

# 3

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## Planning

### 3 - 1

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## Using This Chapter

This chapter guides the planning of the post-wide community system. It presents the goals and principles which should underlie the planning and development process. Then it provides step-by-step guidance for planning of the Community Framework, which coordinates development of the community service system and Community Activity Centers. It also describes the project development process for individual community facility projects and the responsibilities of the multiple participants in this process.

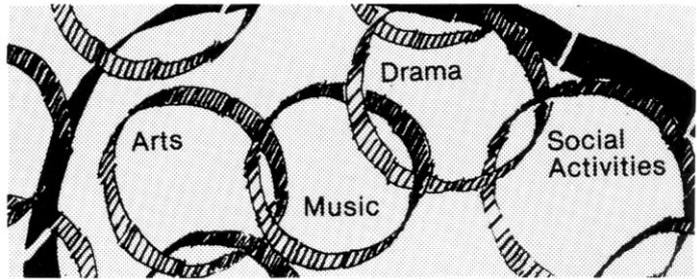
The steps presented in this chapter are important to all participants in community framework planning and project development. These include the Facility Engineer and Masterplanner, the Morale Support Officer and staff, all other organizations involved in the community system, and representative user groups served by the community system. Roles for each are indicated in this chapter. The efforts directly affect the masterplanning process (see AR 210-20 and TM 5-803-1 for detailed guidance) and provide input to development of the Project Development Brochure and DD Form 1391 for specific projects.

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## Planning Principles

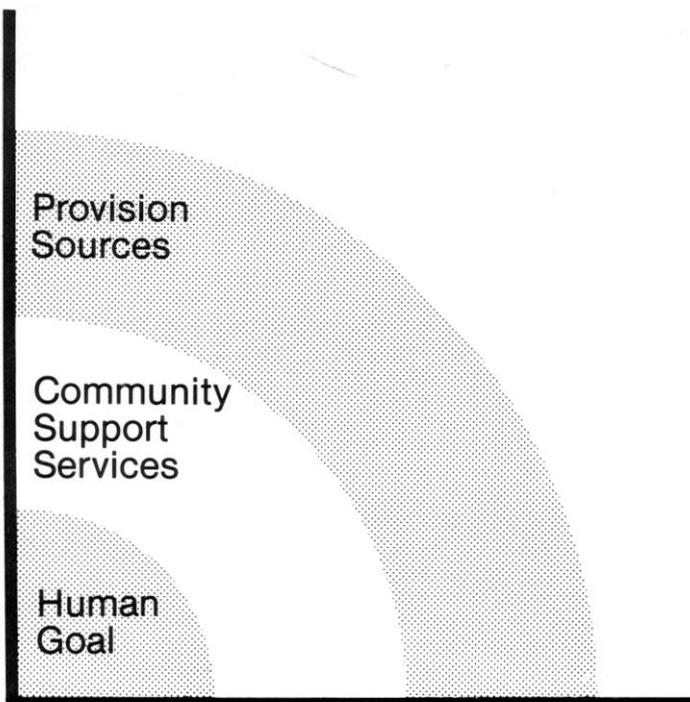
The planning of the community system and the development of Community Activity Centers should be based on the following key principles:

- Creation of Community
- Responsive to Local Factors
- Continuous Development
- Variety and Personal Choice
- Consolidation

### a. Creation of Community

**(1) Quality of Life.** The mission of Morale Support Activities (MSA) is to support the Army's "Human Goal": to enhance the Quality of Life of soldiers and their families by providing meaningful community support services which increase individual readiness, pride in service, a sense of belonging, and public support of the Army. Morale Support Activities contribute to providing a total post community: accommodating off-duty aspects of the lives of military personnel and their families, and helping them continue their personal development. This role is an essential part of maintaining morale and supporting the Installation Commander in fulfillment of the post mission.

**(2) Community for Whom.** To support the soldiers' Quality of Life Morale Support Activities and the other MWR programs must provide a sense of community for all the individuals on an installation. They must accommodate the differing life styles and needs of single troops, males and females, married soldiers, NCO's and officers, wives and youth, retired military and eligible civilians. It is the role of MSA to stimulate, coordinate and support the activities which build community feeling, fostering a sense of sharing between all the members of the community, identification with the post and its population, and opportunities for enrichment of daily life.



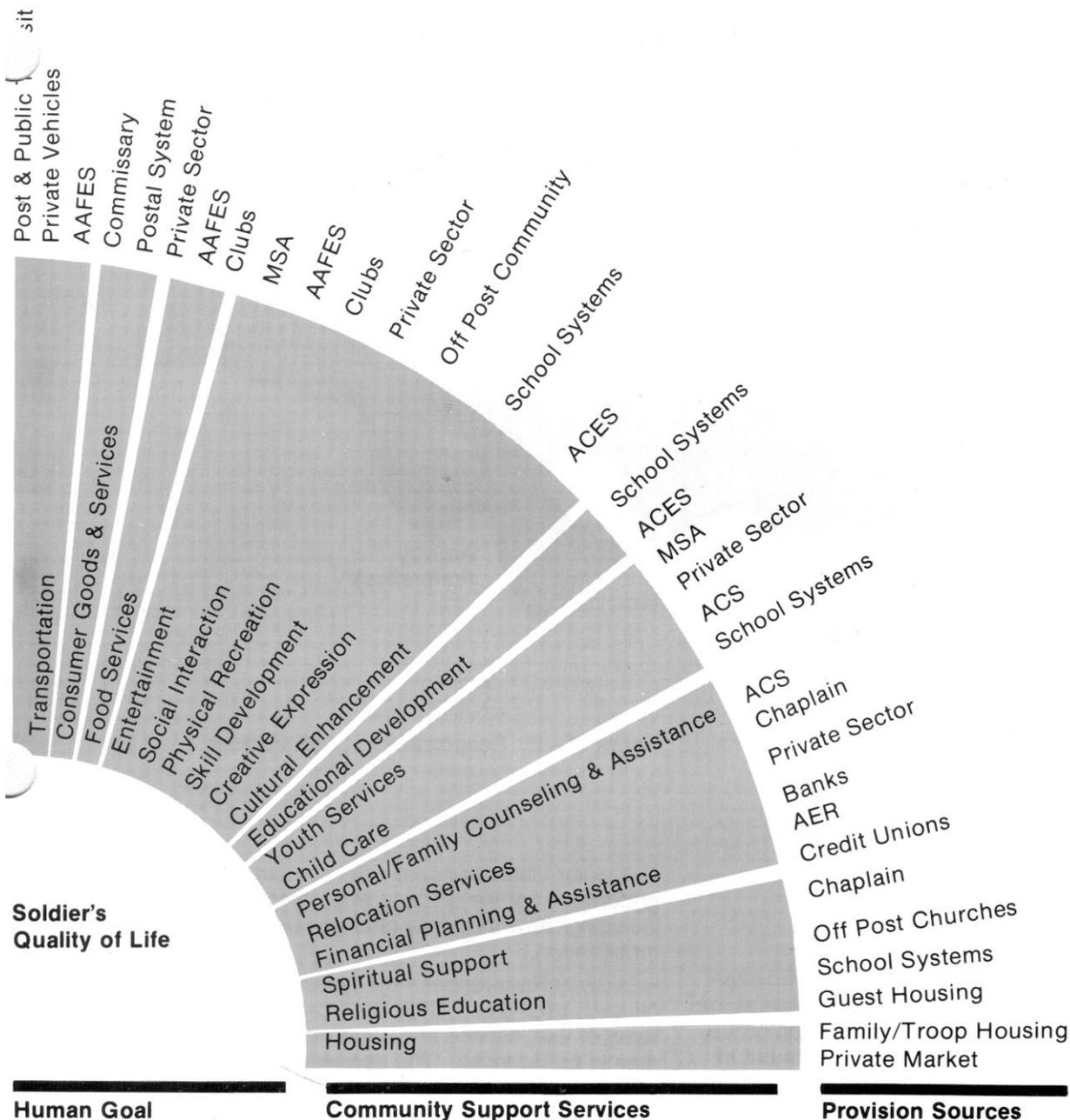


Figure 3 - 1 Elements of Community Provision

**(3) Who Provides.** A community grows in multiple ways and through the efforts of many participants. Enhancing soldiers' Quality of Life and providing a sense of community are not the mission of MSA alone. A broad array of community support services are involved (see figure 3 - 1). Significant roles are played by the other Morale Welfare and Recreation (MWR) programs, the Post Exchange system, clubs, Army Community Services, commissary, Continuing Education System, Chaplain, housing services, transportation systems, and many others. Understanding the relationships among these services and their potential for integration is basic to planning the community system.

