



DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS
WASHINGTON, DC 20350-2000

IN REPLY REFER TO

OPNAVINST 11010.33B
OP-44
14 July 1988

OPNAV INSTRUCTION 11010.33B

From: Chief of Naval Operations

Subj: PROCUREMENT, LEASE AND USE OF RELOCATABLE BUILDINGS

Ref: (a) OPNAVINST 11010.20E (NOTAL)
(b) SECNAVINST 11011.46A of 30 Mar 88 (NOTAL)
(c) NAVFACINST 11010.44E (NOTAL)

Encl: (1) DOD Instruction 4165.56 of 13 April 1988
(2) Navy Policies on the Procurement and Use of Government Owned Personal Property Relocatable Facilities
(3) Navy Policies and Procedures for Lease or Rental of Relocatable Buildings
(4) Navy Policies and Procedures on the Procurement and Use of Relocatable Buildings Acquired Through Minor Construction and Military Construction

1. Purpose. To implement updated Department of Defense (DOD) guidance, for acquisition and use of relocatable buildings. Major changes in this guidance include cancellation of both the requirements for economic analysis and for Secretary of the Navy level approval for all relocatable facility usage. (R)

2. Cancellation. OPNAVINST 11010.33A

3. Background and Discussion. Inappropriate use of relocatable facilities is a concern to the Chief of Naval Operations (CNO). Relocatable facilities are not energy efficient, require more maintenance than permanent facilities, adversely affect the appearance of naval bases, provide ill-suited working environments, and conflict with Congressional intent to avoid their use from a cost point of view. Therefore, the use of relocatable facilities is not an acceptable means of providing facilities for long term needs. There are circumstances which require the rapid provision of facilities to support unforeseen new or expanded missions, to support urgent short term requirements, or to temporarily replace damaged buildings. Relocatable facilities can fulfill these needs without the time constraints of permanent construction. Due to their mobility, relocatable buildings are normally accounted for as Personal Property (Class 3) rather than as Real Property; however, the Office of the Secretary of Defense has set forth firm guidance for the procurement and use of relocatable facilities that is more restrictive than that for other types of Personal Property. Relocatable facilities used as temporary or interim facilities should be in support of minimum military operational requirements and subject to constraints of (R)

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funding limitations, approval authorities, cost effectiveness, energy conservation, planning criteria and design criteria. This instruction provides procedures for all approved methods of procurement or lease of relocatable facilities, while maintaining appropriate control over their use.

4. Definitions

a. Relocatable buildings: A relocatable building is designed to be readily and economically moved, erected, disassembled, stored and reused. The building may consist of component systems, such as interior walls, flooring, structural framing, roof, exterior siding, mechanical systems (heating, lighting, air conditioning) and equipment (kitchen, bathroom). These systems are designed to be easily and quickly erected. The connections are designed to be removed for easy disassembly with minimal damage to the components. Also included in this definition are buildings or facilities that are single units, such as trailers and small skid mounted metal buildings (except as noted in paragraphs 4c, 4d, and 4e) which may be placed on a trailer and transported to another site. Fabric structures or inflatable buildings are designed to be easily relocated and are included in this definition. Therefore, the most important characteristic of a relocatable facility is the economy and ease with which the facility may be removed from one site and reinstalled at another site. When selecting a building to fulfill a requirement for a relocatable facility, the estimated funded and unfunded costs for average building disassembly, repackaging, repair and refurbishment of components, and non-recoverable building components may not exceed 20 percent of the building acquisition costs. It should be noted that although all relocatable buildings may be considered pre-engineered, not all pre-engineered buildings are relocatable under this definition.

b. Non-recoverable building components: This includes foundations, concrete mounting slabs, utility connections, stairways, porches or breezeways between units, extra wall covering and paneling, ceramic works, lighting and sound systems and other finishes and features that were not included in the original building package or unit.

c. Building acquisition cost: This refers only to the cost of the building components of the unit and the cost of delivery to the site. If the building is not new (including facilities that were acquired from other government agencies), the 20 percent rule should be applied to the current cost of a similar new facility, rather than the original cost to the Navy.

d. Funded project costs: As used in enclosure (1), this term refers to costs to be paid with funds available for construction.

