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STUDENT REPORT

BASE COMPREHENSIVE PLANNING
MAXWELL/GUNTER 2000
A COMMANDER'S GUIDE

MAJOR JAMES R. HUGHES

86-1190

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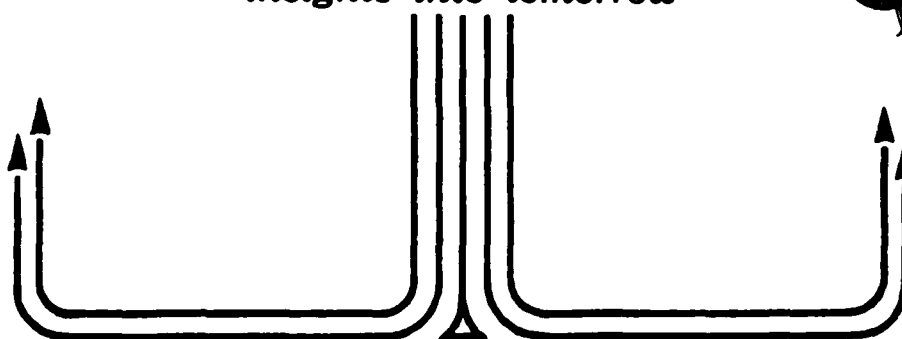
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MAXWELL/GUNTER 2000
A COMMANDER'S GUIDE**

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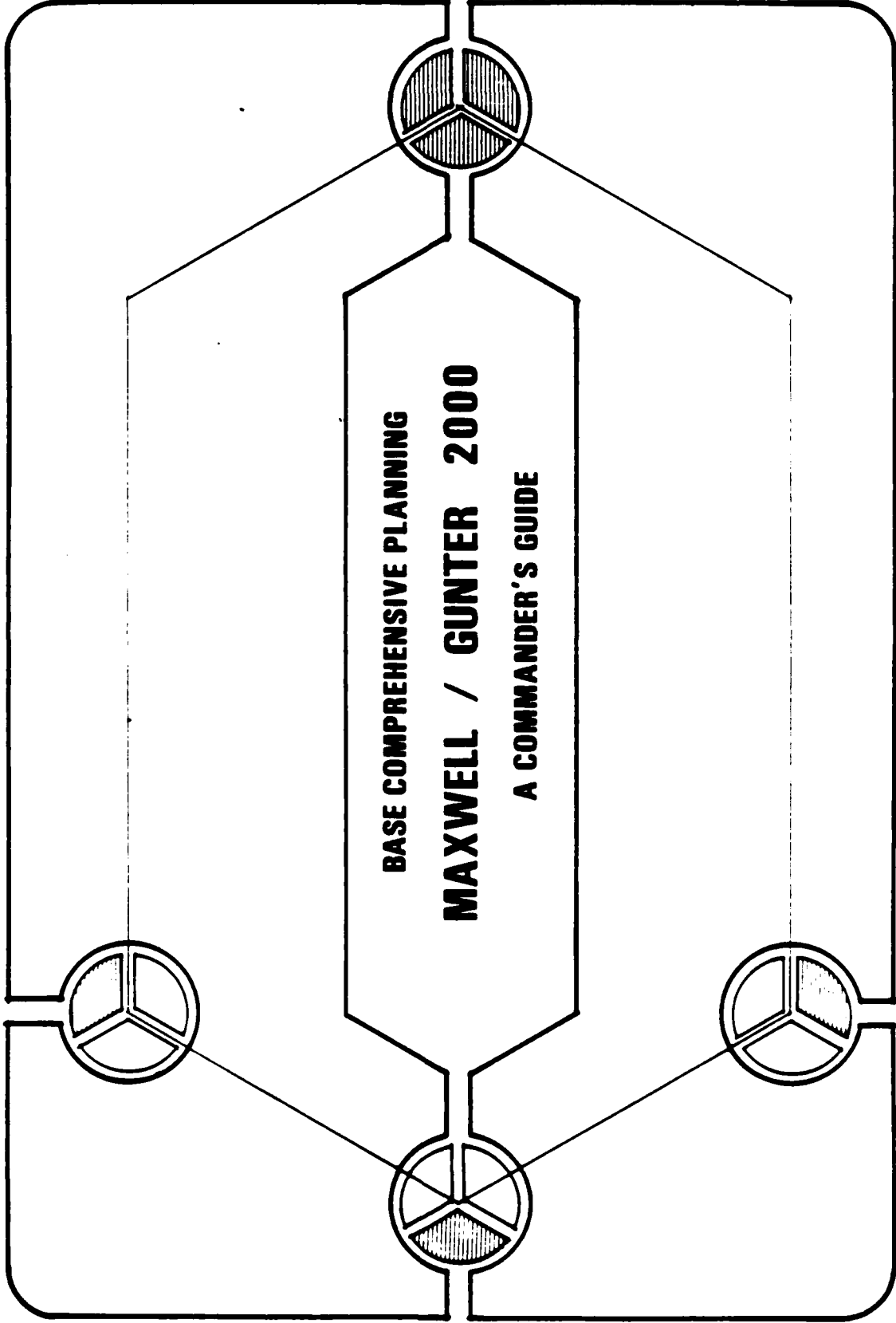
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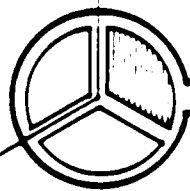
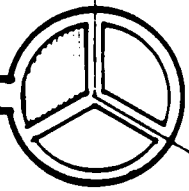
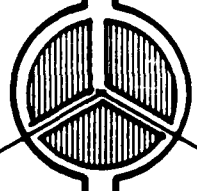
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BASE COMPREHENSIVE PLANNING

MAXWELL / GUNTER 2000

A COMMANDER'S GUIDE



PREFACE

The subject of this document is Air Force base comprehensive planning. Since the recent publication and distribution of the Air Force's new regulation for planning (24 Dec, 1984) our Air Force bases are being challenged to develop the capability to plan for long-range growth and change on our bases. This challenge includes both the requirement to establish a long-range comprehensive plan and maintain professional personnel to manage progress towards accomplishing the plan objectives.

During the preparation of this handbook the 3800th Air Base Wing was developing a base comprehensive plan by contract for Maxwell Air Force Base. This effort addresses the first half of the above stated planning challenge. While the author will describe and comment on the scope of the base comprehensive plan (BCP) for Maxwell, the primary purpose of this handbook is to present a concept for a planning control team for Maxwell AFB and Gunter AFS. This effort addresses the second half of the planning challenge, that of managing progress towards accomplishing the plan objectives.

Although this handbook was specifically developed to support future planning efforts at Maxwell AFB and Gunter AFS it could be used as a general guide for other installations to establish planning control measures in the BCP progress. A loan copy or permission to photocopy may be obtained from the Commander, 3800th ABW/CC, Maxwell AFB, Alabama.

The views and opinions expressed in Part III of this document represent the personal views of the author only, and should not in any way be construed to reflect any formal Air Force policy or regulation. The author would like to thank the 3800th ABW/CC, his base engineer and staff and the Air University Plans Office in assisting with supporting information and discussions that were of importance in developing this handbook.

GLOSSARY

BCP
CPG
FB
MAA
OSP
PCT

Base Comprehensive Plan
Core Planning Group
Facilities Board
Mission Area Analysis
Objectives & Strategies Plan
Planning Control Team

ABOUT THE AUTHOR

Major James R. Hughes has served his entire career in Air Force Civil Engineering and Services. He has served in various assignments from base level through Headquarters, United States Air Force at the Pentagon. Tours of duty have been in Washington State, Germany, Texas, Maryland, and Washington, D.C. Planning activities have included temporary assignments to planning assistance teams for visits to Osan Air Base, Korea; Yokota Air Base, Japan; Kadena Air Base, Okinawa; and Altus Air Force Base, Altus, Oklahoma. Major Hughes received his commission through ROTC at North Dakota State University (NDSU) in Fargo, North Dakota, in 1973. His degrees include a Bachelor of Architecture from NDSU and a Masters of Architecture from University of Texas with a Minor in City and Regional Planning in 1979. He is a registered architect in Minnesota and a member of the National Council of Architectural Registration Boards in Washington, D.C. He is also a member of the Society of American Military Engineers.

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FIGURES

INTRODUCTION

It is tomorrow's innovations and the forward-thinking of today's insightful planners that will permit the Air Force community to respond to the challenge of base comprehensive planning. The growth of typical USAF air bases over their life span has been generally haphazard and without conscious forethought about the consequences of each addition to the growing base infrastructure. The resulting community reflects the same attitudes and politics as the laissez-faire development of most of our towns and cities.

The cold reality is that our society does not generally think about the long-term implications of anything. Concentrated master planning effort usually is applied only in response to a special need or problem, be it economic or environmental, and it usually fades away whenever the pressure is off. Our bases are no different. If we are to anticipate dynamic mission changes and improve the pattern of future physical growth, the Air Force must regain control of air base development. The planning professionals within the engineering and services community must lead in the direction of fundamentally sound physical planning to support the Air Force's ability to achieve progress in improving our overall basing structure. "How successfully will the Air Force participate in the planning process?" The answer hinges on how well we effect planning at each of our bases. Success at the local level will be based upon a strong planning framework. The planning framework will provide the means to "regain control" of future Air Force base development.