The civilian community is also a significant provider of community support, for the soldiers' life extends beyond the installation to a broader community. Thus, community services and private sector activities in the area surrounding a post - local school systems, churches, parks, off-post housing, retail services, restaurants, recreation and entertainment services, and many others - are included in the array of provision sources. When conveniently available to military personnel, these services provide alternatives to MWR programs and may reduce the need for provision by Army sources. Many of these civilian providers may also serve on-post, such as private banks or franchised food services.

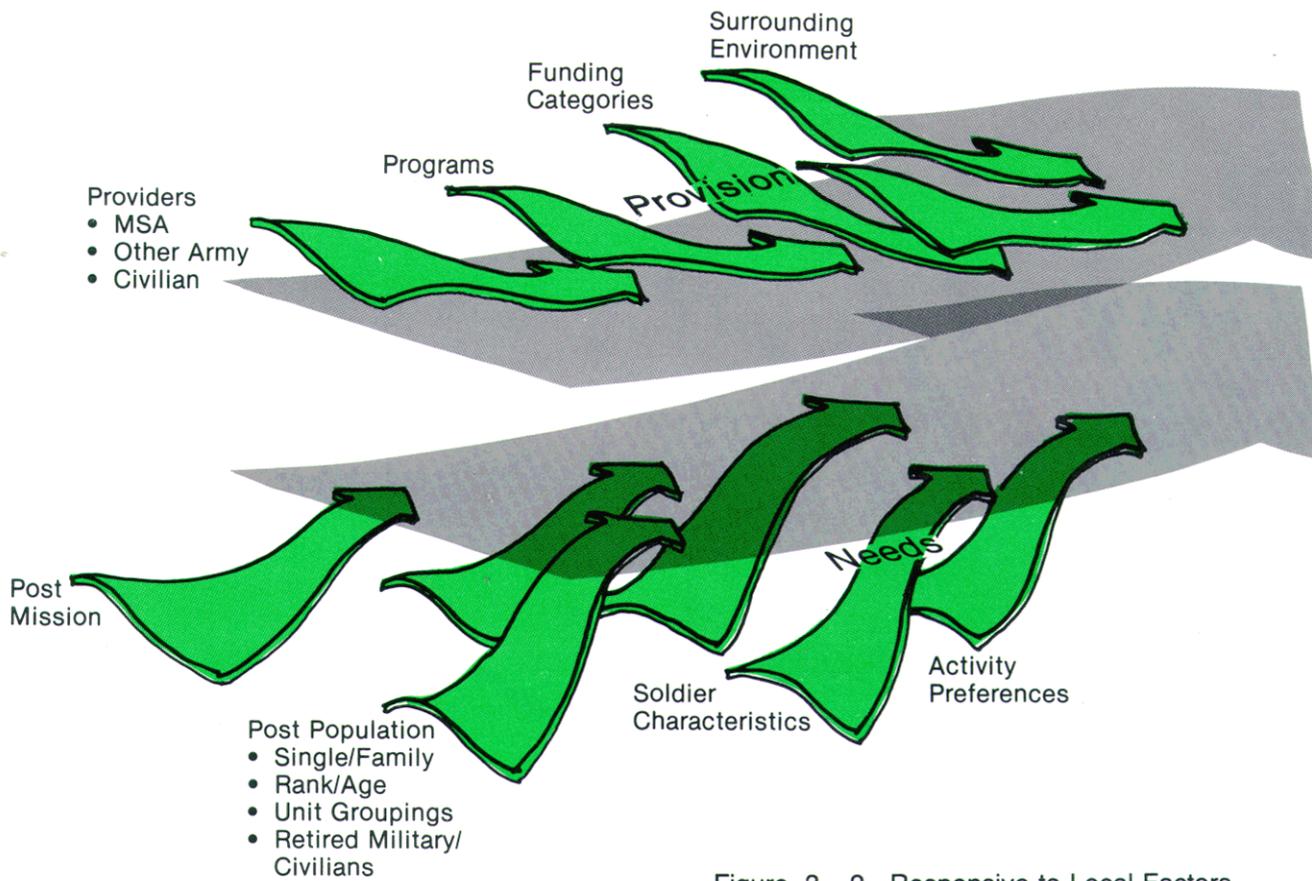


Figure 3 – 2 Responsive to Local Factors

## b. Responsive to Local Factors

Good community life is the product of coordinated interaction among numerous elements: the individuals at the post, the service providers, the military command group, the local environment. These elements are different at each installation, and tend to change over time. The planning process must be responsive to this multiplicity of factors and their inherent changeability, and must provide solutions to meet the individual needs of each post (see figure 3 - 2).

**(1) Users Needs.** The needs of the users of community programs and facilities must be understood and reflected in the planning. Significant factors affecting these needs include:

- Post Population - the size of the post population, present and future, and whom it includes. Different population groups will have different needs: enlisted personnel, NCO's and officers; single soldiers and families; military units; men and women; preschool, juvenile, and teenage dependents; retired military and authorized civilians; personnel of different educational levels and backgrounds; geographic groupings on post.

- Soldier Characteristics - the characteristics, needs and preferences of the soldiers who comprise the Army, including how they may change during times of military mobilization.
- Activity Preferences - the types of activities preferred by each user group, their likely program utilization, patterns of use, service and support needs, and environmental preferences. The degree of transiency of the post population will affect these preferences.
- Post Mission - the implications of different post missions for post population and characteristics. For example, installations may range from a large infantry post with a preponderance of young soldiers, to an intelligence unit with many highly educated senior military and civilian personnel, to an isolated station with small population and no dependents.

**(2) Multiple Providers.** A multiplicity of organizations provide community services, as illustrated in figure 3 - 3. These all must be involved and responded to in the planning process: MSA and other MWR programs, each with its multiple program divisions and funding categories; other military organizations on post; and civilian off-post sources, which will vary with the surrounding natural or urban/rural environment, and with the availability to military personnel of commercial, public and other services.

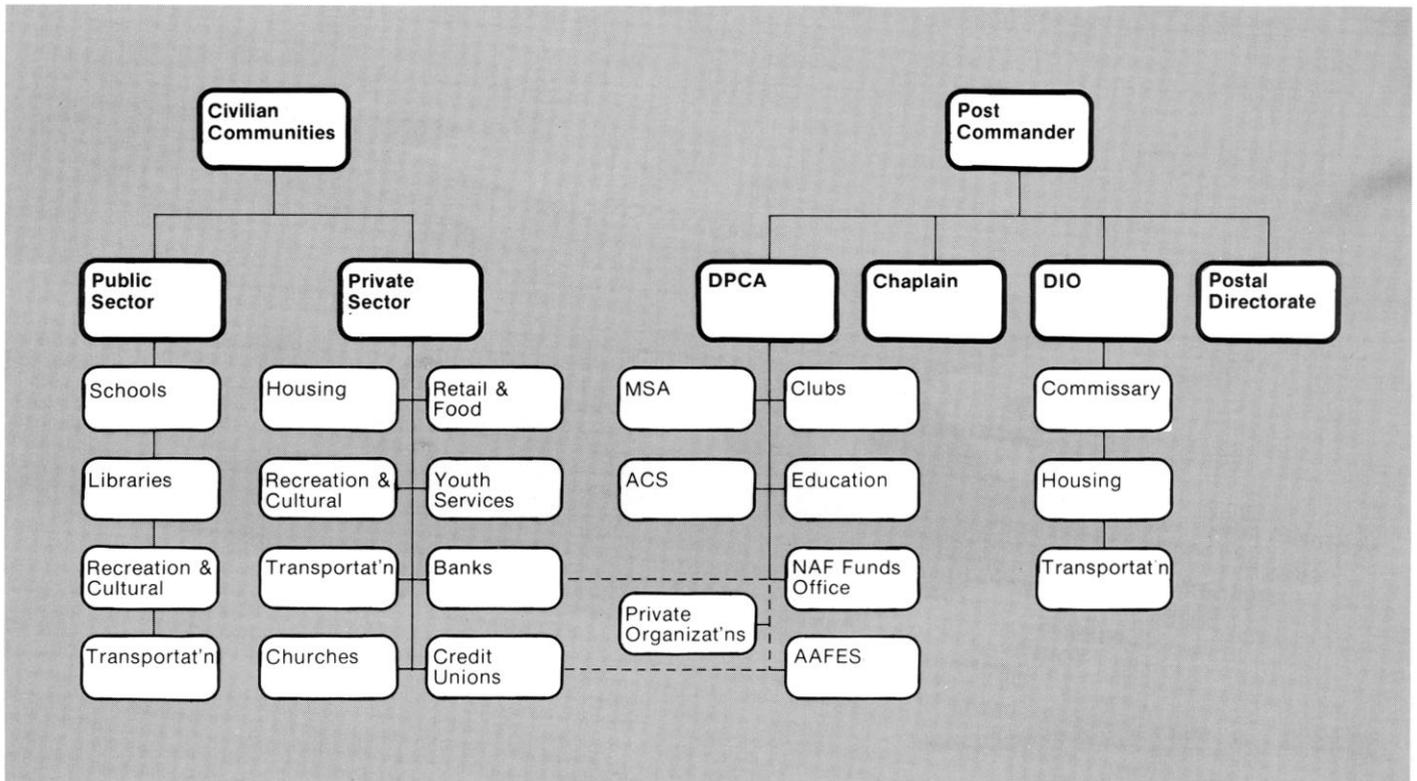


Figure 3 – 3 Typical Community Provider Structure

Morale Support Activities include Physical Activities (outdoor recreation and sports), Library Activities, and Community and Skill Development Activities (social activities, music, drama, art, multiple crafts, auto crafts, and youth activities). Morale Support facilities may be constructed with Appropriated Funds, under the Military Construction, Army (MCA), Minor Military Construction (MMCA), Operations and Maintenance (OMA), Family Housing and other programs, or with Non-Appropriated Funds (NAF) - each with its own scope, requirements, and approval processes.

