

## APPENDIX C

### JOINT ROLES, RELATIONSHIPS, AND RESPONSIBILITIES IN BASE DEVELOPMENT PLANNING

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#### C—1. Roles and Relationships in the Planning System

*a.* Commanders of unified and specified commands are responsible for base development planning in a theater. The purpose of this planning is to enable the rapid and orderly establishment of a base. Lower echelons conduct their base development planning concurrently as directed by the theater commander. The theater commander may assign responsibility for implementation of base development to the theater Army, Navy, or Air Force commander whose interest is exclusive or predominant or to a joint command commander (if established). The theater commander assigns base development missions, tasks, and priorities to the subordinate commanders. The theater commander reconciles conflicting requirements of subordinate commands and agencies contributing to the plan and insures that the resources are available to implement the base development plan.

*b.* If a subordinate joint command is established within the theater, the joint command commander receives from the theater commander the concept, information, available intelligence, and allocation of resources, and base development planning guidance. The subordinate joint commander then—

(1) Issues detailed operation plan (OPLAN) guidance to include, but not limited to, objectives, landing areas, estimated duration of the conflict, and force levels by areas.

(2) Allocates, for planning purposes, assigned base development resources, to include construction troop/contractor mix, material, and funds.

(3) Issues detailed guidance, to include specific standards, planning factors, intelligence, and priorities to the component services.

(4) May assign responsibility for the planning, programming, and development of bases to the component commander whose interest is predominant; or he may retain this function within the joint command.

*c.* The component services develop the de-

tailed plans, which include the base development plan (BDP), in support of the concept of operation. Lists of requirements and assets from subordinate units are combined with the concepts, guidance, and resources from those allocated by the joint command commander to make a detailed, complete BDP. In close coordination with other component commands, each component develops a BDP for support requirements which normally is consolidated by a designated component commander or by the joint command commander.

#### C—2. Approval Authority

*a.* The completed BDP, as finally prepared, are forwarded to the theater commander through the subordinate joint command commander (when established) where they are reviewed for overlaps, gaps, and other deficiencies. The components' BDP retain their separate service identification for ease of review at higher commands; however, a summary joint command plan that includes the following is added:

(1) A joint command overall priority list of consolidated BDP construction requirement.

(2) Consolidated peacetime requirements for intelligence, facilities, forces, and material for use by higher commands in programming peacetime budgets.

(3) The joint command commander's overall evaluation of limitations on operations imposed by shortfalls in BDP and proposed solutions for overcoming these shortfalls.

*b.* The theater commander—

(1) With his component commanders, reviews the entire joint command plan.

(2) Integrates the component BDP's into a single plan that eliminates conflicts, overlaps, gaps, and other deficiencies.

(3) Consolidates component requirement into a single priority list. The component plans are all modified to agree with the theater commander's BDP, but they retain their service identity for review.

*c.* The JCS review and approve the theater

commander's BDP and add appropriate comments or limitations, or both. Comments indicate those requirements of the approved BDP that may be included in Military Department programs in peacetime. The JCS consider Military Department recommendations for reallocation of resources, approve them as appropriate, and assume control of those resources that are identified as critical.

*d.* The Military Departments review the theater commander's BDP, particularly that portion produced by their own service. They assess the plan for supportability, add any out-of-theater support requirements, and recommend reallocation of critical resources for support of the BDP.

*e.* The theater commander adjusts his plans and resource levels in accordance with JCS comments and reallocation of resources. He then passes the JCS-approved plan, with his comments, to the subordinate commands. The theater commander directs any necessary revisions of the original BDP, detailed support plans, and construction execution plans.

*f.* The subordinate commanders—

(1) Adjust their BDP in accordance with the theater commander's direction.

(2) Revise detailed logistic support plans and construction execution plan.

(3) Use and adjust construction resources in accordance with theater commander's instructions.

(4) Reassess requirements for support in terms of adjusted assets and submit adjusted requirements to the theater commander.

(5) Periodically reassess the BDP in accordance with changes in resources, assets, and/or requirements and recycle the BDP, with recommended changes to the theater commander. The listing of forces, materiel, and fund requirements is maintained current; and all levels of command are kept current and are advised.

*g.* Concurrently, the Military Departments are collating worldwide requirements for BDP support. They then recommend force levels, materiel reserve levels, and peacetime funding program for the support of approved BDP's to the JCS. The recommended level of support is *not* the total of all approved plans, but is a level that includes sufficient resources for prosecuting those contingencies considered by the JCS as most appropriate. Some resources will be allocated for support of specific plans, but the bulk of the resources requested by the Military Departments

will be held in reserve for general support throughout the world. This planning includes use of the DOD designated construction agent and civilian contractors, as outlined in the approved BDP's.

*h.* The JCS recommend resource levels for support of the National policy.

*i.* The Secretary of Defense relays recommendations on force levels to the President. New guidance is then formulated that starts the BDP process recycling from the top.

*j.* The budget process includes Military Department preparation and support of the programs through Office of the Secretary of Defense (OSD) to the Congress. The Military Department programs reflect the peacetime facility requirements of approved theater command BDP's. Any contemplated change by a Military Department to the theater commander's approved requirements for contingency support is referred to the theater commander for review. Unresolved differences are referred to the JCS.

*k.* OSD receives the authorization and appropriation from Congress, assigns authority, and allocates funds to the Military Departments.

*l.* The Military Departments—

(1) Use appropriated funds—

(a) To procure supplies and equipment to maintain in-being resources that are administered through departmental channels.

(b) To recruit, organize, equip, and traffic new troop construction units that may reinforce a specific theater commander or may be kept in CONUS for general support.

(c) To equip and train the Ready Reserve construction units that may be called up during mobilization.

(d) To procure reserve materiel. Most of the materiel will be long lead time, long shelf life elements of functional components placed in general reserve or propositioned in various theaters and rotated with operating stocks during peacetime.

(2) Recommend distribution of departmental resources to the JCS for their use in the preparation of Joint Strategic Capabilities Plan (JSCP) and other JCS actions.

(3) Transfer Military Construction Program (MCP) funds' to the designated DOD construction agents located in-theater for peacetime contract construction of facilities.

*m.* The DOD construction agent executes the MCP and Military Assistance Program (MAP)



**Figure C-1. System for base development planning.**

contracts through field offices which coordinate the construction of facilities with the theater commander and/or the joint/component commanders and transfers the facilities to the component commands on completion of construction. Some funds may also be transferred to the components for use by troop units involved in MCP construction.

*n.* Concurrently, the JCS develop a new JSCP

and Joint Strategic Objectives Plan (JSOP). The new JSCP may list new tasks that will require a new BDP, and the planning process is repeated for those tasks. Most tasks in the JSCP will not have changed significantly and will not require new BDP's. Newly created resources will be entered for recycling as appropriate.

*o.* The system for base development planning is shown in figure C-1.