This planning guide is organized into the following parts: The Introduction--outlines the scope of Air Force planning and outlines the concept of a comprehensive planning framework; Part I--provides a short discussion on the importance of mission area analysis; Part II--provides an overview of the new Air Force Base Comprehensive Plan (BCP) document; Part III--presents a planning control team concept for Maxwell AFB and Gunter AFS; and The Summary--reemphasizes the importance of the planning framework for guiding our development for the year 2000 and beyond.

CONTINUED

PLANNING SCOPE

- Air Force planning includes operational, physical, social, economic, and ecological factors and incorporates traditional Air Force master planning, natural resources planning, and environmental protection planning. Base comprehensive planning is a process that enables the commander to logically and comprehensively analyze a large number of factors and alternative solutions. Figure 1 displays the planning scope.

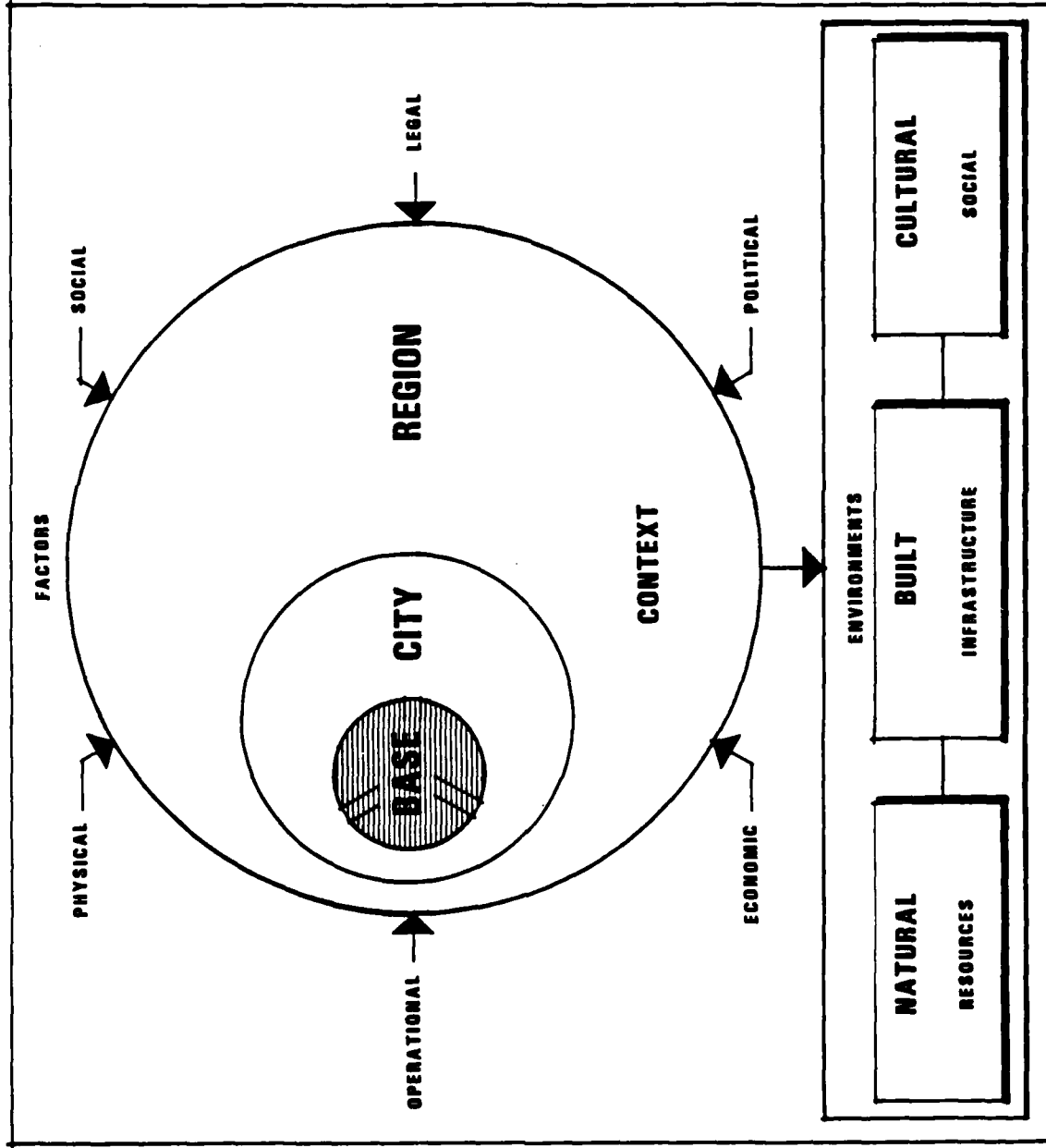
- Comprehensive planning requires that detailed plans be accomplished within a specific planning framework to chart the path for future improvements and base development. This framework, which consists of three essential parts, is pictured in Figure-1a. An on-going mission area analysis effort is the first part in this framework. This analysis provides a baseline and continued refinement of specific mission requirements throughout the planning process. The second part--A base comprehensive plan or "tool" specifies long-term objectives so that daily decisions can be made in that context. The third part--A planning control team provides the commander counsel for maintaining and achieving progress in working towards the planning goals. Together, the three parts form a strong planning framework to ensure successive commanders the ability to maintain control over long-range base development.

- The commander and the planning control team must provide the single point of responsibility that integrates the various activities in the entire planning framework. Successful planning control prevents problems and improves overall planning performance.