**(3) No Standard Pattern.** There is no standard, ideal pattern for provision of community services or planning of Community Activity Centers. Each installation must develop its own, in response to the local population, needs, programs, and providers. The pattern will have to be modified as local needs and resources change over time.

Similarly, there should be no standard design for CAC facilities. The illustrative designs in this Design Guide should not be used as definitives. They were developed to meet specific needs at specific locations, applying the planning and design principles set forth in this guide. Numerous variables affect each CAC - different users, program and activity emphases, existing facilities, site

topography - all requiring different design accommodation. Local judgments and interpretations, guided by the considerations and models in this Design Guide, will produce better community program organization and facilities to meet local needs.

**(4) Local Involvement in Planning.** A mechanism is needed to coordinate the numerous parties involved in decision-making and provision of community support services. The people directly responsible, with the best understanding of the needs and services, should be involved in the planning. This should include not only the using agencies, facility engineers and planners, but also representatives of the users themselves. A coordinating committee should be organized at each installation to ensure the appropriate input of all these participants. Special provider and user sub-committees may also be formed to support this effort. These committees may utilize existing bodies like the masterplanning council and troop advisory councils, or be specially organized for this purpose. This involvement should continue from planning to project development, design, and operation, with the organization of the committees changing as appropriate to each stage.

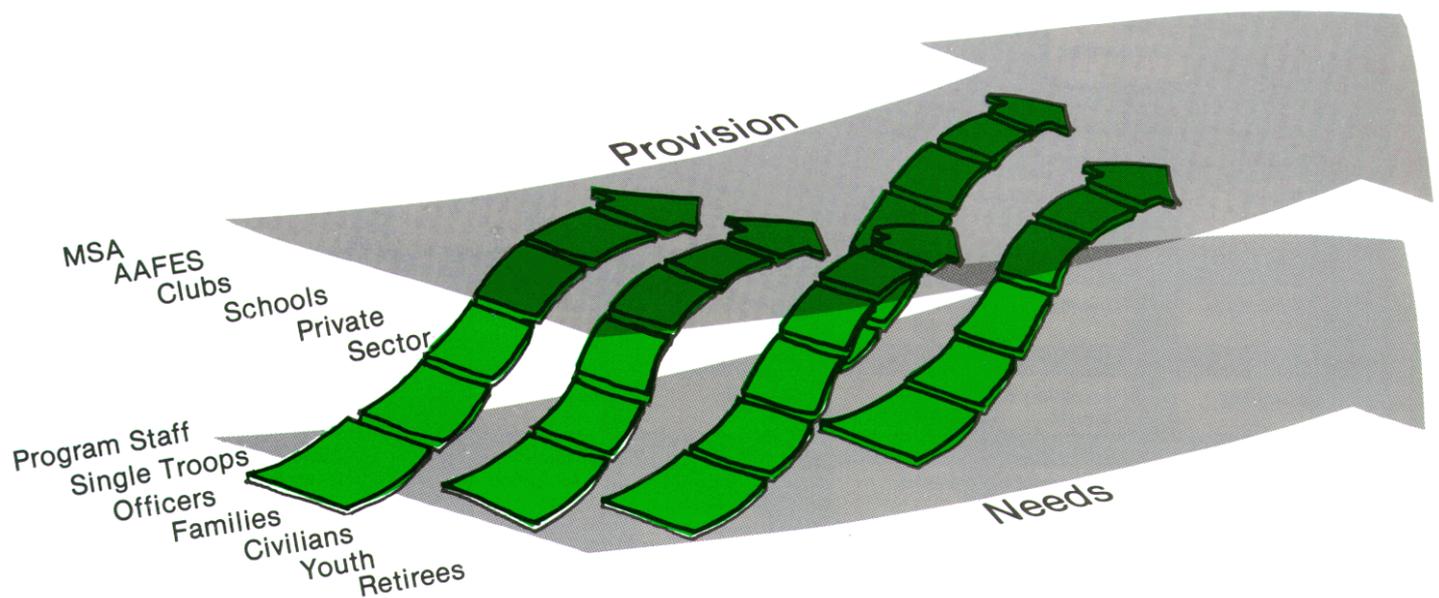


Figure 3 – 4 Continuous Development

## c. Continuous Development

The development of community support programs and facilities is a continuous evolving process. The users' needs and the availability of program resources change over time. The community system must be continuously adapted to best serve the local needs, given the available resources.

This development of a community system can be seen as the relationship of two processes continuing over time (see figure 3 - 4): the needs of the community for a variety of services, activities, and other supports; and the *provision* of programs and facilities to meet those needs. These needs can be met in a variety of ways through different sources of community support such as MSA, AAFES, ACS, clubs, schools or the private sector.

These processes are linked by the development of individual programs and facility projects. These developments arise in response either to continuing needs or to changes in needs or provision potentials, such as a new post mission and population to serve, changing activity preferences among users, initiation of a new funding program, or a shift in funding priorities with a new fiscal year.

**(1) Community Framework.** Given the continuous nature of the community development process, the post needs a Community Framework to guide the development of community services and facilities, which will enable it to respond to the shifts in needs and resources over time. The Community Framework (see figure 3 - 5) is part of the post's masterplan, and provides the basis for specific project development, in the context of the overall community system. It includes consideration of all Morale Welfare and Recreation programs, but focuses on Morale Support Activities.

**(2) Sequential Construction.** Plans for Community Activity Centers and other community facilities should be designed to be built sequentially over time. Plans should allow parts of facilities to be built independently. Community facilities may be included within buildings primarily for other functions, or be built as additions to or renovations of other facilities. The designs should be flexible, to accommodate construction from different funding sources.

Planning for phased construction is essential for effective realization of the Community Framework. Several development strategies may be needed. For individual facilities, the prospect of phased construction requires preliminary architectural masterplanning to set the relationships between building elements to be designed in separate

