSONNEL QUALIFICATIONS.

Installations must ensure that:

- a. Personnel performing historic or cultural resource functions have the necessary expertise in world, national, and local history and culture.
- b. Personnel directing historic and cultural resource functions are trained and qualified to the level of their responsibilities in the management of historic or cultural resources.

4.4. CULTURAL RESOURCES MANAGEMENT PLAN.

Installations must:

- a. After consultation with the HN installation commander or similar appropriate HN authorities:
 - (1) Develop and maintain an inventory of historic and cultural resources in areas under DoD control using records searches and visual surveys. Installations should use geospatial referencing to document locations of historic properties, when possible.
 - (2) Establish appropriate measures to protect and preserve known historic or cultural resources, including measures to prevent DoD personnel from disturbing or removing historic or cultural resources without permission of the HN.
- b. If cultural resources are identified in areas under DoD control, prepare, maintain, and implement a historic and cultural resources management plan that includes the information needed to:
 - (1) Make appropriate decisions about historic and cultural resources identified on the installation inventory.

- (2) Mitigate any adverse effects, as necessary.

4.5. AVOIDANCE AND MITIGATION OF ADVERSE EFFECTS.

Installations must ensure that the possible adverse effects of DoD actions on historic and cultural resources are avoided or mitigated, to the extent practicable.

a. Before planning any major construction, major repair work, or ground-disturbing activity, evaluate the proposed project site, in consultation with the appropriate HN authorities, and consider all practicable means to appropriately avoid, minimize, and mitigate any adverse effects on historic and cultural resources. Unless a prior analysis has cleared the site, the analysis must include at a minimum:

- (1) Preparing a site plan illustrating the limit of construction and work. Modifications to the project boundaries after approval require re-evaluation of the project.

- (2) Determining the presence or absence of historic and cultural resources that may be affected by the project.

- (3) Assessing the effect or potential effect of the proposed project on historic or cultural resources.

- (4) Identifying any appropriate mitigation for potential adverse effects and specifying limitations, restrictions, or provisions. Mitigation may include, but is not limited to:

- (a) Limiting the magnitude of the action.

- (b) Relocating the action in whole or in part.

- (c) Repairing, rehabilitating, or restoring the affected resources or property.

- (d) Recovering and recording data from cultural properties that may be destroyed or substantially altered.

b. Maintain records of processed actions.

c. If potential historic or cultural resources not previously inventoried are discovered in the course of a DoD action:

- (1) Preserve and protect the newly discovered items pending consultation with appropriate HN authorities.

- (2) Consult with appropriate HN authorities prior to determining the appropriate treatment of the historic or cultural resource.

SECTION 5: NATURAL RESOURCES AND ENDANGERED SPECIES

5.1. INTRODUCTION.

This section establishes standards on the conservation of natural resources. Conservation measures may include protection of significant natural resources, including any species of flora or fauna or considered species at risk (SAR), by either U.S. or HN governments. Such measures may include protection of the habitats of those species.

5.2. GENERAL.

Installations must evaluate natural resources for significance.

a. Installations must determine the presence of SAR, all of which are considered significant natural resources, through surveys or other methods.

b. Installations that actively manage fish and wildlife, forestry, vegetation and erosion control, agricultural activities, grazing activities, or wetlands protection normally have significant resources, but must consider the following items when determining significance:

- (1) The degree of active management needed.
- (2) Special natural features.
- (3) Aesthetics.
- (4) Outdoor recreational opportunities.
- (5) The ecological context of the installation.

5.3. PERSONNEL QUALIFICATIONS.

Installations must ensure that personnel who:

a. Perform natural resources functions have the requisite expertise or training in their discipline (e.g., SAR, wetlands, soil stabilization, habitats, ecosystems, and other ecological systems of concerns).

b. Direct natural resources functions are trained in natural resources management.

5.4. NATURAL RESOURCES MANAGEMENT PLAN.

Installations with significant natural resources must prepare a natural resources management plan.

a. Natural resources management plans must:

- (1) Incorporate the principles of ecosystem-based management.
- (2) Contain information needed to make appropriate decisions about natural resources management.
- (3) Maintain a relevant and updated baseline list of plant and animal species located at each installation for all pertinent taxonomic and regionally important groups.
- (4) Ensure that biologically or geographically significant or sensitive natural resources, such as threatened and endangered species, are monitored and managed for their protection and long-term sustainability.
- (5) Address natural resource management in support of biosecurity requirements.
- (6) Ensure no net loss of installation capabilities and capacity to train, test, or perform other mission-essential functions. Enhance installation capabilities and capacity to the maximum extent practicable.

b. Natural resources management plans should be coordinated with the HN installation commander or, after consulting the LEC, another HN representative, as appropriate.