PLANNING FRAMEWORK

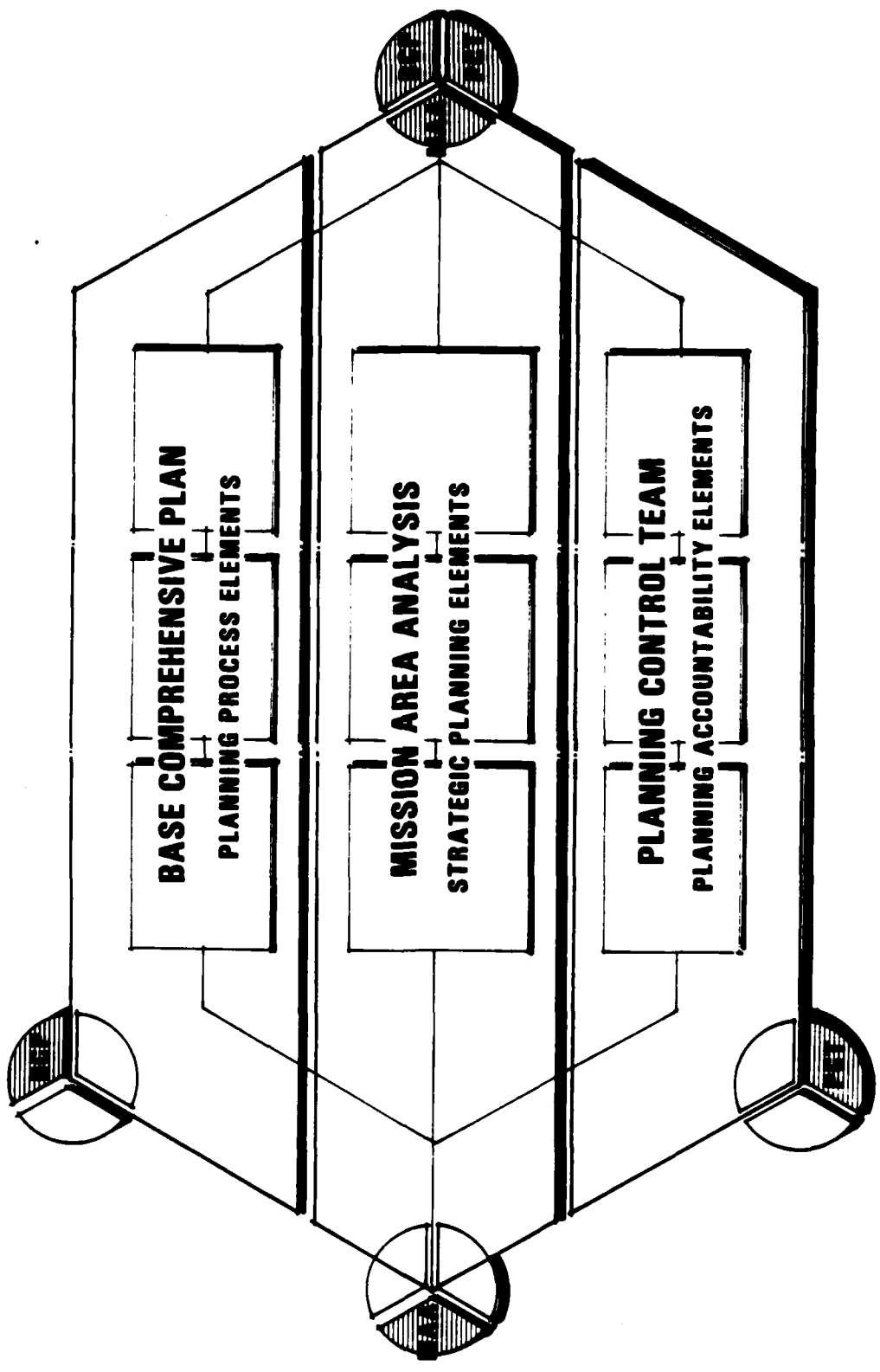
PLANNING SCOPE

FIGURE 1

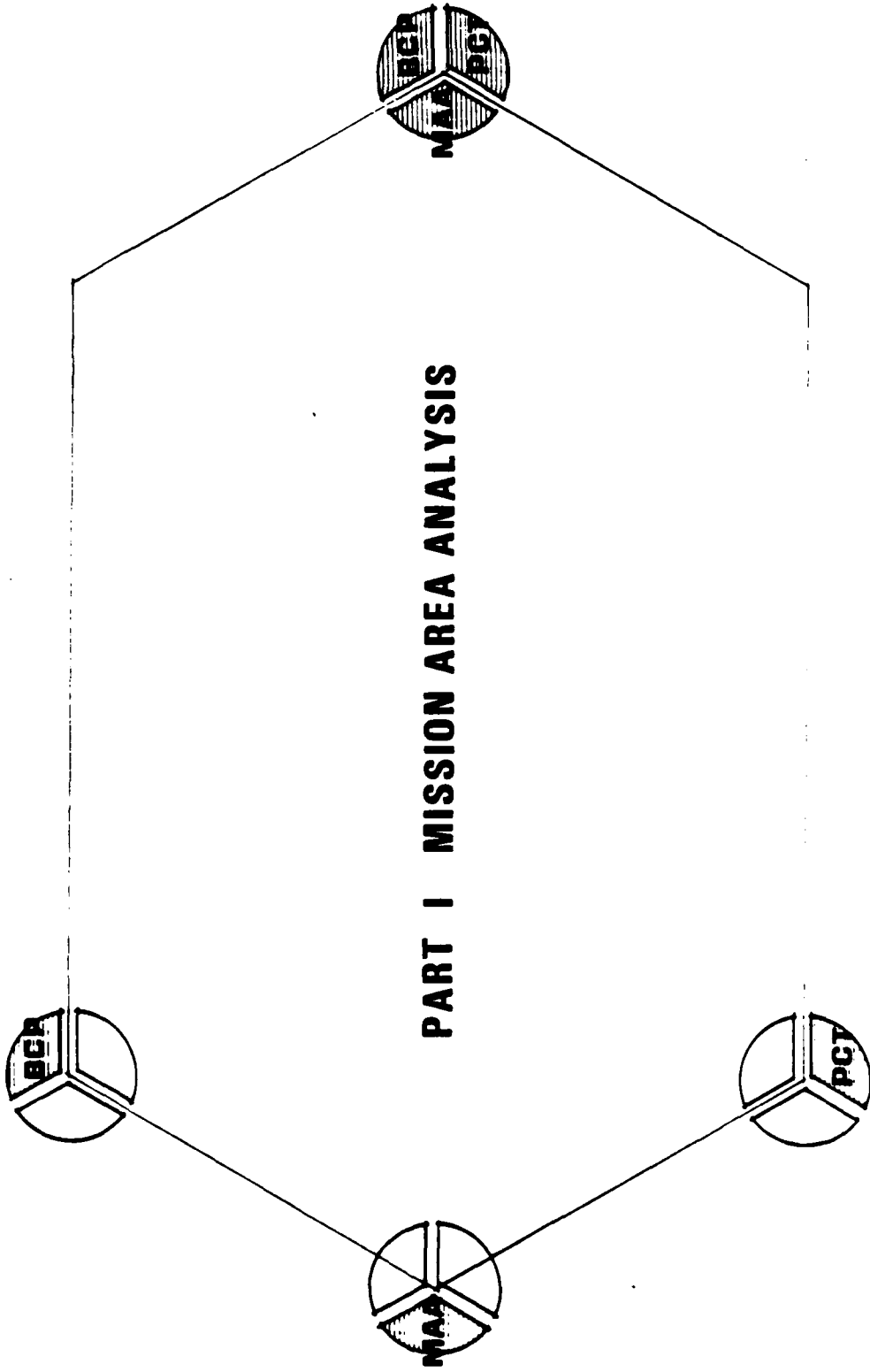


PLANNING FRAMEWORK

FIGURE 1a



PART I MISSION AREA ANALYSIS



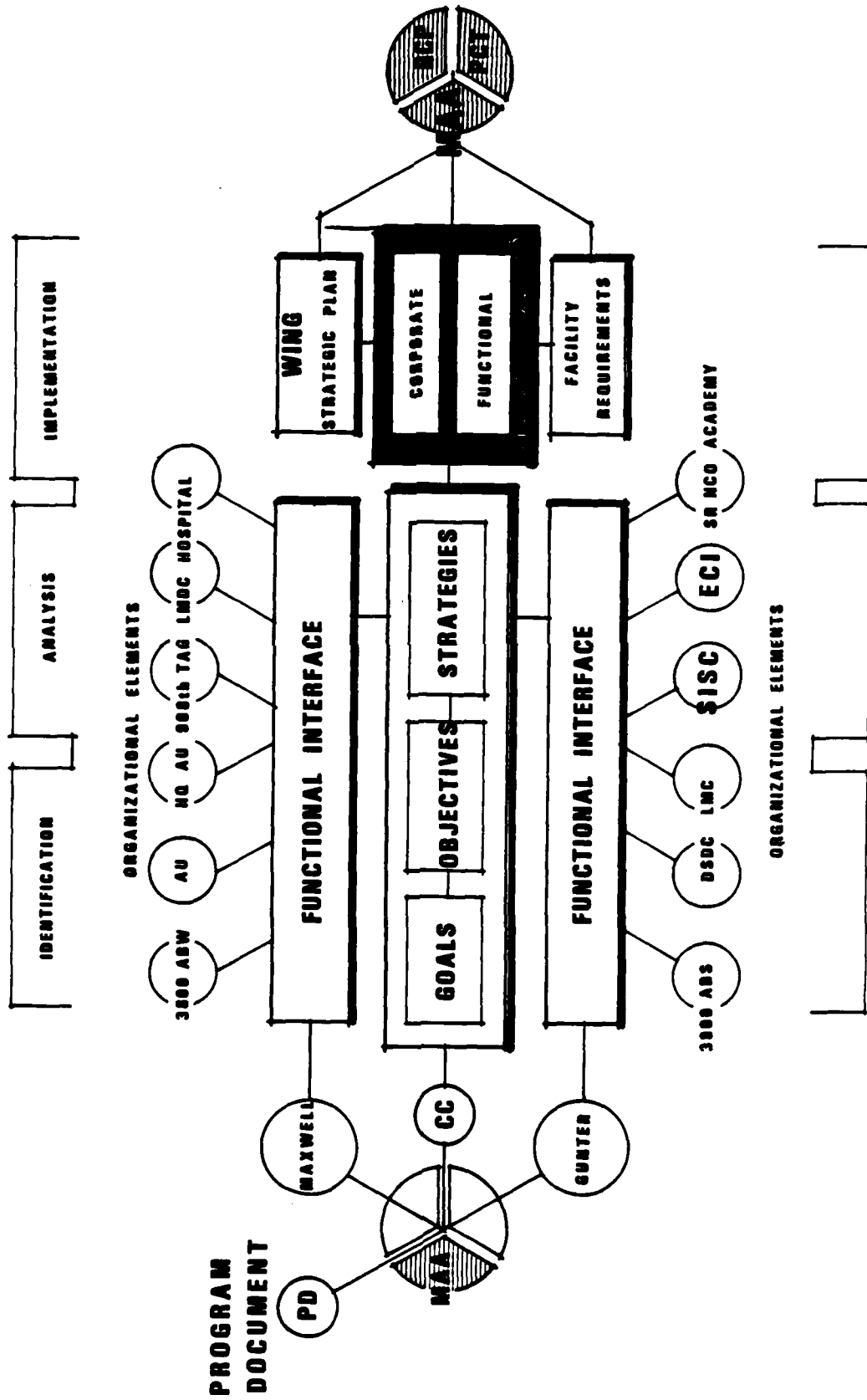
MISSION AREA ANALYSIS

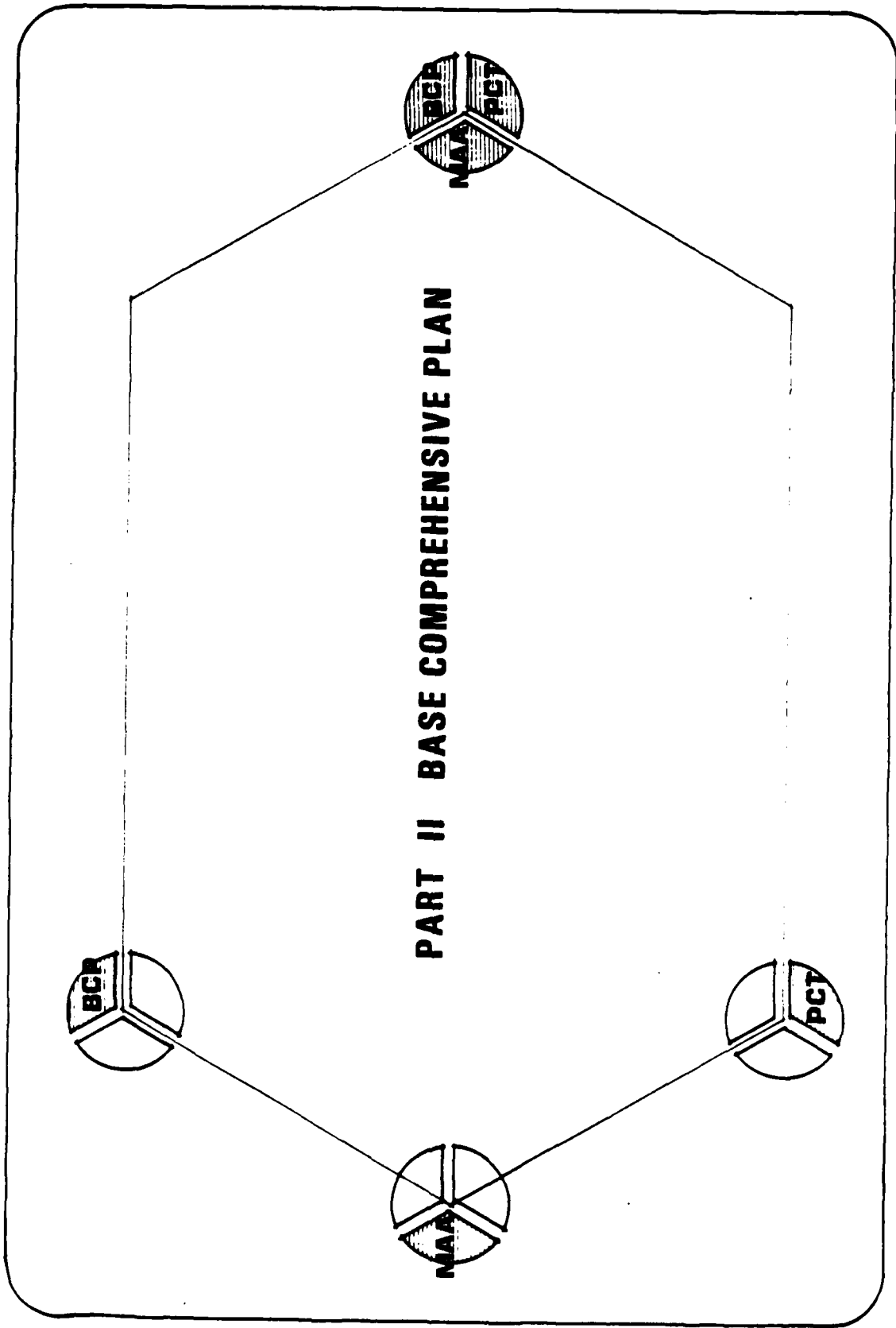
- The crux of the issue is that USAF bases simply are not planned with a clear purpose. There is no definitive statement about wartime and peacetime mission. What will be the threat of the 21st century and how will we meet that threat? We must continue to assess our mission in the context of the future role of our air warfare capability and survivability. We must define specific mission responsibilities for both times of peace and conflict. These responsibilities set the baseline for requirements in our base master plans of the future. The more effective we become in defining our future role in the military force structure the more effective we will become in planning and developing our bases.
- As host for both Maxwell and Gunter the 3800th Air Base Wing's primary mission is to operate and maintain Maxwell Air Force Base and Gunter Air Force Station by providing total logistical support and base services to Air University and other wing tenants on the installations. Air University's mission is to enhance the professional competence of selected military and civilian personnel to assist in developing and assessing aerospace power concepts, doctrine, and strategy. The challenge in the decade ahead for the 3800th Wing will be to control Maxwell and Gunter development to plan for "model installations of the Air Force." The corporate goal for Maxwell and Gunter through the year 2000 will be to develop the bases as one of the best operations in the Air Force. Each respective functional unit at Maxwell and Gunter must align their goals and objectives with this corporate goal to form a strategic plan for the 3800th ABW.

- During the planning and programming process we must continue to evaluate the mission elements at Maxwell and Gunter. New or changing missions directly impact stated planning goals. The basic building "blocks" for supporting these planning goals can be formed from objectives and strategies developed by all respective functional units at Maxwell and Gunter. The diagram in Figure-2 displays the relationship between functional units and corporate goals in the mission analysis sequence.
- The plan structure ensures all functional elements are included in the planning process and stated planning goals and objectives are translated into future basing requirements. This strategic plan gives us the method for continuing the mission area analysis process from Air Force needs in HQ USAF planning documents to mission statements at Maxwell and Gunter critical to maintaining our basing strategy.