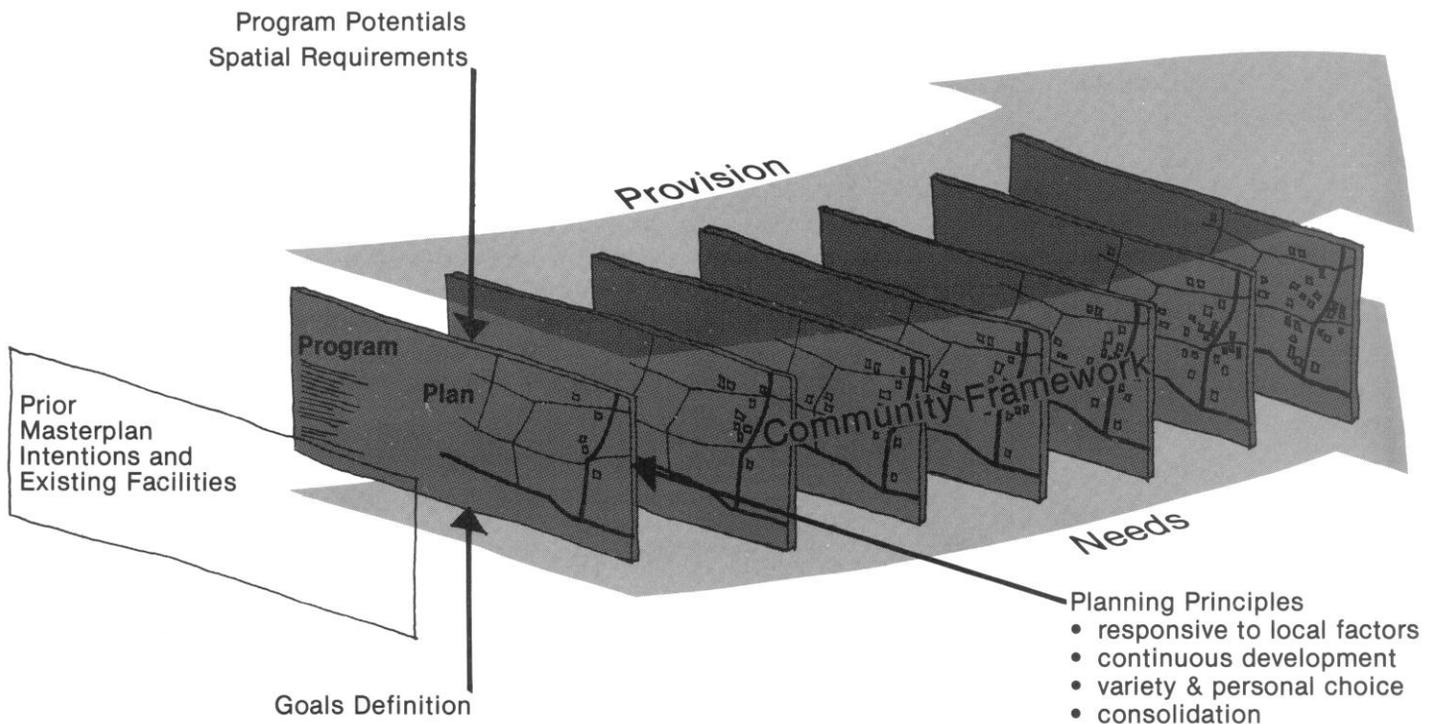


Figure 3 – 5 Community Framework

stages. The phasing of construction allows selected facilities to be operable during different stages of completion.

**(3) Existing Facilities.** The continuous development process emphasizes the importance of existing MSA, commercial, community service and other facilities on post. Many of these facilities are in good condition and will not need to be replaced for years; or they may be renovated and continue to be used for somewhat different purposes. Post-wide community centers - including such facilities as main exchanges, commissaries, bowling centers and major MSA facilities - have already been established on some installations, and form the natural focus for developing CAC Main Post Centers. Existing gymnasiums and physical fitness centers often are located in the troop billeting areas, and provide a logical starting point for development of CAC Local Centers. Branch PX's and troop mess halls may also serve this focal function.

How best to utilize these existing facilities, in light of the Community Framework considerations, needs careful planning. Small additions, modifications, infill construction, or building on existing facilities, may be more readily approved and funded than wholesale replacement with new construction. These considerations will affect the distribution of services and the location of facilities.

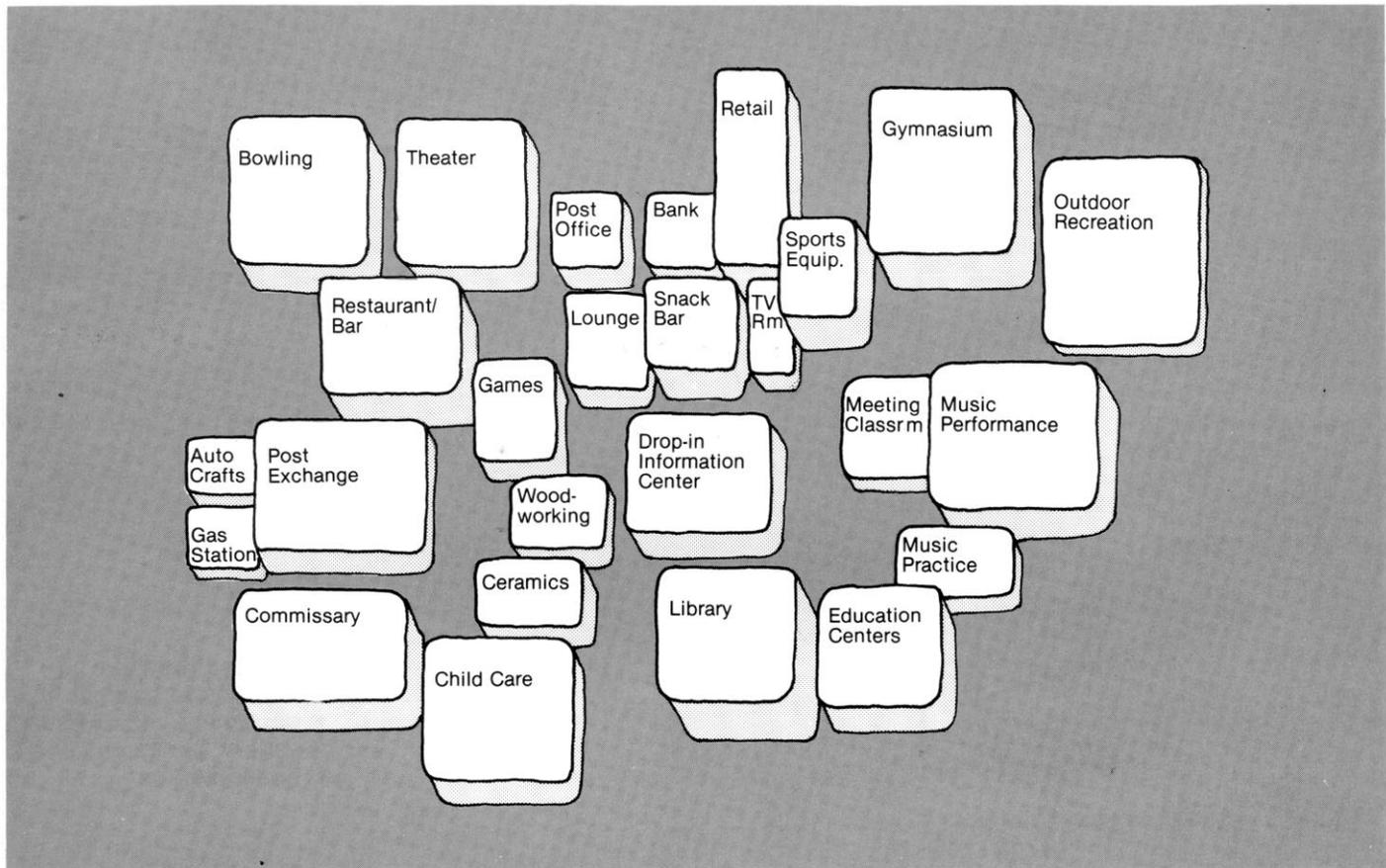


Figure 3 – 6 Mix of Various Functions

## d. Variety and Personal Choice

The individual's quality of life and personal development is dependent on having the opportunity to make choices, particularly in leisure-time activities. To enhance such development, the community service agencies should provide options rather than direct the choice. The presentation of these options should emphasize freedom of choice. Introductory activities must be provided, offering encouragement and instruction by well-qualified staff, to expose unaccustomed personnel to new possibilities and to cultivate their interest.

**(1) Mix of Various Functions.** To maximize the individual's opportunities to choose, the post's community facilities should present as broad and varied a mix of activities and services as possible, as suggested by figure 3 - 6. The more that different compatible activities are clustered together, the greater the convenience for the individual and the greater the excitement and attraction that can be generated. In this way, the wide range of people on any installation can find activities which suit their particular interests, both as individuals or as groups.

Mixing different functions attracts and exposes unaccustomed users to new possibilities - expanding their choice by stimulating exploration of other activities. This applies to mixing different MSA functions in one setting - library and poolhall for example - as well as to mixing MSA and non-MSA facilities, such as music center, child care and post exchange. Heavily utilized attractors - like the gym, post exchange, or poolroom - will entice people to the facility and hopefully encourage them to try other functions. In addition, mixing different types of functions means mixing different types of users and providing good opportunities for social exchange.

**(2) Accessible to Daily Life.** For users to have real options from which to choose, the community services must be readily and visibly accessible to them. The location of facilities must reflect desirable access distances and relationships to the various user locations - billeting, family housing, post administration, other operations areas, and other community service areas that are off-post. Providing community activities convenient to the routes used in the course of daily life ensures good accessibility as well as exposure to the range of opportunities. Consider carefully the location of facilities in relation to such functions as housing, operations, post administration, shopping and eating.