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e. Unfunded project costs: As used in enclosure (1), this term refers to costs to be paid with monies from appropriations other than construction. These costs are not applicable to monetary ceilings for construction authorities.

5. Applicability. This instruction is applicable only to the limited class of relocatable facilities defined in paragraph 4 and meeting the criteria of enclosure (1). It does not apply to nor modify authorities otherwise applicable to the following:

- a. Mobile or modular homes used for Navy Family Housing.
- b. Prepositioned War Reserve Material Stock (PWRMS) when used for mobilization requirements.
- c. Integral parts of mobile equipment, such as satellite communication vans and equipment vans for air navigation, (including Ground Controlled Approach (GCA) vans and Tactical Air Navigation (TACAN) shelters).
- d. Facilities specifically designed for mobility to enhance military readiness in forward locations, such as aircraft organizational and intermediate level mobile maintenance vans, communications vans, and electronics maintenance vans.
- e. Equipment used for engine test cells or aircraft in-frame test cells.
- f. Skid mounted aircraft line operations and line maintenance shelters, which have only electrical utility connections and are not mounted on permanent foundations.
- g. Relocatable facilities installed by construction contractors or ship maintenance contractors to permit performance of the contract. These facilities must be designed to be portable, must be the property of the contractor, and must be removed by the contractor upon completion of the contract.
- h. Maintenance enclosures and equipment which must be repositionable to support naval nuclear propulsion plant operations and ship and ordnance overhaul and repair operations at government owned depot and intermediate level maintenance activities. (Production offices are allowable but administrative office space is not.)
- i. Relocatable buildings procured with construction funds for use as interim medical and dental facilities in support of crews of ships in overhaul at non-Navy ship repair facilities or Navy personnel at other contractor owned facilities, when the duration of need is uncertain or temporary.

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j. Medical and Dental trailers that are transported to sites for temporary or contingency requirements.

6. Action

a. Activity commanding officers and major claimants will insure that all projects which include a relocatable facility are submitted under references (a) and (b) and the procedures contained in enclosures (2), (3) and (4).

b. Even if a relocatable facility is transferred or installed with no funded costs to the activity, the activity commanding officer and major claimant will insure that use of the facility conforms with the procedures outlined in enclosures (2) or (4). (R)

c. Activity commanding officers will ensure that the site approval requirements of reference (c) are followed for all uses of relocatable facilities. (R)



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Department of Defense INSTRUCTION

OPNAVINST 11010.33B

14 JUL 1988

April 13, 1988
NUMBER 4165.56

USD(A)

SUBJECT: Relocatable Buildings

- References:
- (a) DoD Instruction 4165.56, subject as above, April 3, 1981 (hereby canceled)
 - (b) DoD Directive 4270.24, "Unspecified Minor Construction, Emergency Construction and Restoration or Replacement of Facilities Damaged or Destroyed," March 21, 1983
 - (c) DoD Directive 7040.2, "Program for Improvement in Financial Management in the Area of Appropriations for Acquisition and Construction of Military Real Property," January 18, 1961
 - (d) DoD 4160.21-M, "Defense Utilization and Disposal Manual," September 1982, authorized by DoD Directive 4160.21, December 5, 1980
 - (e) DoD Directive 4165.6, "Real Property Acquisition, Management and Disposal," December 22, 1976"
 - (f) DoD Directive 4001.1 "Installation Management," September 4, 1986

A. REISSUANCE AND PURPOSE

This Instruction reissues reference (a) and updates DoD policy and procedures for the authorization, acquisition, use, and disposition of relocatable buildings.

B. APPLICABILITY AND SCOPE

1. This Instruction applies to the Office of the Secretary of Defense (OSD), the Military Departments, and the Defense Agencies (hereafter referred to collectively as "DoD Components").

2. It does not apply to personal property items that are accountable in organic troop unit allowance lists, such as table of allowances (TOAs) and tables of equipment (TOEs), and family housing.

C. DEFINITIONS

1. Interim Facility Requirement. A short-term, normally 3 years or less, requirement for facilities due to transitory peak military missions, deployments, military contingency operations, or disaster relief requirements; or urgent requirements, pending approval, and construction of facilities via normal military construction programs (references (b) and (c)).