- The AU Objectives and Strategies Plan (OSP) is a clear statement of functional objectives and implementing strategies to accomplish their organization's goals. This document was developed to improve their effectiveness in long-range planning and programming. The plan provides a means of measuring current status with planned improvement.
- All functional organizations at Maxwell and Gunter should develop their respective goals, objectives, and strategies to meet their future needs. This planning activity will establish a "road map" which can be followed for future development.

MISSION AREA ANALYSIS

FIGURE 2



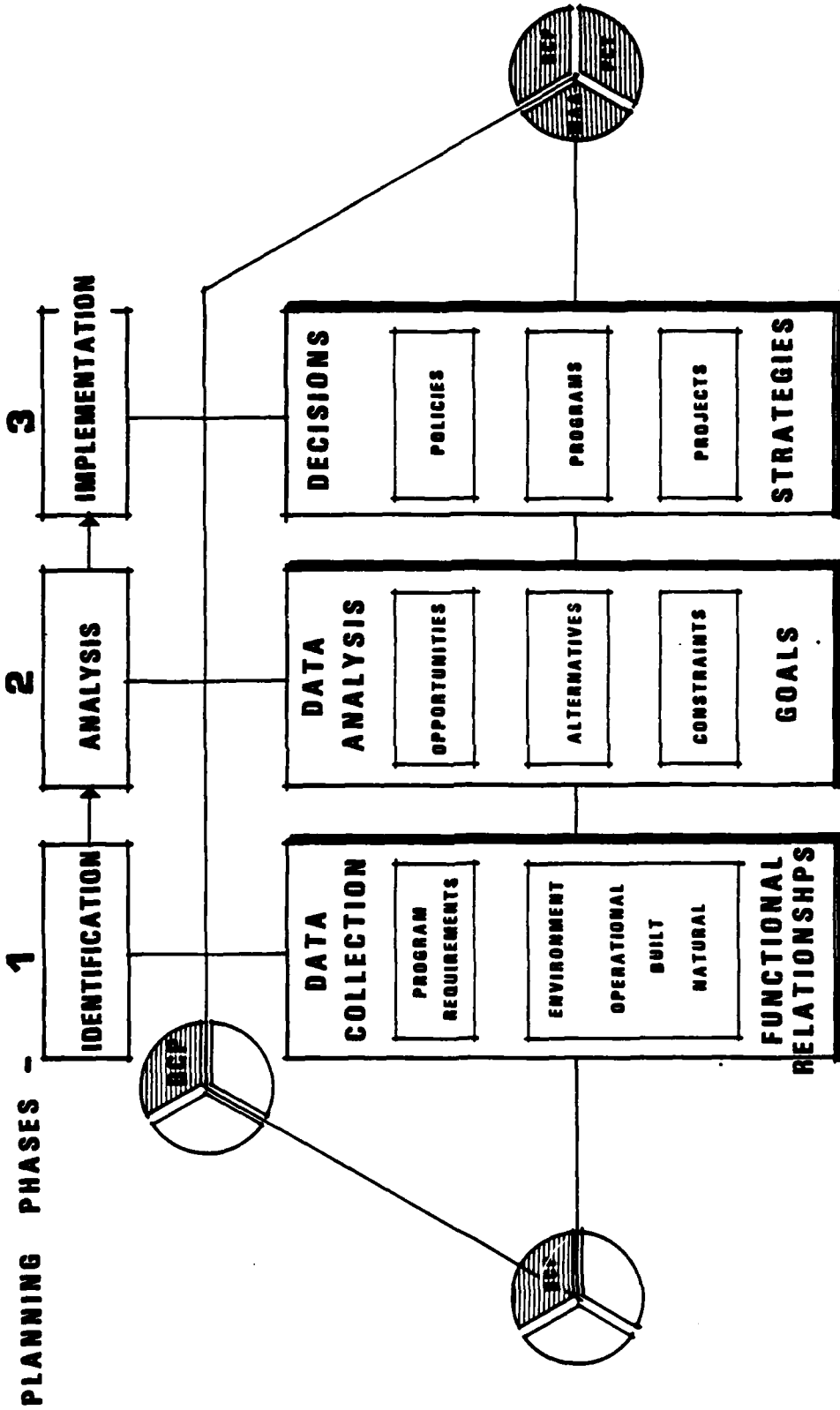


BASE COMPREHENSIVE PLAN

- The growth and development of our installations in the coming century demand continuous planning effort if we are to successfully meet the challenge of future USAF basing structure and performance. The base comprehensive plan, as part of the planning framework, relates mission planning to policies, programs, and specific projects for base facilities and systems all under a coordinated planning effort.
- The BCP process is defined in Air Force Regulation 86-4, 28 Dec 1984, as a process in which early, critical preprogramming and predesign decisions are made which provide the foundation for sound, economical and efficient installation development in the short, mid, and long term. This process, as displayed in Figure-3, is a continuous process which includes the following three phases: (1) Identification; data collection, (2) Evaluation; data analysis, (3) Implementation; decisions for alternative solutions. The BCP would include development projected for twenty years.
- This process must be flexible in order to respond to the unique issues of the installation and the surrounding community. The process must be able to accommodate change because the planning framework is a dynamic process. The BCP provides the basic foundation for executing day-to-day decisions as well as long-term programmed facility improvements. Twenty year goals would be unconstrained by planning factors.
- The 3800th Air Base Wing is currently developing the BCP by contract. This effort will provide a new plan with a detailed set of planning implementation strategies and policies. Thus the BCP becomes a new "tool" for guiding base development and improvements. While using this new "tool," our planning staff must carefully monitor planning activity and maintain progress in reaching the planning goals and objectives.