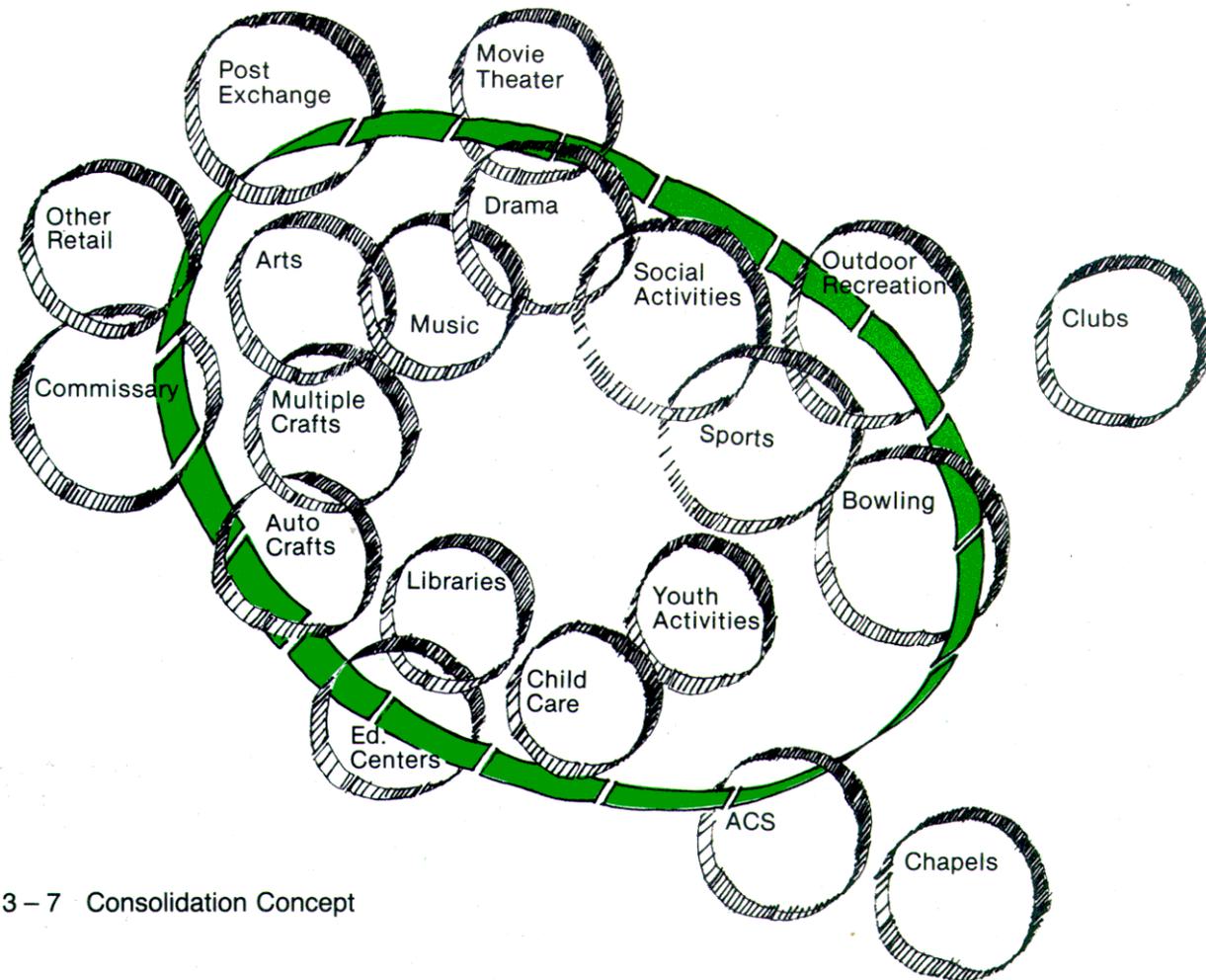


Figure 3-7 Consolidation Concept

**(3) Open, Attractive and Non-Institutional.** The community facilities should present an open, inviting image that is non-institutional. The soldiers should feel that they are “getting away” from the military life when entering this community environment. This factor is often cited in explaining the competitive attraction of off-post activities in comparison to on-post MSA functions. The use of private market mechanisms, as in civilian shopping centers, may make MSA functions more responsive to local demand. For example, selected CAC functions may be franchised to private concessionaires, such as fast food operators or skating rink operators.

The buildings should be open in design, with multiple entries. The users should not feel they are going through a control point to use the facilities, or to go from one activity to another. The design should encourage freedom of movement and alternative routes among the activities.

Community facilities should provide an attractive and identifiable focus for the community. They should be designed to create a sense of place, making a distinct, non-institutional, architectural statement. They should be sited, reflecting access patterns and topography, to be readily visible to the individuals who make up the community.

## e. Consolidation

Inherent in the Community Activity Center concept is the principle of consolidation. Functions previously operated and accommodated separately, specifically MSA but potentially the full range of MWR programs, are to be consolidated into combined facilities, either single buildings or coordinated complexes (see figures 3 - 7 and 3 - 8, and illustrative plans in figures 3 - 12 through 3 - 14). However, consolidation should only be applied to the extent appropriate to service needs and program operation. The purposes underlying this principle include:

**(1) Facility Cost Savings.** Cost savings in community facilities are foreseen both in initial and life-cycle costs. Construction savings in reduced space requirements should result from shared use of multi-purpose function-spaces and elimination of duplicated support spaces. Facility maintenance and operating economies, including energy savings, should result from the reduced building square footage and, through proper zoning, from effective patterns of operating only parts of the facilities at a time, as needed.

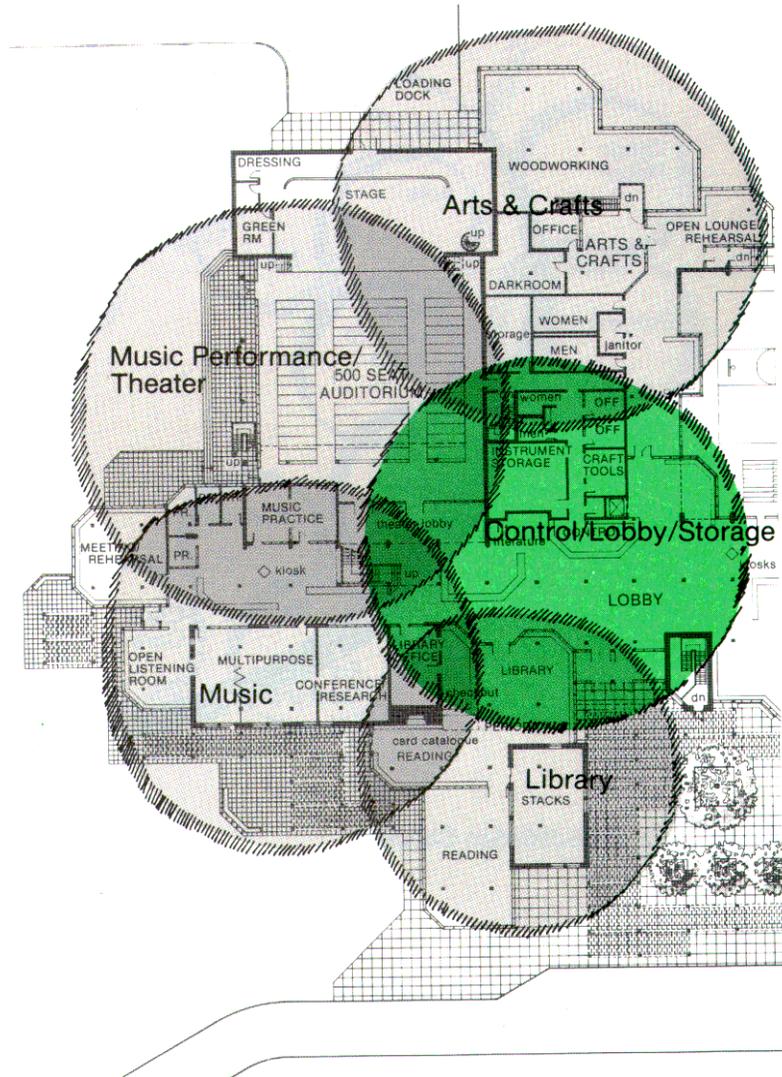
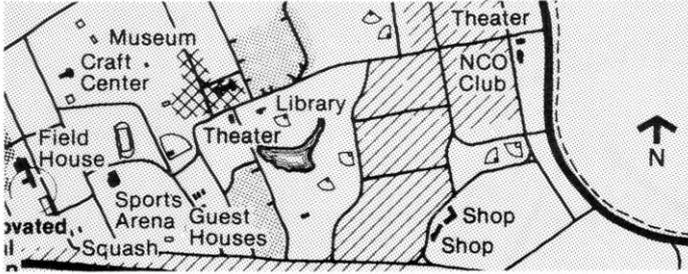


Figure 3 – 8 Consolidation

**(2) Staffing Economies.** Cost savings in staff utilization will derive from reductions in the numbers of staff required, as well as a shift toward use of staffs cross-trained to support various activities within the CAC. Program integration and future functions development will be designed for versatile activity directors, with more limited time required of program specialists.

**(3) Program Improvements.** Consolidation will permit mutual reinforcement and integration of previously independent programs, enhancing the sense of a center for community life. Interaction among different disciplines should yield new program approaches, and jointly operated functions and facilities. Consolidation will also improve visibility, exposure and accessibility, leading to increased program utilization. Efficiencies of operation will permit more activities to be available for longer periods for the same cost.



