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IN REPLY REFER TO  
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OPNAV INSTRUCTION 11010.39

From: Chief of Naval Operations

Subj: FACILITIES PLANNING FOR MOBILIZATION

Ref: (a) Joint Operation Planning System (JOPS) - Volume I  
(NOTAL)  
(b) Joint Operation Planning System (JOPS) - Volume II  
(NOTAL)  
(c) NAVFAC P-72, Department of the Navy Facility Category  
Codes (NOTAL)  
(d) MJCS 201-81, Planning Factors for Military  
Construction in Contingency Operations (NOTAL)

1. Purpose. To establish policy, assign responsibilities and define procedures for the planning for facilities necessary to support the operating forces under mobilization conditions.

2. Cancellation. OPNAVINST 4040.33E.

3. Background and Discussion

a. Mobilization Planning for Bases and Facilities Overseas

(1) Mobilization planning for bases and facilities overseas is accomplished within the Joint Operation Planning System (JOPS). The JOPS is described in references (a) and (b). Specifically, the planning takes the form of a civil engineering support plan (CESP) appendix to the logistics annex of Unified Commander and/or Navy Component Commander's operation plans (OPLANS).

(2) The current CESP process has deficiencies:

(a) The automated system, i.e., Civil Engineering Support Plan Generator (CESPG) used to develop CESPs does not automatically address the impact of base dynamics such as moving ammunition, petroleum, oil and lubricants (POL) and other supplies into and out of fleet logistic support bases; ship and aircraft repair requirements; or the impact of expanded base operations and new construction on base roads, utilities and land.

(b) CESPs are not distributed to the Navy commands addressed in the plans.

(3) To improve Navy mobilization planning for bases and facilities overseas, the following actions are required:

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(a) Navy facilities requirements must be better defined in the CESP process.

(b) A facilities mobilization plan (FMP) should be prepared for each overseas base significantly affected by OPLAN execution. The FMP should take the form of a classified annex to the activity master plan where applicable.

b. Mobilization Planning for Bases and Facilities in CONUS

(1) Until recently, little facilities planning has been accomplished with respect to mobilization requirements at CONUS shore activities. This situation is due in part to the short-war philosophy of the 1970s. The situation is also due to the lack of a translation of operational scenarios contained in fleet commander in chief OPLANS into definitive logistic support and training requirements necessary for CONUS mobilization planning. The problem of defining a CONUS logistic support scenario is made more difficult by the time frames addressed in the CINC OPLANS. These OPLANS normally reflect support requirements only from D+0 to D+90 days.

(2) There is a need to formalize a process within the Navy to ensure that facilities planning is accomplished to meet mobilization requirements within CONUS. Specifically, a FMP should be prepared for each CONUS shore activity having a significant mobilization mission. This FMP should take the form of an annex to the activity master plan.

4. Policies and Guidance

a. Mobilization Planning for Bases and Facilities Overseas

(1) In planning to meet overseas base requirements during mobilization, consideration shall be given to all available means to satisfy facility requirements before planning for new construction. Maximum use shall be made of existing Navy controlled, allocated or locally available facilities. For example, in those overseas areas expected to be subject to hostile fire, planning shall assume dependents will be evacuated. Family housing units shall be utilized to meet troop housing requirements if feasible.

(2) In those overseas areas expected to be subject to hostile fire, planning shall address requirements for the repair of war damaged facilities.

(3) Planning for new facilities shall be limited to those facilities essential for direct support of the operating forces. Requirements for community facilities, as listed under category code series 740 and 750 of reference (c), shall be met by means other than new construction.

(4) Facility requirements shall be developed using the planning factors contained in reference (d). If other factors are used, differences shall be explained in the applicable civil engineering support plan.

(5) Only expeditionary type facilities shall be constructed during the first 90 days of OPLAN execution.

(6) If critical facility deficiencies exist for the post mobilization (post M-day) period, the following alternatives shall be pursued in the order shown:

(a) Host nation support (HNS) agreement, i.e., the host nation will provide the facility(s) post M-day. Planning should determine if there are local facilities that should be recommended for inclusion in a HNS agreement.

(b) NATO Infrastructure Program/Government of Japan Facilities Improvement Program/Government of Korea Facilities Improvement Program.

(c) Peacetime Military Construction Program. The required facility(s) should have an alternative peacetime function.

(d) Post M-day construction.

b. Mobilization Planning for Bases and Facilities in CONUS

(1) The military and civilian personnel loadings to be used in mobilization planning for CONUS activities shall be those found on an activity's Manpower Authorization Form, OPNAV 1000/2, for the period M+6 months.

(2) Planning for Navy supply centers, weapon stations and certain air stations shall be based on meeting fleet re-supply requirements. These requirements will be based on the simultaneous execution of Commander in Chief Atlantic OPLAN 2200, Commander in Chief Pacific OPLAN 5001 and Commander in Chief Europe OPLAN 4102. The fleet re-supply requirements contained in these OPLANs shall be extrapolated to M+6 months.

(3) Planning for Navy training, medical, dental, air rework, ship repair, communications and security group activities shall be based on the guidance contained in the applicable section of the Navy Capabilities and Mobilization Plan.

(4) In planning to meet CONUS base requirements, consideration shall be given to all available means to satisfy facility mobilization requirements before planning for new construction. Maximum use will be made of existing Navy controlled facilities and local facilities which might be leased.

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(5) Planning for new facilities shall be limited to those facilities essential for support of the operating forces. Requirements for community facilities, as listed under category code series 740 and 750 of reference (c), will be met by means other than new construction.

(6) If critical facility deficiencies exist for the post mobilization (post M-day) period and post M-day construction cannot meet required readiness dates, consideration shall be given to satisfying the deficiencies through the peacetime Military Construction Program. The required facilities should have an alternative peacetime function.

## 5. Action

a. Commander in Chief U.S. Atlantic Fleet (CINCLANTFLT), Commander in Chief U.S. Pacific Fleet (CINCPACFLT), Commander in Chief U.S. Naval Forces Europe (CINCUSNAVEUR), Commander U.S. Naval Forces Central Command (COMUSNAVCENT) and Commander U.S. Naval Forces Southern Command (COMUSNAVSO)

(1) As Navy component commanders responsible for the development of civil engineering support plans (CESPs) within the Joint Operation Planning System, insure CESPs accurately reflect Navy and Marine Corps facilities requirements.

(2) When using the technical planning support of Commander Naval Engineering Command (COMNAVFACENGCOM) for CESP preparation, provide COMNAVFACENGCOM with the following information in addition to a Time Phased Force and Deployment Data (TPFDD) file for each OPLAN requiring a CESP:

(a) Logistic support concept, e.g., the role of in-theater bases in the CONUS-to-battle force logistics chain; the role of in-theater bases in the conduct of depot level maintenance of ships and aircraft.

(b) Bases to be utilized under the logistic support concept.

(c) Base loading data not contained in the TPFDD file.

(d) Logistic support functions to be performed at a base, quantified as necessary for the development of supporting facility requirements. Such information would include the level and rate of maintenance to be performed on assigned or deployed aircraft, level and rate of ship repair to be performed, estimated seaport throughput requirements for ammunition, POL, and other cargo and estimated throughput requirements for air cargo and passengers.