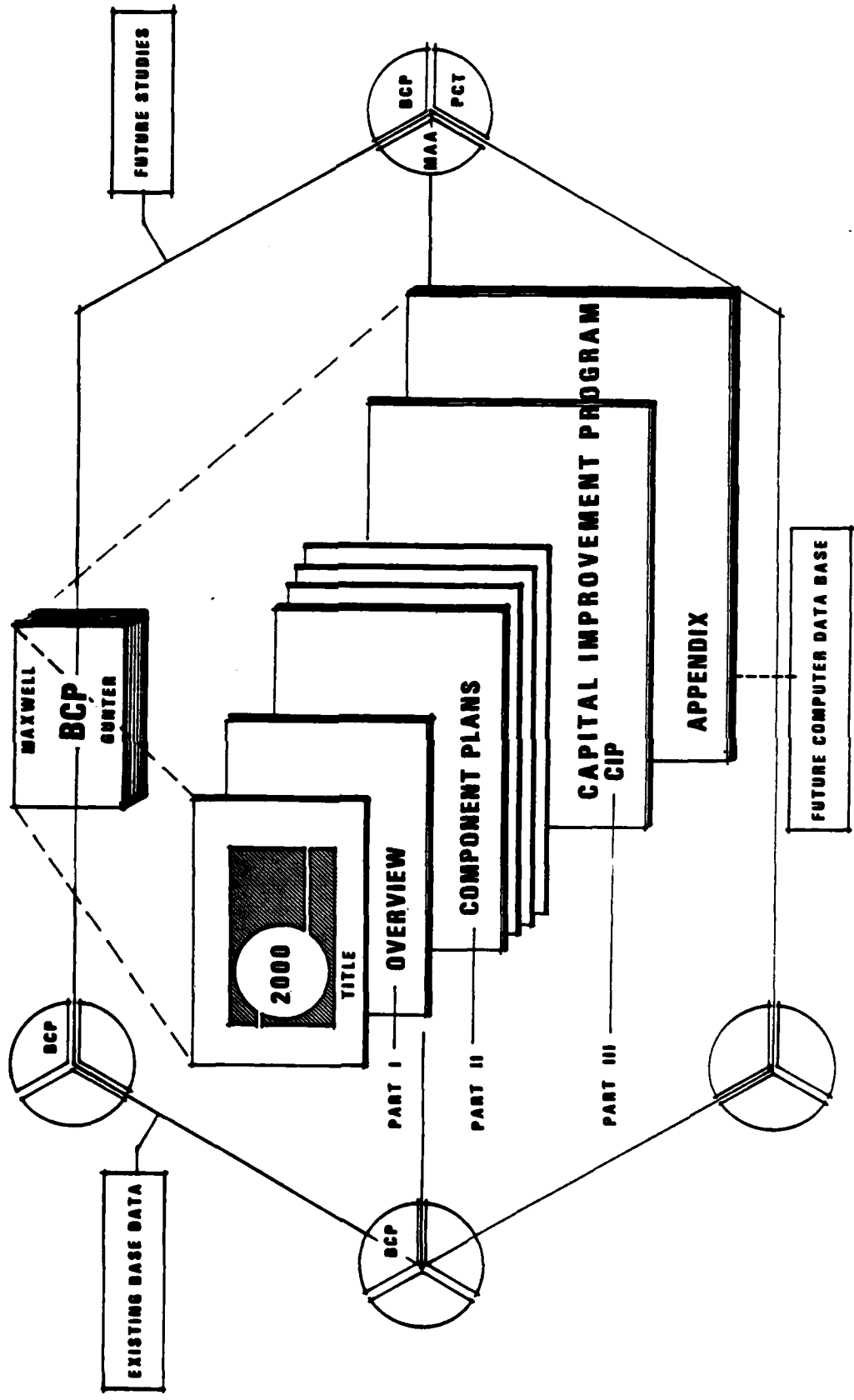
BCP PROCESS

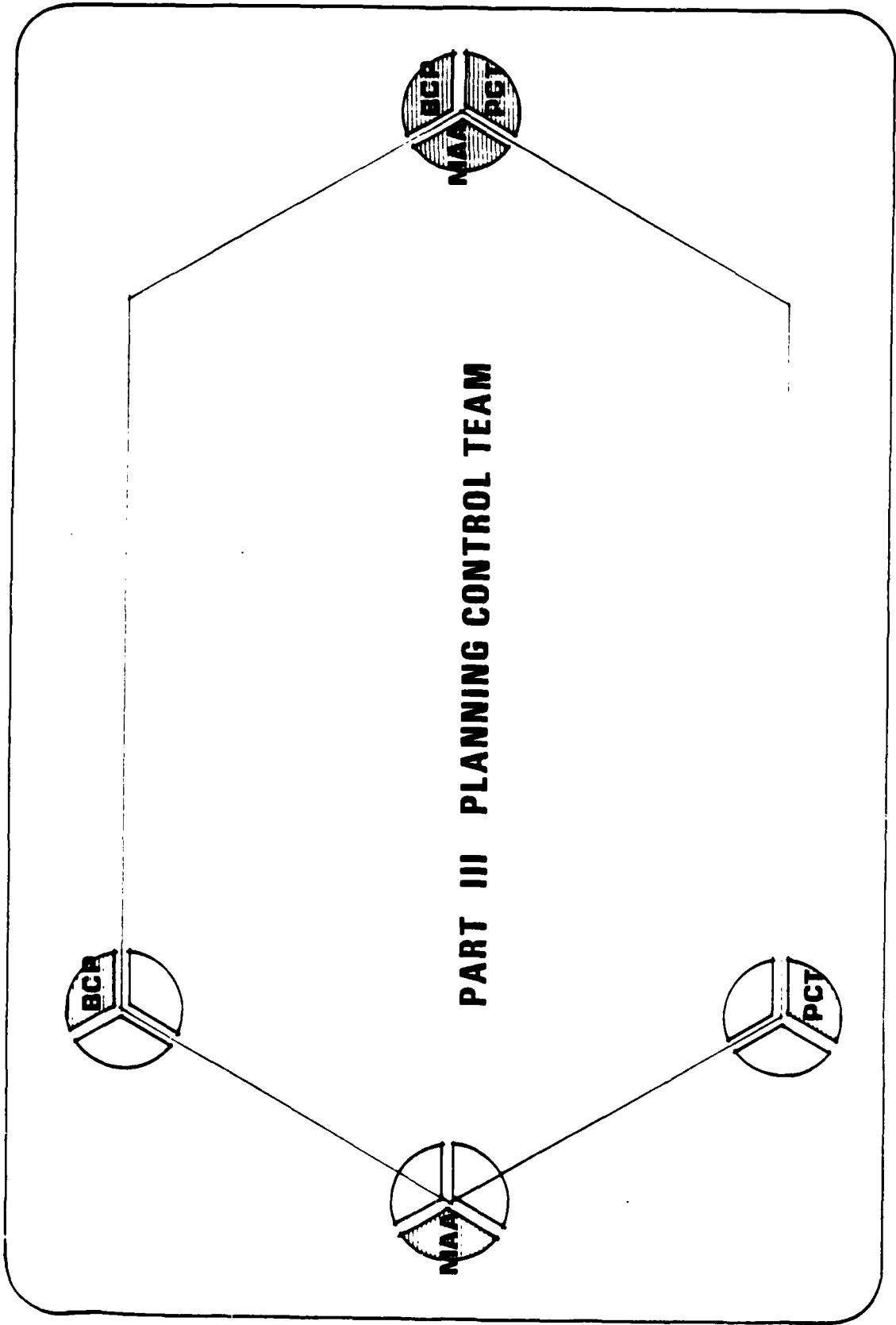
FIGURE 3



- The sections of a BCP include: An overview, component plans, and a five year capital improvement program (CIP) as illustrated in Figure 3-A.
- The plan overview would include: Cover Letter; Commander's Summary; Introduction with Mission, Installation Profile, and Community Profile; Synopsis of the Plan; Summary of Component Plans; References; and Appendices.
- Component Plans in the BCP include the following plans:
 - Natural Resources
 - Environmental Quality
 - Vicinity/Base Layout
 - Land Use Plan
 - Airfield Operations
 - Air Installation Compatible Use Zone
 - Utility Systems
 - Communications
 - Transportation
 - Energy
 - Architectural Compatibility
 - Landscape
 - Facilities
 - Fire Protection
 - Contingency
- Five year capital improvement program would include a priority listing of all improvements programmed by funding source including the military construction program (MCP). Goals and objectives would be refined with the Five Year Defense Plan (FYDP).
- Together the overview, component plans, and five year CIP are integrated to form a composite document or planning "tool" called the BCP, a policy document to guide all future installation development. This policy document becomes a part of the framework for decision-making that continues to implement Air Force goals and objectives within our long range basing strategy.