# 3 - 3

## Planning Process

The Community Framework planning process is part of the development and reconsideration of the post's Masterplan. The steps required to develop the Community Framework are illustrated in figure 3 - 9. Although represented as a straight sequence of tasks, the framework will clearly need to evolve over time with changing circumstances, and parts of the planning process will need to be recycled to update the Community Framework and allow it to be responsive to changing needs. Figure 3 - 9 also indicates roles for the many participants in the planning process. The first step is defining who should be involved and how their input is organized. Participation, from the outset, should be as broad as possible. Participants organized into a coordinating committee should represent the full array of users, providers and implementers. Each step in the process requires interaction between service providers, masterplanner, users and other related parties.

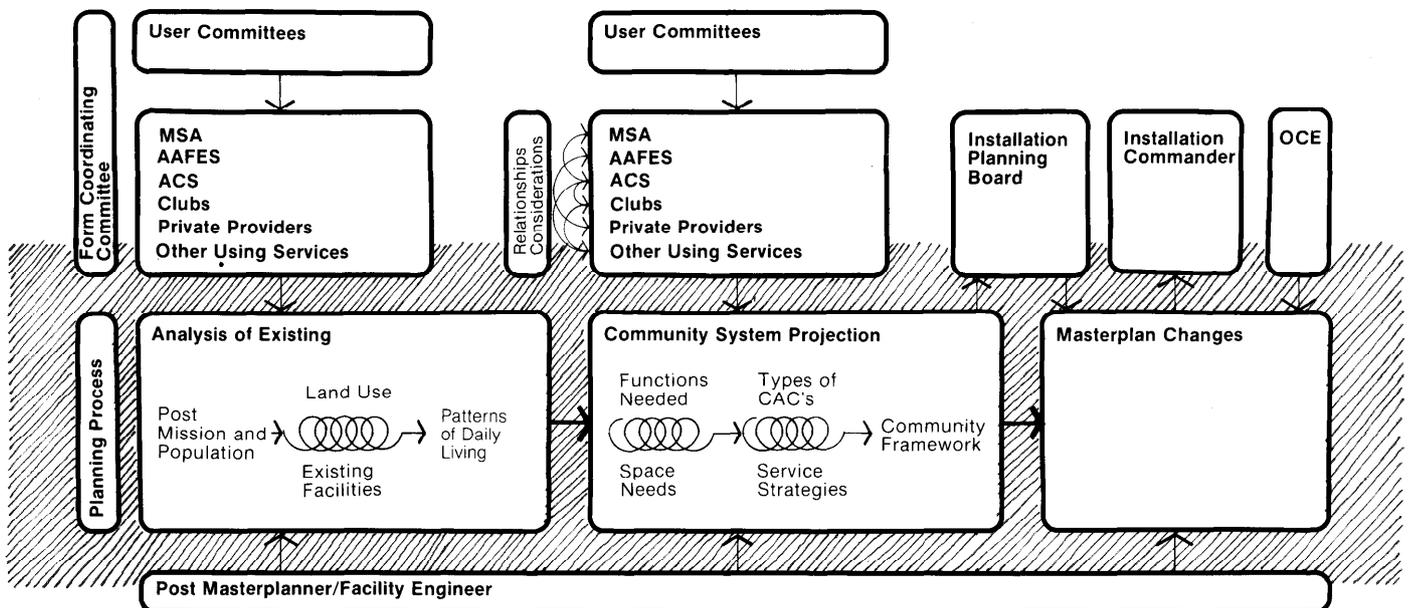


Figure 3 - 9 Community Framework Planning Process

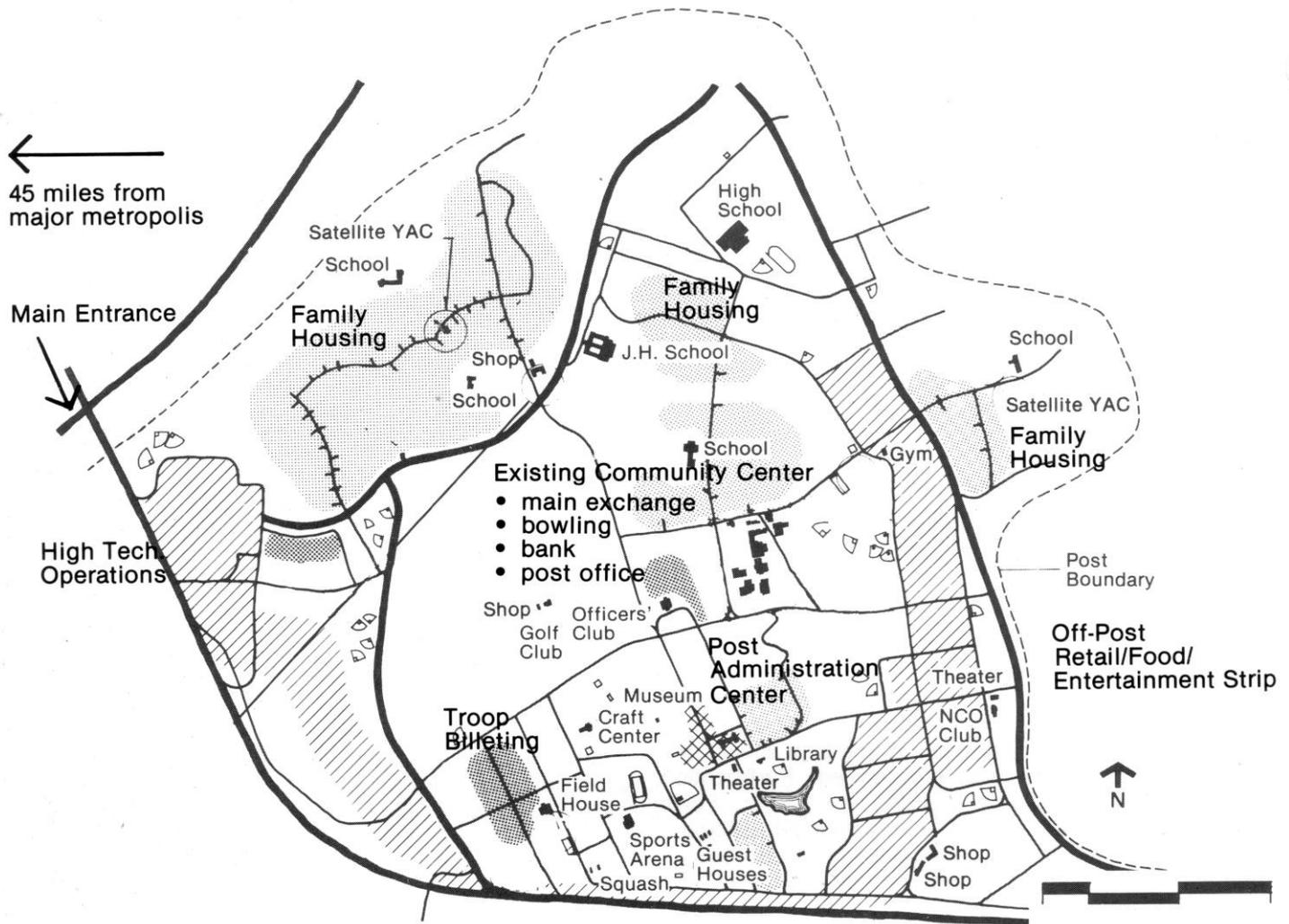


Figure 3 – 10 Typical Post: Analysis of Existing

## a. Analysis of Existing Conditions

**(1) Post Mission and Population.** Determination, of the post's community system needs, begins with an analysis of the post's mission and population. Consider the current mission, projected changes, and the implications for service needs, such as changes in numbers of troops or dependents, or addition of a highly technically-educated population. Review the post population and its breakdown by user categories - military/dependent, rank, age, etc. For each group, analyze activity patterns, preferences, and potential trends. Chart these for each user category, including population numbers and activity preferences.

Activity preferences can be gleaned from biennial Post Information Surveys, general program usage literature, and existing activity utilization rates. Even more valuable are preferences expressed by users and direct service

program staff through the committees outlined above. Comparison with civilian life situations for similar population groups will help broaden the perspective. The result should help define the full scope of activity goals and service needs that community programs should try to meet.

**(2) Post Land Use and Context.** The next step is to analyze the location of functions on the post, the local topography, and surrounding environment (see figure 3 - 10). Review the masterplan to understand the organization of service areas and facilities on post: central administration, post operations, specific mission-related activity concentrations, family housing, officers quarters, troop billeting, dining facilities, existing community services, road networks and transportation facilities, topographic features, etc. Analyze the rationale behind the relationships between community service facilities and the other elements on post. Also review intentions for future building and post organization outlined in the masterplan.

The surrounding environment and off-post resources must also be considered for potential service to post populations. Take an inventory of available community services, public and private recreation programs, entertainment facilities, and other commercial services. Indicate distances to nearby towns and cities, and convenience of vehicle and public transportation access. Consider whether such off-post services are really available to the military population and successfully meet the needs of soldiers and their dependents.