5.5. NATURAL RESOURCES MANAGEMENT PLAN IMPLEMENTATION.

Installations with significant natural resources must take steps to protect and enhance those resources.

- a. Maintain, or have access to, the current list of species established by Chapter 35 of Title 16, U.S.C., also known as the “Endangered Species Act,” as well as a current list of HN-protected species.
- b. Through surveys or other methods, determine the presence of any SAR and their habitats.
- c. Notify the HN installation commander or, after the LEC has been consulted, another HN representative, as appropriate, of the discovery of any SAR not previously known to be present on the installation.
- d. Emphasize the maintenance and protection of habitats favorable to the reproduction and survival of indigenous flora and fauna, as appropriate.
- e. Maintain grounds to support designated mission uses, and use native vegetation to maintain the natural landscape, wherever practical.
- f. Ensure land and vegetative management activities are consistent with current conservation and land use principles (e.g., ecosystem protection, biodiversity conservation, mission-integrated land use, wildfire prevention, and invasive species control), as appropriate.

g. Use protective vegetative cover or other standard soil erosion and sediment control practices to control dust, stabilize sites, and avoid silting of streams, as appropriate.

5.6. RECORDKEEPING.

Installations must maintain records of natural resources management plan development and implementation, and other records associated with management of natural resources and SAR.

GLOSSARY

G.1. ACRONYMS.

ACRONYM	MEANING
ASD(Sustainment)	Assistant Secretary of Defense for Sustainment
CJCS	Chairman of the Joint Chiefs of Staff
DoDD	DoD directive
DoDI	DoD instruction
E.O.	Executive order
FGS	final governing standard
HN	host nation
LEC	lead environmental component
SAR	species at risk
U.S.C.	United States Code
USD(A&S)	Under Secretary of Defense for Acquisition and Sustainment
USEUCOM	United States European Command

G.2. DEFINITIONS.

These terms and their definitions are for the purposes of this volume.

TERM	DEFINITION
adverse effect	Changes that diminish the integrity or significance of historic and cultural resources.
applicable HN environmental standards	Defined in DoDI 4715.05.
archeological resource	As a subset of historic and cultural resources, these may include any material remains of prehistoric or historic human life or activities. Such resources may include pottery, basketry, bottles, weapons, weapon projectiles, tools, structures or portions of structures, pit houses, rock paintings, rock carvings, intaglios, graves, human skeletal remains, or any portion of these items.

TERM	DEFINITION
biosecurity	Managing relevant risks to human, animal, and plant life and health, and associated risks to the environment from the introduction of disease, invasive or alien species, and pests.
conservation	Planned management, use, and protection; continued benefit for present and future generations; and prevention of exploitation, destruction, and neglect.
ecosystem-based management	A goal-driven approach to managing natural resources that supports present and future mission requirements; preserves ecosystem integrity; is at a scale compatible with natural processes; is cognizant of nature's timeframes; recognizes social and economic viability within functioning ecosystems; is adaptable to complex and changing requirements; and is realized through effective partnerships. It is a process that considers the environment as a complex system functioning as a whole, not as a collection of parts, and recognizes that people and their social and economic needs are a part of the whole.
enduring location	Defined in DoDI 4715.05.
FGS	Defined in DoDI 4715.05.
historic and cultural resources	A prehistoric or historic district, site, building, structure, or object significant in world, national, or local history, architecture, archeology, engineering, or culture. This includes artifacts, archeological resources, records, and material remains that are related to such a district, site, building, structure, or object, and also includes natural resources (plants, animals, landscape features, etc.) that may be considered important as a part of a country's traditional culture and history. A property listed on the World Heritage List or the HN equivalent of the U.S. National Register of Historic Places is considered a historic and cultural resource.
Historic and Cultural Resources Program	A program for identification, evaluation, documentation, curation, acquisition, protection, rehabilitation, restoration, management, stabilization, maintenance, recording, and reconstruction of historic and cultural resources. Includes safeguarding cultural property against the foreseeable effects of an armed conflict in compliance with the 1954 Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict.
HN-protected species	Any species of flora or fauna listed or designated by the HN because continued existence of the species is, or is likely to be, threatened,