FIGURE 3a BCP DOCUMENT





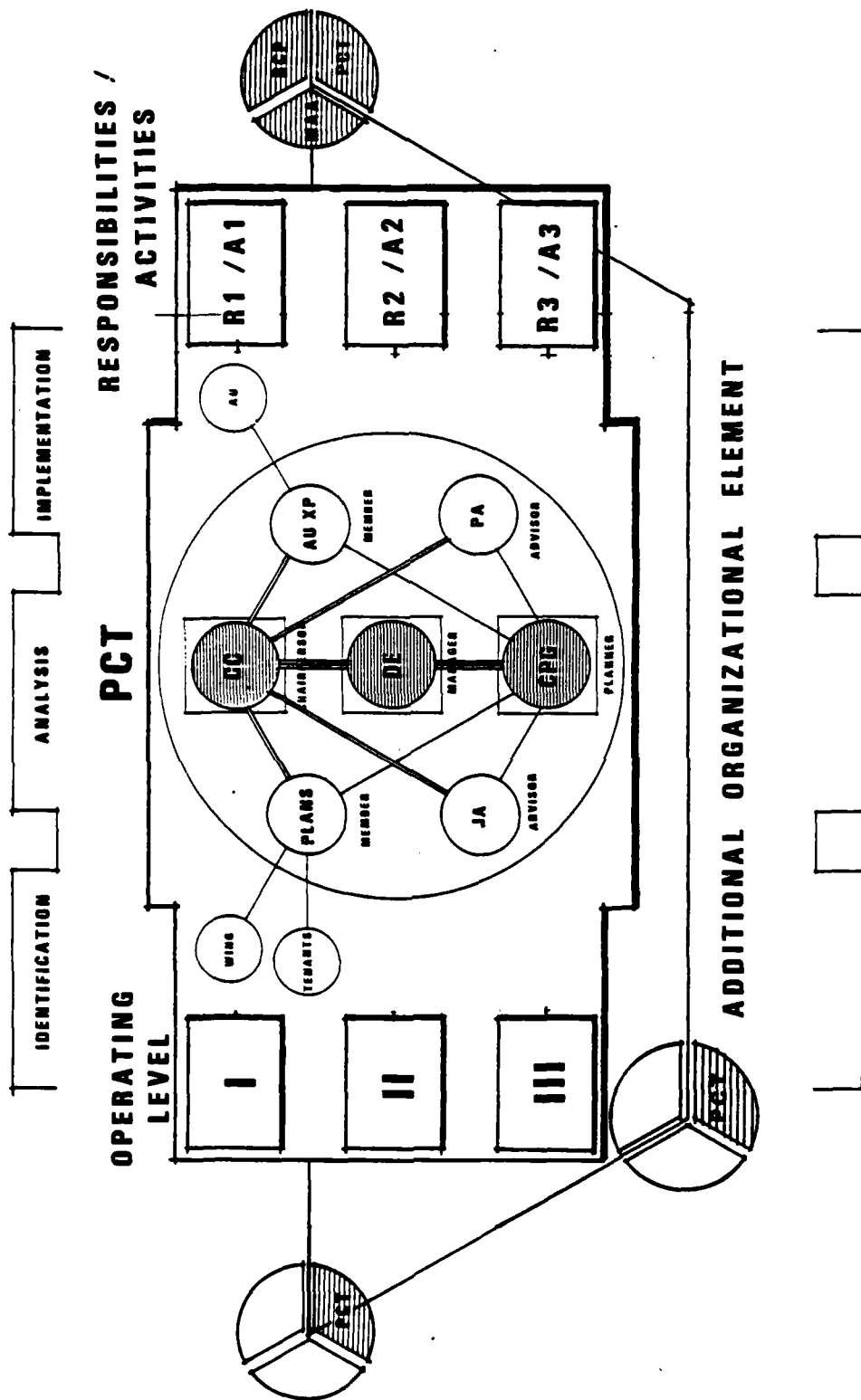
- The Air Force as an entity does not efficiently exercise control over air base development, individual commanders do. The base civil engineer is required to support the commander with counsel and comprehensive insight in preparing and implementing the long-term base development structure. Under the base comprehensive planning regulation, Air Force installation commanders are required to establish, maintain, and promote comprehensive planning for facilities and activities under their control.

PLANNING CONTROL TEAM CONCEPT

- What the commander needs is a group of people who understand the BCP process and the planning framework. These people would develop a planning structure to both manage change in day-to-day program requirements and manage progress in stating and pursuing long-range goals and objectives.
- Within the planning framework established in this guide, such a group of people would be called the planning control team (PCT). This team would provide the commander a "vehicle" or means to control and maintain accountability throughout the entire comprehensive planning process. Figure 4 provides an overview of the planning control team. The "backbone" of the PCT would include the wing commander, the base engineer, and the core planning group (CPG). The other members would be plans officers and legal and public relations advisors. The PCT would operate on three levels with corresponding responsibilities and activities at each level.
- The PCT would be established as an additional organizational arrangement to carry out planning policies and implement the base comprehensive plan at the installation level. The planning regulation, AFR 86-4 explains the role of the base facilities board (FB) to act as the decision-making body on the entire range of comprehensive planning issues. The FB as a corporate body will require the support of a multidisciplinary team to address the wide range of planning initiatives. The PCT would fill this requirement and advise both the commander and the FB on all planning activities.

PLANNING CONTROL TEAM

FIGURE 4

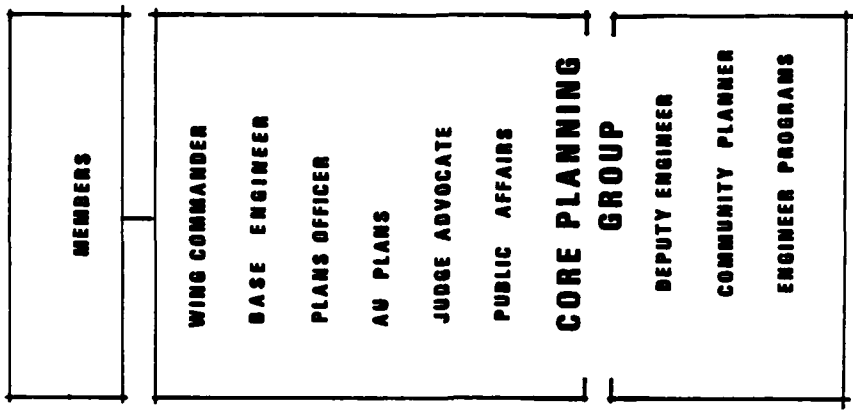
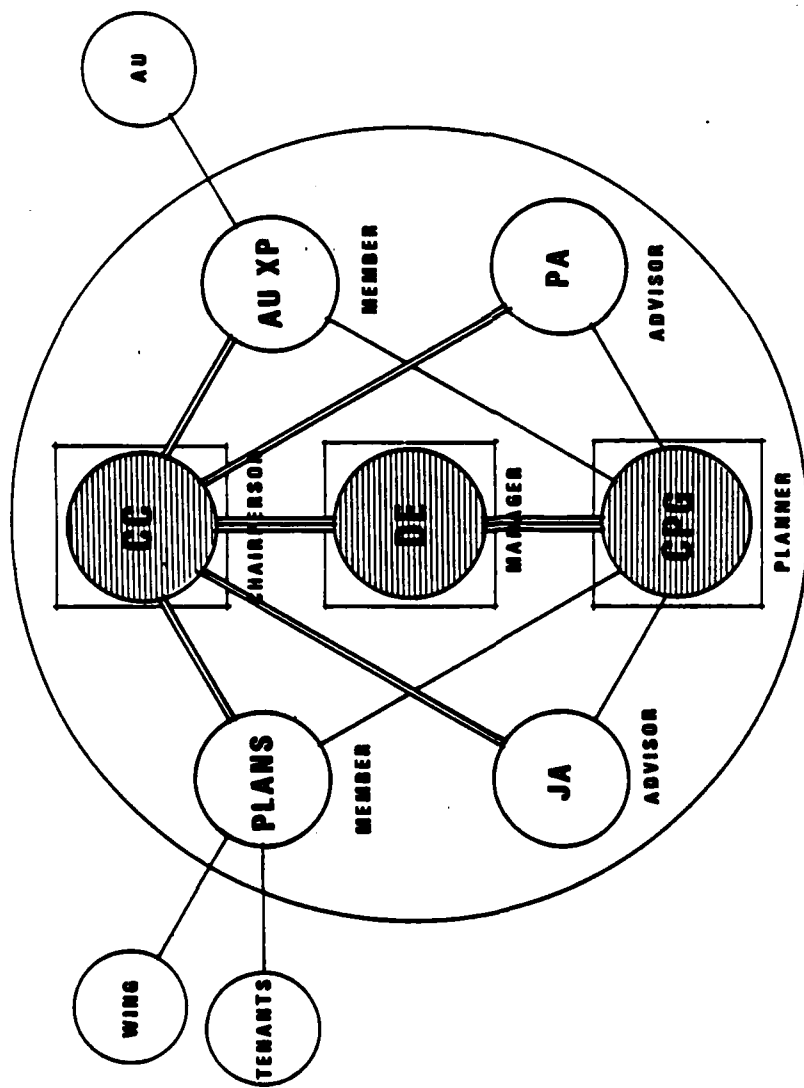


- This portion of the handbook will describe the organization, responsibilities, and activities of the PCT in its role of supporting the overall planning framework.