Much of this information may already be known to experienced staff and users among the coordinating committee members. It can be supplemented by discussions with local and county officials, planners, service groups, chambers of commerce and similar organizations. Regional topography, climate, transportation systems, special environmental features, and more remotely located resources, such as major outdoor recreation areas, should also be considered.

**(3) Existing MSA and Community Facilities.** In addition to an understanding of post land use and context, an analysis of all existing MSA and community programs and facilities is also required. The Existing Facilities Report, available from the Masterplanner, provides information on building size, location, age, condition, major physical features that affect usability, major program use and using service. Assemble an inventory of major programs from each service organization, and match them with existing facility accommodations. Map these facilities and functions with the post land use analysis (see figure 3 - 10).

**(4) Patterns of Daily Living.** For each population group, make a projection of daily life activities such as work, household functions, eating, shopping, schooling, exercise, recreation and where they are located. In addition to identifying convenient locations for service functions, this should help clarify major gaps in leisure-time and other community activities, which should be considered in developing a more appropriate community service system.

## b. Community System Projection

**(1) Functions Needed.** The next task is to project the desired community system. Based on the inventory of existing programs and facilities, and the understanding of the users' daily patterns, develop a list of all the functions that might be provided, covering not just MSA but the full scope of community life (see table 3 - 1). This list should reflect the utilization rates of existing Army program activities, available off-post and private market community activities, Army program guidance, and general literature on community functions and support services in civilian life. It should also reflect the personal preferences and needs of the most likely users, including their most common patterns of use - on weekends, evenings, lunch breaks, other off-hours, etc. Attempt to set initial priority categories of essential and desirable activities among the projected functions.

**(2) Accommodation Requirements.** To get a rough idea of the requirements for physical accommodations, check these programs against the DOD allocation criteria for the population size to be served. Table 3 - 2 provides a summary of the DOD space authorizations for MWR facility-types that may be included in Community Activity Centers, as found in DOD 4270.1-M, Department of Defense Construction Criteria. These represent the maximum possible authorized square footage for a particular size post; the actual required areas to be approved will have to be justified by calculation of space needed for program functions. Space authorization figures in this table are based on installation military strength plus estimated dependent populations, clustered in typical size-ranges, to give an approximate guide to the potentially authorized space for any set of functions chosen for a particular post. Complete tables of space requirements and allocations by function-type, for more precise calculation at the project development stage, are provided in Chapter 7.

**(3) Types of Community Activity Centers.** To consider how to package the desired functions into facility projects, it is important to understand the range of CAC types and what they are designed to accommodate. The following presents different types of MSA and community facilities (further issues on programming these facilities are presented in Chapter 4).

Table 3 – 1 Community Activities Needs Inventory -

Installation:	Grade:	Date:	Probable Users/Levels of Need							
Functions	Single Military	Married Military	Wives	Youth	Single Military	Married Military	Wives	Youth		
<b>MSA:</b>					<b>Non-MSA:</b>					
Art	●	○	○	○	ACS/AER		□	□		
Multiple Crafts					Banking	■	■	■		
-Ceramics	■	●	□	□	Bus Station	□	□	□		
-Woodworking	■	■	○	○	Car Wash	■	■	■		
-Photography	■	□	□	□	Chapel/Religious					
Auto Crafts	■	■			Education	■	■	■		
Bowling	■	□	□	□	Child Care	□	□	□		
Golf	■	■	○		Commissary	■	■	■		
Libraries					Credit Union	■	□	□		
Main (general/reference)	□	□	□	□	Exchange					
-Branch (leisure)	○	□	□	□	-Main Retail	■	■	■		
Music and Drama					-Branch	■				
-Theatre Productions	■	■	■	■	-Cafeteria/Snack Bars	■	□	□		
-Dinner Theatre	○	□	□		-Laundry	■	□	□		
-Music Performance	■			○	Gas/Service Stations	■	□	□		
-Practice/Class	●	●	○	□	Education Centers	□	□			
-Instrument Checkout	■	○	○	□	Guest Housing/Hotel	□	□			
Outdoor					Open Messes					
Playing Courts/Fields	■	■	■	■	-EM	■	■			
Outdoor Recreation	■	■	■	■	-NCO	■	■			
Sports					-O	■	■			
-Gym/Field House	■	○	○	□	Liquor Stores	■	■			
-Racquetball/Squash	■	○	○	○	Post Office	□	□	□		
-Exercise/Weights	■	□	□	□	Restaurants	□	□	□		
-Swimming Pools	■	□	□	□	Shopette		■	■		
-Roller Skating	□	○	○	□	Theaters	■	□	□		
Social Activities					Thrift Shops		□	□		
-Lounge (TV, records)	■	□	□	□						
-Games (pool, ping pong, elec.)	■	○		□						
-Snacks	■	□	□	□						
-Meetings/Classes	■	□	□	□						
Youth Activities				□						

**Key:**  
 Major need: ■ - already provided; ■ - partially provided;  
 □ - inadequately provided  
 Minor need: ● - already provided; ○ - inadequately provided

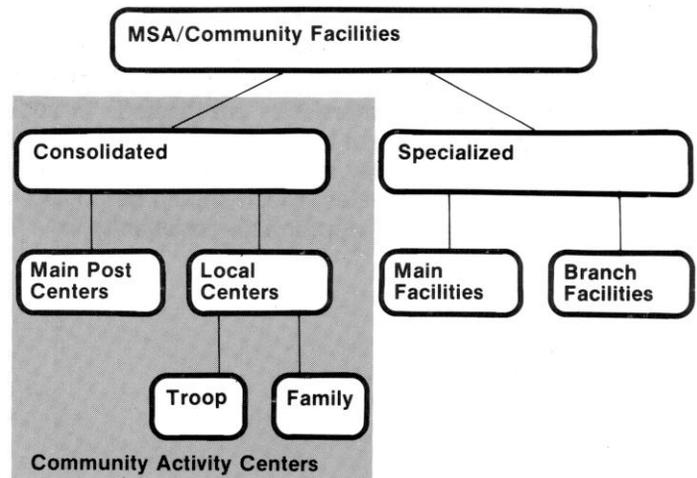


Figure 3 – 11 Types of MSA Facilities

**(a) Consolidated vs. Specialized Facilities.** There are two basic categories of MSA and other community facilities: consolidated and specialized (see figure 3 - 11). Specialized facilities are oriented to the needs of single programs. Consolidated facilities - Community Activity Centers - are designed 'to accommodate multiple, coordinated programs, and may include MSA functions only, or MSA and other community activities.

Specialized facilities include both main facilities, which serve the post-wide population, and branch facilities, which serve geographical sub-areas and population sub-groups of the post. In the past, such facilities have been built as common community facilities and will continue to be built for functions which do not readily consolidate, or as parts of Main Post Center CAC building complexes (for guidance on these specialized facilities, consult Chapter 7 and the individual Design Guides referenced there).

There are two types of consolidated Community Activity Centers: Main Post Centers and Local Centers. Main Post Centers are large Community Activity Centers which serve as the focus for community life for the entire post, acting as the post's "downtown." They accommodate all or most of the major MSA, commercial and other community functions serving the whole post, including the main exchange and commissary (see example, figure 3 - 12).

Local Centers are CAC's which primarily serve small geographical areas and population groups of the post, such as troop billeting areas, troop units, and family housing areas. They provide a focus for the local community, within walking distance, and neighborhood-scale leisure, commercial and service functions. Local Centers vary in size and in the number of people served, depending on their service territory (see examples, figures 3 - 13 and 3 - 14). They can be programmed and designed to serve only troops, only families, or both.

**(b) Specialized vs. Non-Specialized Activities.** Community Activity Centers are also distinguished by the degree of specialized and non-specialized activities they accommodate. Specialized activities are any activities requiring staffing by program specialists, whether on a full-time or part-time basis. Non-specialized activities can be operated primarily by such staff as recreation aides and technical assistants. The degree of specialization in an individual Community Activity Center may vary widely.

