

CHAPTER 2

THE BASE DEVELOPMENT PLANNING SYSTEM

2—1. General

A theater commander is assigned the mission of planning and executing various military operations in consonance with national strategic objectives. Operation plans (OPLAN) are prepared in accordance with broad guidance issued by the Secretary of Defense to Joint Chiefs of Staff (JCS) who issue policy guidance and mission directives to the theater commander. An essential element of the OPLAN is the base development plan (BDP), which is prepared for each OPLAN. The BDP is developed concurrently by the commander of a joint command (if established) and the commanders of the Service components. This document becomes the governing instrument for the development of a base or bases in support of the OPLAN.

2—2. Time Phasing

The base development plan is developed to insure the timely availability of personnel, materiel, and facilities required to support the OPLAN. Considering the combat, combat support, and combat service support force a deployed, base development planners carefully schedule, by time phasing, construction forces and materiel into staging and objective areas to permit timely completion of essential facilities and installations. Deploying too many support forces (to include construction forces) too early tends to develop a "snowball effect"; i.e., they require support for their own personnel and equipment. Moreover, construction materiel requirements usually impact heavily on transportation resources. Planners, therefore, phase in base development personnel, equipment, and materiel in the proper mix to prevent the inefficiencies that occur when personnel and equipment arrive in improper sequence. In addition, planners carefully consider the transportation net and throughput capability to prevent overloading the transposition lines of communications.

2—3. Base Development Planning Guidance

Requirements for overseas bases stem from national policies and commitments made at the

highest levels of Government. These bases fall into two categories for planning purposes: The existing peacetime garrisoned bases and the expedient bases which must be wholly or partially constructed after approved OPLAN are ordered executed. The Secretary of Defense accepts responsibility for these commitments. He, in turn, passes on broad planning guidance to the JCS. In accordance with this guidance, the JCS issue policy guidance and mission directives to unified or specified (theater) commanders. JCS Pub 3 describes basic policy, establishes procedures and defines responsibilities for providing an integrated base development system for joint contingency operations.

2—4. Planning Procedures

Two general phases, each culminating in a specific document, make up the sequence of base development planning. These documents are—

a. The Base Development Planning Directive. When detailed planning for an operation begins, the theater commander issues a base development planning directive. This directive is transmitted to the appropriate subordinate commander or commanders. The directive is based on the operational concept and the force structure. The directive includes selected base sites, assigned support mission, operational target dates, preliminary estimates, and instructions required for specific planning. As a minimum, to insure inter-service coordination and to reduce competition, the following should be provided to the appropriate subordinate commander or commanders early in the preparation of base development plans. The directive has no prescribed format, but may—

- (1) Allocate responsibilities to the component services for projects and functions.
- (2) Specify priorities and completion dates for projects.
- (3) Specify construction standards.
- (4) Allocate facilities and real estate to subordinate commands.
- (5) Indicate the command structure and

designate the commander or commanders charged with base development.

(6) Indicate the scope and magnitude of the logistic support capabilities of the base.

(7) Specify standing operating procedures and directives to govern operation of the plan.

b. The Base Development Plan. The base development plan is the product of concurrent planning by the commander of a joint command and the commanders of the component services accomplished in accordance with the planning directive. It is the governing instrument for planning and establishing a base. The plan is a compilation and extraction of all the information necessary for the theater commander and his staff to coordinate the efforts of subordinate commands in base development. It provides spe-

cific terms of direction and includes all phases of concurrent planning undertaken by the subordinate commands concerned. The base development plan sets forth the base facilities to be provided and the combat service support functions to be performed. It covers such matters as standards of construction, priorities, and restrictions on use of critical materials. The theater commander compiles and publishes the plan. The BDP should be included in the logistic annex to the OPLAN.

2—5. Base Development Plan Example

The basic format for a base development plan is prescribed by change 2 to JCS Pub 3. Appendix B provides an example of a base development plan which is in consonance with the JCS Pub 3 prescribed format.