TERM	DEFINITION
	and is therefore subject to special protection from destruction or adverse modification of associated habitat.
installation	Defined in DoDI 4715.05.
international agreement	Defined in DoDI 4715.05.
inventory	The act of determining the location of historic and cultural resources that may have world, national, or local significance, or the record of such determinations.
material remains	Physical evidence—whether above ground, below ground, or underwater—of human habitation, occupation, use, or activity, including the site, loci, or context in which such evidence is situated. Such evidence may include structures; artifact concentrations or scatters; whole or fragmentary tools, implements, containers, weapons, clothing, and ornaments; by-products, waste products, or debris resulting from manufacture or use; organic waste; human remains; rock carvings, rock paintings, and intaglios; rock shelters and caves; and all their portions or wreckage.
mitigation	Specific steps designed to lessen or offset the adverse effects of a DoD action on a historic or cultural resource.
natural resources	Living and inanimate materials, but not artifacts, existing in nature that are of aesthetic, ecological, educational, historical, recreational, scientific, or other value.
natural resources management	Actions taken that combine science, economics, and policy to study, preserve, manage, and restore natural resources to strike a balance with the needs of people and the ability of the ecosystem to sustain and support the natural environment.
natural resources management plan	An integrated plan focused, to the maximum extent practicable, on ecosystem-based management. It shows the interrelationships of individual components of natural resources management (e.g., fish and wildlife, forestry, land management, outdoor recreation) to mission requirements and other land use activities affecting an installation’s natural resources.
preservation	The act or process of applying measures to sustain the existing form, integrity, and material of a building, structure, or other historic or cultural resource, and the existing form and vegetative cover of a site.

TERM	DEFINITION
	It may include initial stabilization work where necessary, as well as ongoing maintenance of the historic building materials.
protection	In the context of historic and cultural resource protection in Section 4 of this volume, the act or process of applying measures designed to affect the physical condition of a property by safeguarding it from deterioration, loss, attack, or alteration, or to cover or shield the property from danger or injury. In the case of buildings and structures, such treatment is generally temporary and anticipates future historic preservation treatment; in the case of archaeological sites, the protective measure may be temporary or permanent.
SAR	Includes species on the United States Fish and Wildlife Service/National Oceanic and Atmospheric Administration Fisheries Service Foreign Species List or HN list designated as threatened, endangered, country-specific protected species, or a species that is a candidate for listing. SAR may also include species whose potential designation as threatened, endangered, or country-specific protected species could require conservation efforts that may substantially affect a military mission. The Foreign Species List can be found on the United States Fish and Wildlife Service website under Endangered Species: http://www.fws.gov/endangered . To find foreign species at the site, click on “More species searches” under “Quick Searches,” then click on “Foreign Species” under “Listed Species.
significant natural resources	Natural resources identified as having special importance to an installation or its ecosystem. Natural resources may be significant on a local, regional, national, or international scale. Threatened or endangered species and SAR and their habitats are significant natural resources.
standards	Substantive elements of U.S. laws and federal regulations applicable to DoD installations, facilities, and actions in the United States or that have extraterritorial application.
United States	Defined in DoDI 4715.05.

REFERENCES

- Deputy Secretary of Defense Memorandum, “Establishment of the Office of the Under Secretary of Defense for Research and Engineering and the Office of the Under Secretary of Defense for Acquisition and Sustainment,” July 13, 2018
- DoD Directive 4715.1E, “Environment, Safety, and Occupational Health (ESOH),” March 19, 2005, as amended
- DoD Directive 4715.21, “Climate Change Adaptation and Resilience,” January 14, 2016, as amended
- DoD Directive 5134.01, “Under Secretary of Defense for Acquisition, Technology, and Logistics (USD(AT&L)),” December 9, 2005, as amended
- DoD Instruction 4715.05, “Environmental Compliance at Installations Outside the United States,” November 1, 2013, as amended
- DoD Instruction 4715.08, “Remediation of Environmental Contamination Outside the United States,” November 1, 2013, as amended
- DoD Instruction 4715.22, “Environmental Management Policy for Contingency Locations,” February 18, 2016, as amended
- DoD Instruction 5015.02, “DoD Records Management Program,” February 24, 2015, as amended
- Executive Order 12088, “Federal Compliance with Pollution Control Standards,” October 13, 1978, as amended
- Executive Order 12114, “Environmental Effects Abroad of Major Federal Actions,” January 4, 1979
- Executive Order 12344, “Naval Nuclear Propulsion Program,” February 1, 1982
- United Nations Educational, Scientific and Cultural Organization, “The 1954 Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict and its two (1954 and 1999) Protocols,” April 2010¹
- United States Code, Title 16, Chapter 35 (also known as the “Endangered Species Act”)
- United States Code, Title 42, Section 7158

¹ Available at <http://unesdoc.unesco.org/images/0018/001875/187580e.pdf>