Enclosure (1)

2. Relocatable Building

a. A building designed to be readily moved, erected, disassembled, stored, and reused. In classifying buildings as relocatable for the purpose of this Instruction, the estimated funded and unfunded costs for average building disassembly, repackaging (including normal repair and refurbishment of components), and nonrecoverable building components, including typical foundations, may not exceed 20 percent of the building acquisition cost.

b. This definition excludes building types and forms that are provided as an integral part of a mobile equipment item and that are incidental portions of such equipment components, such as communications vans or trailers.

D. POLICY

1. Relocatable buildings may be purchased, stored, and used within the Department of Defense when these facilities constitute the most feasible and economical means of satisfying interim facility requirements.

2. In addition to the use of relocatable buildings for interim facility requirements, these buildings also may be used instead of conventional, permanent construction when the duration of the requirement is uncertain.

3. Relocatable buildings shall be accounted for as personal property, unless these facilities are authorized for procurement using construction procedures. In this case, the buildings shall be accounted for as real property.

E. PROCEDURES

1. Stock Levels. Stock levels for relocatable buildings shall be determined by DoD Components based on the following:

a. Requirements reflected in applicable war plans, contingency plans, and operational support plans.

b. Experience factors in satisfying interim facility requirements.

2. Use

a. Interim Facility Requirements

(1) Relocatable buildings may be authorized for interim facility requirements in accordance with minor construction authorities, DoD Directives 4270.24 and 7040.2 (references (b) and (c)), based on funded project cost. Funded and unfunded project costs and the source of funds shall be in accordance with these references, subject to the following clarifications:

(a) Cost of relocatable buildings is an unfunded cost.

(b) Site preparation, foundations, exterior utilities, and other supporting construction costs are funded project costs.

(c) Costs for packaging and transporting relocatable buildings used for interim requirements are unfunded project costs.

(d) Cost of erection is an unfunded project cost.

(e) Cost of maintenance, operation, disassembly, and refurbishment, and repacking of relocatable facilities used for interim requirements are expenses and are appropriately charged to appropriations available to fund such costs.

(f) Regardless of the funded cost when relocatable buildings are used for urgent requirements, pending approval and construction of facilities via normal military construction procedures the Military Construction Project Data (DD Form 1391) for normal military construction procedures shall indicate that relocatable buildings are in use.

(2) Relocatable buildings that are used to satisfy an interim facility requirements may be retained for the following reasons:

(a) Such facilities are used in support of continuing military contingency operations.

(b) A replacement facility has been authorized and funds appropriated by the Congress. In this case, the relocatable facility may be retained in use until construction of the replacement is completed.

(c) The relocatable facility subsequently has been incorporated as real property and the DoD Component has notified the Armed Services and Appropriations Committees of the Congress, and when the sum of the funded and unfunded project costs exceeds 20 percent of the maximum allowable amount for a minor construction project.

(3) For all the cases in subparagraphs E.2.2.(a)(1) through E.2.2.(2)(C), above, an engineering evaluation has been performed and the relocatable facility meets safety requirements and normal construction standards established by the applicable DoD Component.

b. Relocatable Buildings Instead of Permanent Construction. Relocatable buildings may be used as substitutes for permanent or conventional buildings, particularly overseas, when the duration of the requirement is uncertain. In such cases, the project shall be programmed through proper military construction procedures and the building cost, transportation, erection costs, site preparation, and related supporting costs shall be funded from military construction appropriations.

3. Disposition

a. Personal Property. Relocatable buildings accounted for as personal property upon becoming excess to DoD Component requirements, shall be redistributed or disposed of in accordance with personal property procedures (DoD 4160.21-M, reference (d)). Those determined to be unserviceable shall be disposed of in accordance with these same procedures.

b. Real Property. When relocatable buildings accounted for as real property become excess to DoD Component requirements at the erected location, they shall be redistributed or disposed of in accordance with existing real property procedures established by DoD Directive 4165.6 (reference (e)). If alternative DoD users are not located for use of the building in place, the relocatable building shall be transferred from real property records and placed in stock. Unserviceable relocatable buildings shall be disposed of in accordance with these same procedures.