PCT ORGANIZATION

- The planning control team at Maxwell and Gunter would include the wing commander, wing engineer, core planning group, wing plans officer, AU plans officer, wing legal officer, and public relations officer (Figure 4a). The structure of the PCT would provide flexibility during planning activities through varying levels of operation and participation by required team members.
- As the "backbone" of the team, the commander, wing engineer and core planning group would be the primary force in establishing and operating the PCT. The other members would act as advisors and representatives for wing staff and tenants.
- The core planning group (CPG) is the key planning resource element (i.e. deputy base engineer, base community planner, programs officer, and real estate officer). Together, they form the foundation for building the planning team, and provide knowledge in community planning principles and objectives.
- Initially, the CPG could be established as an informal working group to support the planning control team. They must develop a concept of operations to maintain continuity in coordinating comprehensive planning activities. The structure of the CPG would be the commander's option based upon available manpower resources and the scope of planning activity at the installation. The CPG would meet as often as necessary to provide advice and assistance to base organizations on all base planning activities (i.e. community planning, natural resources planning, environmental planning, and contract programming).

FIGURE 4a PCT ORGANIZATION



CORPORATE OBJECTIVE : ENHANCE MISSION THROUGH EFFECTIVE PLANNING

PCT RESPONSIBILITIES

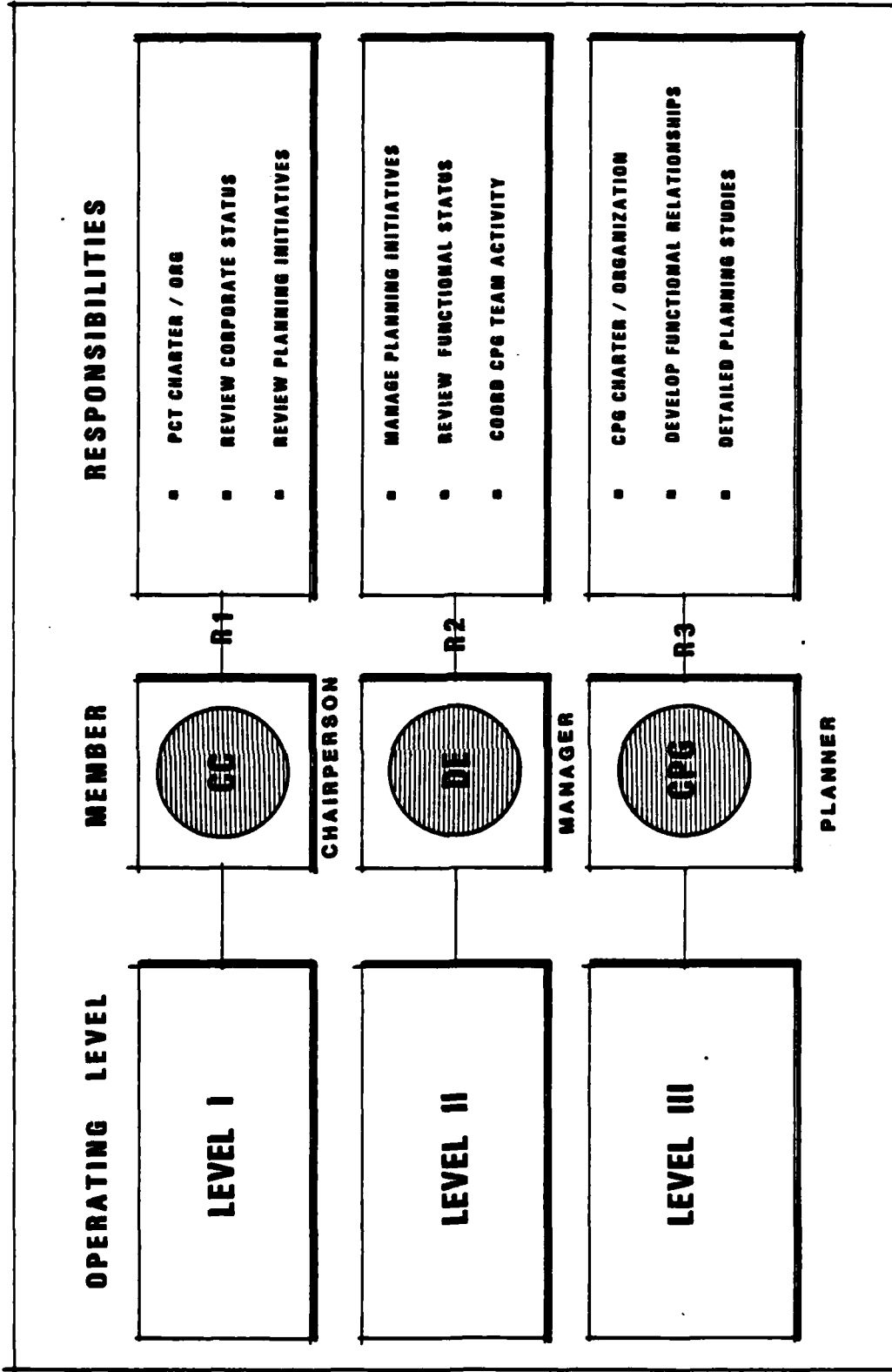
- The primary objectives of the PCT would be to provide the wing commander with professional planning advice/action; establish a comprehensive planning philosophy; maintain control on all future development; and publicize the benefits of comprehensive planning for the year 2000 and beyond.
- The PCT responsibilities as outlined in Figure 4b would be delegated to the three levels of planning operations. Level 1 would be the wing commander; level 2 would be the base engineer; and level 3 would be the core planning group.
- The concept of operations for the PCT will develop as the base personnel gain experience and learn from on-going planning activities. Once the core planning group is formed within the PCT, their responsibility is to establish and maintain an active relationship with all organizational units and ensure all programmatic requirements are incorporated in the BCP process. The CPG, as a key planning element can develop agreeable rules of participation for all planning levels. This planning relationship provides comprehensive formulation and review of proposals before presenting firm requirements to the facilities board.

PCT ACTIVITIES

- In each of the PCT operations levels there will be a category of activities to assist our managers in identifying and executing required planning and programming actions. The categories would include policy statements, planning elements, control measures, and public relations activities. Figure 4c summarizes PCT activities under each category. Under this definitive structure, the PCT will be prepared to analyze plan changes and maintain regular checks and balances on the progress of base plans.

