

PREFACE

This manual prescribes Army doctrine to assist commanders and staff officers in developing a base or bases in a theater of operations. It covers base development (BD) from early concept planning to program execution. The manual defines the roles, interrelationships, and functions of the various levels of command and support involved in BD in support of general war and contingency operations. Levels of command include the Secretary of Defense, the Military Departments, the Joint Chiefs of Staff (JCS), the unified and specified commands, the component commands (primarily Army), and subordinate unified and/or joint commands (when established). Oversea bases are developed as a result of policy decisions made at the highest level of Government and are designed to support contingency plans related to national defense. The decision to execute a contingency operation plan (OPLAN) is made at national level. The requirement for execution may be clear cut as the result of an overt attack on U.S. or friendly forces. However, a requirement for execution could occur as a result of an incremental response to an insurgent action.

The Secretary of Defense issues broad guidance to the Military Departments and to the JCS defining the limitations and level of effort required to implement the OPLAN most appropriate to the situation. The JCS evaluation of the situation considers the current base development plan (BDP), military posture, materiel resources, and other pertinent factors. From this evaluation, the JCS make the necessary decisions and issue authority to execute the OPLAN to the theater commander.

The theater commander is responsible for BD in the theater. In addition to the mission directives, the theater commander obtains guidance for BDP from documents published annually by the JCS.

The BDP, which is the product of concurrent planning by the commander of a joint command (if established) and the commanders of the component services, is the governing instrument for planning and establishing an advanced base. The purpose of the BDP is to insure the timely availability of personnel, materiel, and facilities required to support a contingency OPLAN.

In areas of the world where the Army's interest is exclusive or predominant and where a subordinate joint command has not been established, the theater commander normally will assign responsibility for BD planning and implementation to the theater Army commander. The basic concepts and requirements for BD are developed at the theater command level and forwarded to theater Army in the BD planning directive. The theater Army commander forms a BD planning staff which is responsible for developing the BDP and for staff supervision in the execution of the plan.

In the determination of BD requirements, the commander has many factors to consider; e.g.; mission and operational objectives to be accomplished, total force structure required to accomplish the mission, target dates, and expected duration of projected operations.

Broad parameters of the BDP are established during initial planning to visualize the total spectrum of requirements; e.g., gross facility requirements by service, by indigenous and allied forces (when applicable), and by major area locations for principal types of facilities. The commander assesses the facilities and real estate available in-country. By subtracting these from the gross facility and real estate requirements, he determines the net shortfall and then programs requirements based on the shortfall.

Depending on the nature of the contingency, programing and funding are two major considerations that impact seriously on BDP. The funding program must have the approval of the President and must be authorized by the Congress.

BDP has a twofold objective: To support the requirements for BD in a theater of operations and to serve as a vehicle on which to base Congressional authorizations and appropriations in the annual funding cycle. BD requirements are derived from the BDP and form the basis for initiating budget requests. When the requirements and standards have been determined, the component commanders of the joint command in-country translate the BD requirements into program budget requests and forward them through dual channels for validation and funding action.

Functional component systems have been designed by all three services for use in BD planning and execution. A functional component system consists of engineering data organized, coded, and stored in a data bank to assist in the planning and the execution of construction. The functional component systems designed are the Army Facilities Component System (AFCS), the Navy Advanced Base Functional Component System (ABFCS), and the Air Force Bare Base Mobility Package (BBMP).

The AFCS is published in three DA technical manuals: TM 5-301, which is basically the planner's manual explaining the concept and use of the system; TM 5-302, which is designed primarily for use by engineer units engaged in the construction of Army facilities and installations; and TM 5-303, which is for use by planners, construction units, and supply agencies since it contains an FSN listing of material required to build facilities identified in TM 5-301 and TM 5-302.