F. RESPONSIBILITIES

1. Heads of DoD Components, or designees, shall comply with this Instruction, and vest authority and responsibility to lower organizational levels so installation commanders shall have the freedom to obtain the goods and services that best satisfy their requirements DoD Directive 4001.1, "Installation Management" (reference (f)).

G. EFFECTIVE DATE AND IMPLEMENTATION

This Instruction is effective immediately. Forward two copies of implementing documents to the Assistant Secretary of Defense (Production and Logistics) within 120 days.



R.B. COSTELLO
Under Secretary of Defense
(Acquisition)

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NAVY POLICIES ON THE PROCUREMENT
AND USE OF GOVERNMENT-OWNED
PERSONAL PROPERTY
RELOCATABLE FACILITIES

1. Means of Acquisition. There are two methods for procuring Personal Property (Class 3) government-owned relocatable facilities:

a. Procurement through normal channels with Other Procurement Navy (OPN) or Navy Industrial Fund (NIF) funds. (R)

b. Transfer from other government agencies: Facilities listed as excess to other DOD or government agencies may be acquired per applicable supply procedures.

2. Duration of Use. Relocatable facilities are considered to be temporary facilities to be used for periods of three years or less. In some cases, the period may be extended to allow time for completion of a construction project which has been authorized and funds appropriated by Congress, or in cases where the future need for a facility is short term, such as an operational exercise or experiment, and permanent facilities will not be required.

3. Funding Sources. Activities and major claimants will budget for approved relocatable facilities using OPN funds. Relocatable facilities required by industrial funded activities will be financed by the industrial fund within current procurement guidelines and included in the Asset Capitalization Program where appropriate. Activities and major claimants will budget expense funds (Operations and Maintenance, Navy (O&M,N); Operations and Maintenance, Naval Reserve (O&M,NR); Research, Development, Testing and Evaluation, Navy (RDT&E,N); Navy Industrial Funds (NIF); or Non-Appropriated Funds (NAF)) for the installation, erection, operation, maintenance, disassembly, and transportation of relocatable buildings. Additionally, activities and major claimants must budget minor construction funds, within the limitations authorized for the various operating appropriations and funds, for construction costs (site preparation, utility connections, foundations, etc.) required to install relocatable facilities. See NAVCOMPT Manual, paragraph 075386.

4. Avoidance of Incrementation in Minor Construction and Military Construction Projects. Relocatable facilities may be included in Minor Construction and Military Construction projects; however,

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extreme caution must be used to insure that the prohibitions against incrementation, as explained by reference (a), are not violated. A Minor Construction project to install relocatables as interim facilities, pending construction of permanent facilities, does not violate the intent of reference (a), provided that the relocatable facilities installed as a Minor Construction project are not intended to be used in addition to the permanent facilities provided by a Military Construction project; and that use of the relocatable facilities is discontinued upon completion of the permanent facilities.

5. Approval. Major claimants will establish approval procedures as deemed necessary to control the procurement and use of relocatable facilities. (R)

6. Disposal. Upon completion of permanent facilities or termination of the need for the relocatable facility, the use of that relocatable facility shall be discontinued. For disposition instructions regarding relocatables taken from Prepositioned War Reserve Material Stock (PWRMS), Code 15 Construction Battalion Center, Port Hueneme, should be contacted. Other government-owned relocatables should be disposed of in accordance with DOD supply procedures.

7. Inclusion in the Navy Facility Assets Data Base (NFADB). Relocatable facilities are normally considered Personal Property, and therefore, should not be entered into the NFADB, which includes only Real Property. However, in certain rare circumstances, it may be advantageous or even necessary to include a relocatable facility in the NFADB. In order to minimize the use of inefficient facilities and the expenditure of maintenance funds, the following guidelines have been established:

a. House trailers, skid mounted aircraft line shelters and similar facilities that are essentially mobile in nature are not eligible for inclusion in the NFADB.

b. Only buildings that are stationary, permanently fixed and similar to pre-engineered buildings can be considered for inclusion in the NFADB, subject to the following restrictions:

(1) Long term use of the facility must be supported by an economic analysis which considers the useful life of the building, increased utility costs and increased maintenance requirements.

(2) The requirement for the building must be supported by the SFPS. There must be no existing permanent structures that can be rehabilitated economically for the proposed use.