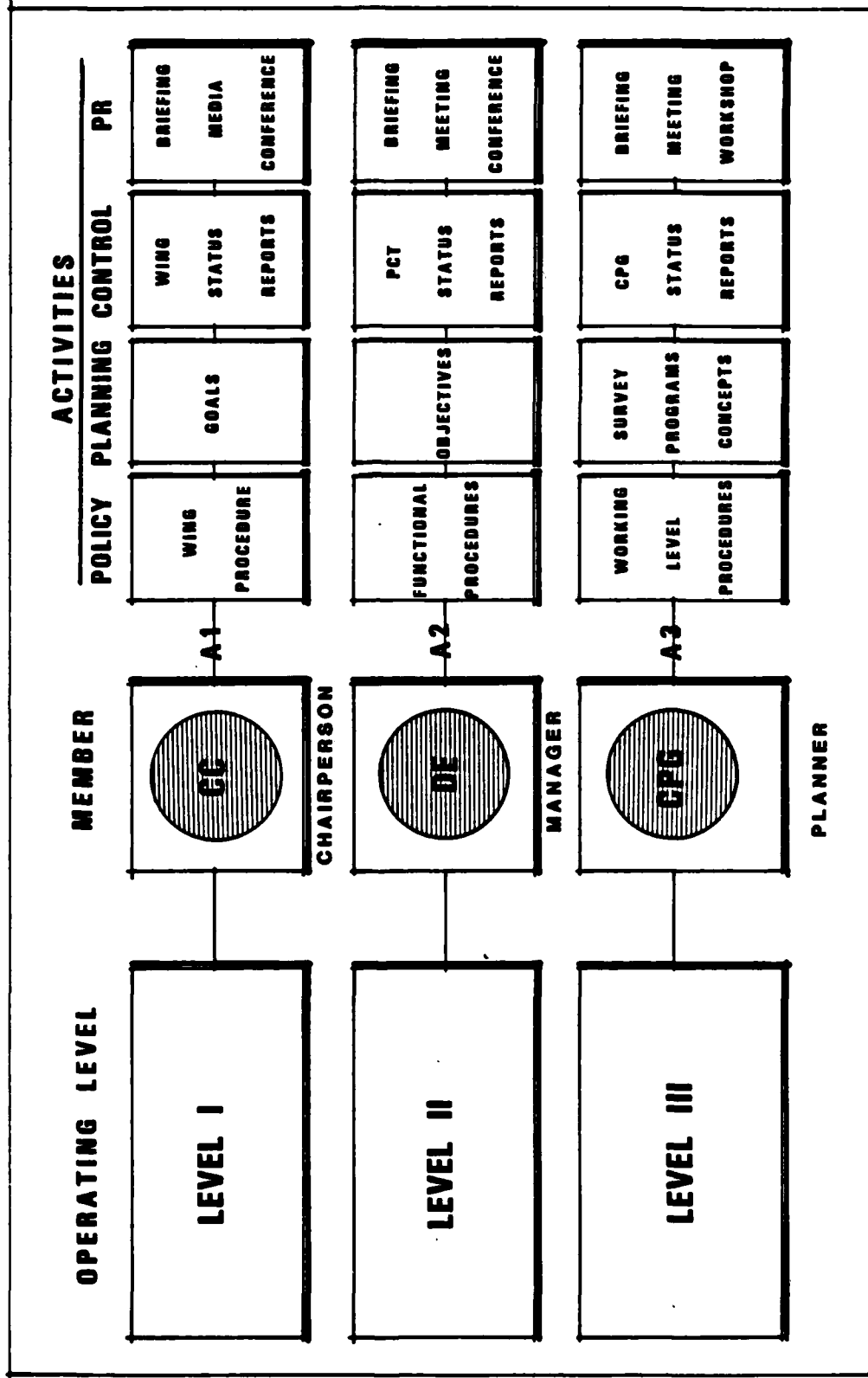
PCT RESPONSIBILITIES

FIGURE 4b



PCT ACTIVITIES

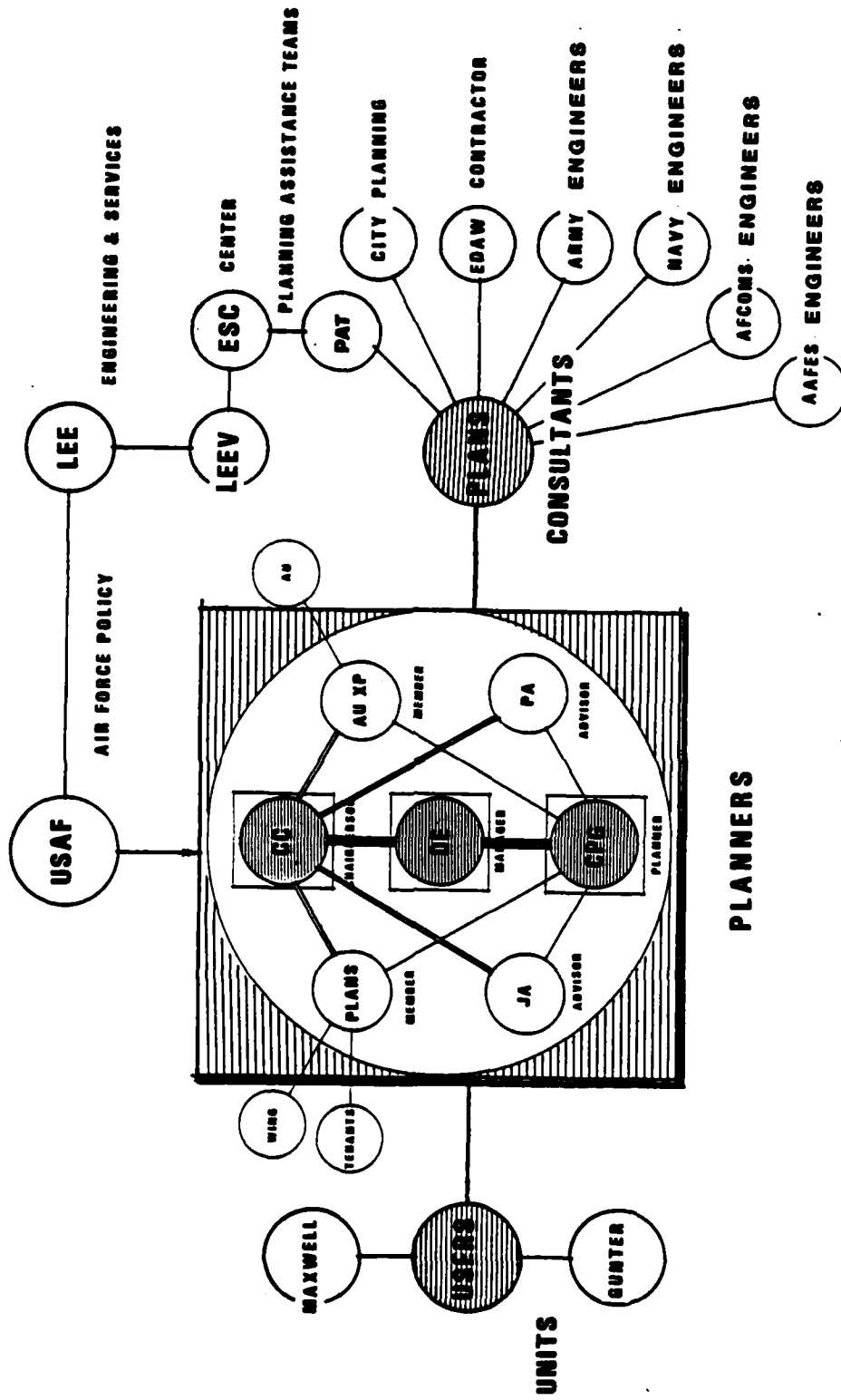
FIGURE 4c



- Initiating the planning framework is just the first step in a very long and intensive effort to establish and maintain a multidisciplined planning capability. The PCT, as described on the previous pages, will ensure that the BCP is effective in meeting policy requirements, supporting future development, and integrating short term facility project actions. This comprehensive planning effort will form the foundation of our capability to improve operational readiness, protect the natural and built environment, and support the Air Force commitment to implement DOD and federal policies.
- A wide range of "players" are included in comprehensive planning activities from all levels of command, sister services, and contractors. Figure 4d displays the players and highlights their role in base comprehensive planning. The major groups include: users (i.e., base occupants, both military and civilian), planners (base, command, and airstaff) and consultants (Air Force Engineering and Services Center, Army Corps of Engineers, Navy Facilities Command, and contractors). A current contract consultant for Maxwell is the EDAP Planning Team, a civilian firm with experience in environmental planning and urban design.
- All of the "players" contribute necessary resources to the base planning process. The planning control team will provide the focus and direction to orchestrate all essential activities to build and improve the planning framework for the base.

PLANNING PLAYERS

FIGURE 4d



SUMMARY

In summary we have outlined the scope of comprehensive planning and described the planning framework. In Part I, the importance of mission area analysis and strategic planning were highlighted as the baseline for future plans. Part II provided a summary of the BCP as a policy document for guiding day-to-day decisions and long-term base development. Finally, Part III presented a concept for establishing a planning control team to maintain and control plan execution and progress.

The challenge we face in providing a high level of planning at our bases has never been greater. USAF is undertaking a substantial facility modernization and replacement program supported by Congress. The administration's efforts to upgrade the capabilities of our forces is being challenged by the emphasis on reducing the federal deficit. This challenge requires us to chart a course of improving the effectiveness and cost-efficiency of our Air Force communities.

Under an active planning framework, we now have methods to prioritize the many competing demands of our modernization program. We must ensure that our planning decisions are a logical, early step in the facility programming cycle and we need to carefully manage implementation of these decisions to see that our objectives are met. Base comprehensive plans are the foundation on which we build the Air Force institutions for the year 2000 and beyond.

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| 16 Jun 83 | HQ USAF/LEEV Policy & Guidance |
| 28 Oct 83 | Architectural Compatibility Policy Letter |
| 15 Dec 83 | IICEP Guidance (replaces OMB A-95) |
| 28 Dec 83 | Surge Capability Planning Policy Letter (MAJCOM) |
| 27 Jan 84 | Clear Zone Waiver Policy Letter |
| 6 Mar 84 | Architectural Compatibility Sample SOW and example base guidelines |
| 18 May 84 | Guidelines for assessing the noise impact of flying operations |
| 18 Jun 84 | AICUZ Tiger Team Report |
| 26 Jul 84 | Use of Installation Restoration Program Information in Siting Facilities |
| 1 Sep 84 | AICUZ Program Status (questionnaire to MAJCOM) |
| 6 Sep 84 | Removal of "For Official Use Only" designation on BCP Tabs (message) |
| 1 Oct 84 | Annual BCP Tab Submittal |
| 11 Oct 84 | AICUZ Handbook (replaces EPB 10, Vol I & II) |
| 16 Oct 84 | Transportation Planning Bulletin Programs, Design & Construction Required Certificates (MAJCOM, AFRCE) |

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