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(3) The site must not conflict with the planned land use or approved Master Plan for the activity.

(4) All relocatable facilities acquired with Military Construction or Minor Construction funds are considered Real Property and must be incorporated in the NFADB.

c. Inclusion in the NFADB of any relocatable facility (as defined in paragraph 4 of the basic instruction) requires the approval of CNO (OP-44). The request to include the facility in the NFADB should be submitted to CNO via the Engineering Field Division (EFD) and the chain of command. The submission should include supporting documentation. Inclusion in the NFADB of relocatable facilities requires notification of the House Armed Services and Appropriations committees. CNO (OP-44) will prepare necessary forwarding memoranda for these requests. (R

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NAVY POLICIES AND PROCEDURES
FOR LEASE OR RENTAL
OF RELOCATABLE FACILITIES

1. Means of Acquisition. Reference (b) permits, with restrictions, the leasing of relocatable structures to satisfy interim facility needs. Studies have shown that it is more economical to purchase relocatable structures than it is to lease them for long periods of time. Therefore, due to the prohibitions against long term use of relocatable facilities leases should be considered a means for fulfilling short term requirements only. (R)

2. Duration of Use. Leased relocatable facilities are considered temporary facilities to be used for periods of three years or less. Major claimants may consider short extensions beyond the three year limit to allow for contingencies, but in general, use beyond the three year period should not be authorized. Reference (b) authorizes leases for a period of one year or less. If the lease is required for a temporary period that exceeds one year, the lease may be obtained with an option to renew clause. (R)

3. Funding Sources. Relocatable facilities may be leased by activities with expense funds (O&M,N; O&M,NR; RDT&E,N; NIF; and NAF). Additionally, activities and major claimants must budget minor construction funds, within the limitations authorized for the various operating appropriations and funds, for construction costs (site preparation, utility connections, foundations, etc.) required to install relocatable facilities. See NAVCOMPT Manual, paragraph 075386.

4. Avoidance of Incrementation in Minor Construction and Military Construction Projects. Leased facilities may be used as interim facilities and installed by a Minor Construction project. However, if the installation is funded by a Minor Construction project, the facilities may not be used to supplement facilities provided by another construction project. (For example, a special project may be used to install relocatable buildings to house administrative personnel pending completion of another Military Construction project to rehabilitate an existing administrative building. Upon completion of rehabilitation of the permanent administrative facility, the relocatable buildings can no longer be used as administrative space, as this could be viewed as a means of circumventing Congressional approval authorities.) The costs of leasing, set-up, dismantling, packaging and transportation of those facilities are to be treated as unfunded costs which are not considered applicable to construction project approval authorities, (ie; these costs must be funded by other than Minor Construction or Military Construction monies) although they may be real costs to the

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project sponsor and the Government. Site preparation, utility connections, foundations, and other construction costs are included in the construction projects and are applicable to construction project approval authorities.

5. Approval. Major claimants will establish approval procedures as deemed necessary to control the leasing, renting, or other temporary use of relocatable facilities through real property leases, service contracts or other contractual arrangements. (R)

6. Disposal. Lease documents should contain provisions for removal of the relocatable facilities from the Naval Activity. In no case will the facilities be transferred to another use or user without the approval of the major claimant. (R)

7. Inclusion of Leased Facilities in the (NFADB): Due to the prohibition against lease purchase agreements, leased relocatable facilities cannot become Navy property, and therefore cannot be included in the NFADB. Because relocatable facilities are considered personal property, leased relocatable facilities should not be entered into the NFADB as in-granted facilities.

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NAVY POLICIES AND PROCEDURES ASSOCIATED WITH RELOCATABLE
FACILITIES PROCURED WITH MILITARY CONSTRUCTION OR
MINOR CONSTRUCTION FUNDS

1. Introduction. The primary purpose of enclosure (1) is to control and minimize the procurement and use of buildings which are acquired outside of normal construction procedures. Therefore, use of Military Construction or Minor Construction funds to procure relocatable facilities does not violate the intent of enclosure (1). However, in order to minimize the use of energy inefficient and maintenance prone temporary structures, some additional rules have been applied to relocatable facilities acquired with construction funds.

2. Means of Acquisition. Enclosure (1) indicates there are three reasons for use of relocatable buildings: As interim facilities pending construction of permanent facilities, in lieu of permanent construction overseas, and for functions for which no long term need exists such as for transitory peak military operations or research programs. These three cases are subject to varying procedures.

a. Interim facilities. Enclosure (1) allows the use of relocatable facilities pending approval and construction of Military Construction projects. The interim facilities may be funded with Military Construction or Minor Construction funds.

(1). Military Construction. It is permissible to fund and procure relocatable facilities as part of a Military Construction Project to provide interim facilities to satisfy a function pending completion of permanent facilities. For example, if a hospital is being enlarged, some functions may have to be displaced temporarily during the demolition and construction phases. The Military Construction project for the hospital may include additional funds to procure some relocatable facilities to house the displaced functions. The documentation for the Military Construction Project should specify that relocatable facilities will be used and the project should specify the means of disposal of the relocatable facilities upon termination of need. It is important to note that the permanent facilities and the relocatable facilities should be combined into a single Military Construction project to avoid the appearance of incremenation.

(2). Minor Construction. A Minor Construction project may be used to provide urgently required facilities pending approval and construction of permanent facilities, provided that the

Enclosure (4)

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prohibitions against incrementation stated in reference (a) are not violated. To avoid the appearance of incrementation, the use of relocatable facilities should be discontinued upon completion of permanent facilities. Relocatable facilities should be demolished, returned to the stockpile, or excessed. The documentation for the Construction project to provide permanent facilities should clearly state that relocatable facilities are in use.

b. Relocatable facilities used overseas. In some overseas locations, agreements with the host nation preclude the construction of permanent facilities. In other cases, there may be no long term country-to country agreement, and the duration of use of facilities is uncertain. Therefore, relocatable facilities may be the most practical means of providing facilities for military requirements. In these cases, construction projects incorporating relocatable facilities will be programmed through normal Minor Construction or Military Construction channels, and all costs for the building, transportation, erection, site preparation and other supporting costs should be funded with Military or Minor Construction funds, as appropriate.

c. Use of relocatable facilities for temporary needs. Normally, the facilities required for peak military requirements, deployments, military contingency operations or disaster relief can be provided from Personal Property stock levels. However, some transitory facility requirements exist, particularly at research or industrial activities, for which stocked relocatable facilities are not adequate. If mobility is required or if an analysis indicates that relocatable facilities are the best alternative, Minor Construction or Military Construction funds, as appropriate, may be used to acquire the facilities.

3. Duration of use. Enclosure (1) indicates that interim facilities should be used for a temporary period, normally three years or less, except when incorporated as Real Property. Since all relocatable facilities acquired with construction funds are considered Real Property, the three year time limit does not apply. However, due to the high operations and maintenance costs associated with temporary facilities, they should only be considered for short term use. The only exception would be relocatable facilities used in lieu of permanent construction in overseas locations, as discussed in paragraph 2b of this enclosure. (R)

4. Approval.

a. Military construction documentation for projects which include relocatable facilities will clearly state this fact. No other approval is needed. (R)

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b. Major claimants will control purchase of relocatable facilities with minor construction funds. (R)

5. Disposal. Upon completion of permanent facilities or termination of the need for the temporary facilities, the use of relocatable buildings shall be discontinued. If the relocatable facilities are beyond economical repair, they should be demolished. If the facilities may be reused, they should be excessed in accordance with normal supply procedures. However, no reuse by a Navy user shall be initiated without the prior approval of the (R)

major claimant. Under no circumstances will the relocatable facility be used for a function for which a separate Minor Construction or Military Construction project provided permanent facilities. (R)

6. Inclusion in the NFADB. All relocatable facilities acquired with Military Construction or Minor Construction funds are considered Real Property and must be incorporated in the NFADB.

7. Design Considerations. It is noted in paragraph 3. of this enclosure that relocatable facilities purchased with construction funds are considered temporary, but they may not be subject to the three year limit on their use. Furthermore, the relocatable facilities funded with construction monies are included in the NFADB. Therefore, only the sturdiest relocatable facilities, similar to preengineered buildings, may be considered for procurement with construction funds. Trailers, vans and skid-mounted structures cannot be purchased with Military Construction or Minor Construction funds.