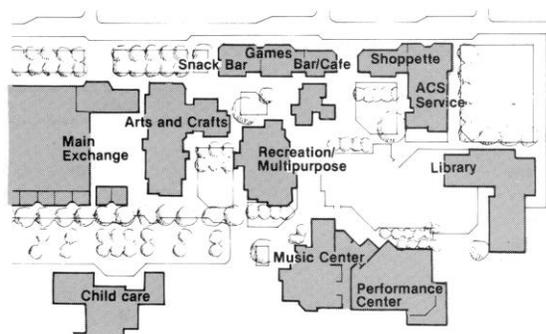


Figure 3 - 12 Main Post Center

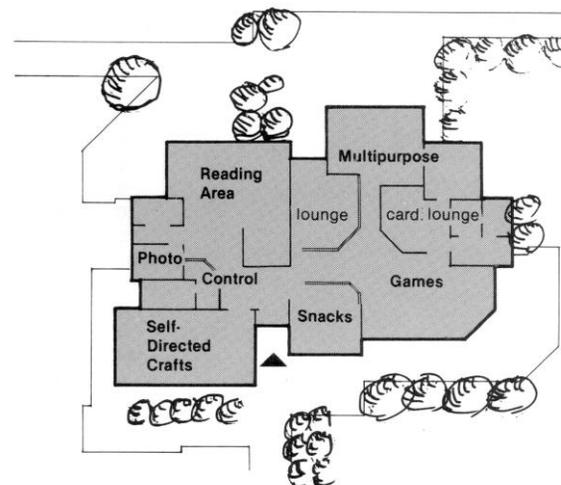


Figure 3 - 13 Local Center

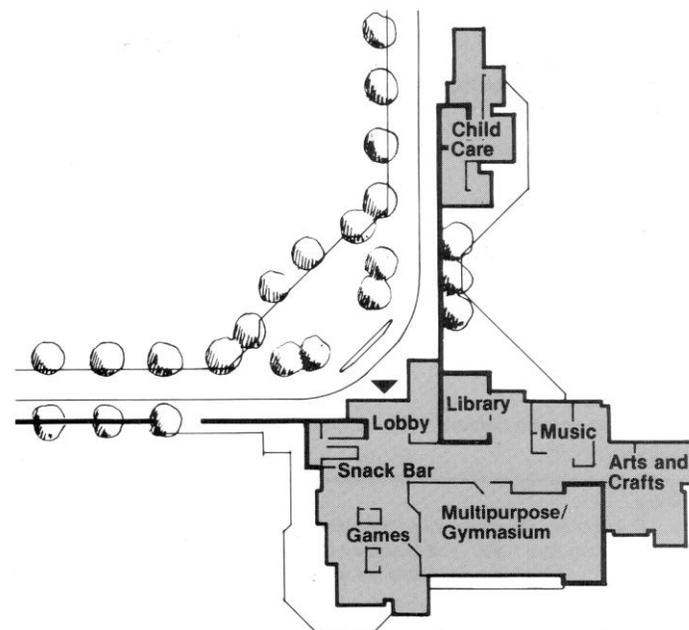


Figure 3 - 14 Local Center with Specialized Activities

Table 3 – 2 DOD Space Authorization Summary

Facility-types	Maximum Allowed Area (Gross Square Feet) based on Installation Military Strength <sup>a</sup>			
	0-250	251-1,000	1,001-3,000	3,001-5,000
<b>Arts and Crafts Centers<sup>b</sup></b>	<b>e-3,000<sup>c</sup></b>	<b>3,000-6,000<sup>c</sup></b>	<b>6,000-10,000<sup>c</sup></b>	<b>10,000-14,000<sup>c</sup></b>
<b>Automotive Centers</b>	<b>0-3,000<sup>c</sup></b>	<b>3,000-6,000<sup>c</sup></b>	<b>6,000-9,000<sup>c</sup></b>	<b>9,000-12,000<sup>c</sup></b>
Banks	1,500	1,500	2,375-3,250	3,625-4,000
<b>Bowling Facilities</b>	<b>2,700-4,500<sup>c</sup></b>	<b>4,500-6,600<sup>c</sup></b>	<b>6,600-12,800<sup>c</sup></b>	<b>12,800-24,700<sup>c</sup></b>
<b>Child Care Facilities</b>	<b>2,250-2,520</b>	<b>2,520-8,250</b>	<b>8,250-24,750</b>	<b>24,750-41,250</b>
Commissary Stores	d	d	d	d
Credit Unions	d	d	d	d
<b>Drama Centers</b>	<b>e</b>	<b>e</b>	<b>e</b>	<b>e-14,000<sup>c</sup></b>
Education Centers	e	4,925 <sup>c</sup>	9,700 <sup>c</sup>	14,700 <sup>c</sup>
Exchange Facilities:				
• Amusement Centers	0	0-1,200	1,800	2,400
• Beauty Shops	d	d	d	d
• Branch Exchanges	0	0	0-7,000	7,000
• Car Wash Facilities	0	0	720	1,180
• Cafeterias/Snack Bars	1,850	1,850-2,700	5,400	7,400
• Gasoline/Service Stations	600	600-1,740	2,160	2,830
• Main Retail Stores	d	d	d	d
• Service Outlets:				
• Barber Shop	300	300-390	580	980
• Coin-Operated Laundry	0	0-750	1,150	1,150
• Optical Shop	0	0-460	460	460
• Personal Services	0	0-150	240	310
• Portrait Studio	0	0-740	740	740
• Radio-TV Repair	0	0-460	600	840
• Shoe Repair	0	0-225	350	500
• Tailor	200	200	220	400
• Valet	300	300-650	1,100	1,100
• Watch Repair	0	0-150	240	310
• Snack Stands	0	0	0	900
Family/Community Service Ctrs.	e-650 <sup>c</sup>	650-1,150	1,150-1,500 <sup>c</sup>	1,500-2,500 <sup>c</sup>
Golf Facilities	0	0	0-10,000 <sup>c</sup>	10,000
<b>Libraries</b>				
• Branch	0	0	0	0
• Main	2,500 <sup>c</sup>	2,500-6,250 <sup>c</sup>	6,250-10,500 <sup>c</sup>	10,500-12,000 <sup>c</sup>
• <b>Service Center</b>	<b>d</b>	<b>d</b>	<b>d</b>	<b>d</b>
Military Rec'n Supply/Support	3,500 <sup>c</sup>	3,500-5,000 <sup>c</sup>	5,000-10,000 <sup>c</sup>	10,000
<b>Multipurpose Rec'n Bldg.</b>	<b>7,000-12,000<sup>c</sup></b>	<b>12,000</b>	<b>0</b>	<b>0</b>
<b>Music Centers</b>	<b>e</b>	<b>e</b>	<b>e</b>	<b>e-14,000<sup>c</sup></b>
Open Messes (Clubs)	d	d	d	d
<b>Outdoor Playing Courts/Fields</b>	<b>f</b>	<b>f</b>	<b>f</b>	<b>f</b>
Outdoor Rec'n Facilities	f	f	f	f
Package Liquor Stores	d	d	d	d
Post Offices, Central	400-600 <sup>c</sup>	600-1,750 <sup>c</sup>	1,750-4,500 <sup>c</sup>	4,500-8,250 <sup>c</sup>
<b>Recreation Centers</b>	<b>e</b>	<b>4,000-12,700<sup>c</sup></b>	<b>12,700-19,800<sup>c</sup></b>	<b>19,800-55,600<sup>c</sup></b>
Recreation Merchandise Storage	0-1,500 <sup>c</sup>	1,500- 2,000 <sup>c</sup>	2,000- 3,500 <sup>c</sup>	3,500-4,500 <sup>c</sup>
Religious Facilities				
• Chapels	e-6,500	6,500-11,500	11,500-26,640	26,640-35,520
• Religious Education	e-3,855	3,855-5,535	5,535-9,735	9,735-13,095
Restaurants	d	d	d	d
<b>Roller/Ice Skating Rinks</b>	<b>10,000<sup>c</sup></b>	<b>10,000</b>	<b>10,000-15,000<sup>c</sup></b>	<b>15,000</b>
<b>Sports Facilities:</b>				
• <b>Gymnasium/Phys. Fitness Ctrs.</b>	<b>e-14,000<sup>c</sup></b>	<b>21,000-42,000<sup>c</sup></b>	<b>21,000-42,000<sup>c</sup></b>	<b>42,000-63,000<sup>c</sup></b>
• <b>Phys. Fitness/Athl. Complex</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0-30,000</b>
• <b>Handball/Racquetball Cts.</b>	<b>0-1,200<sup>c</sup></b>	<b>1,200-2,400<sup>c</sup></b>	<b>4,800-7,200<sup>c</sup></b>	<b>7,200-9,600<sup>c</sup></b>
• <b>Swimming Pools</b>	<b>f</b>	<b>f</b>	<b>f</b>	<b>f</b>
Stadiums	0	0	0	0
Theaters	e-3,500	3,500-6,500	6,500-17,200	17,200-26,800
Thrift Shops	1,400 <sup>c</sup>	1,400	1,400-2,700 <sup>c</sup>	2,700-4,000 <sup>c</sup>
<b>Unit Entertainment Centers</b>	<b>e</b>	<b>3,500</b>	<b>3,500-9,000</b>	<b>9,000-15,000</b>
<b>Youth Centers<sup>d</sup></b>	<b>e</b>	<b>e-6,700<sup>c</sup></b>	<b>6,700-11,340<sup>c</sup></b>	<b>11,340-18,500<sup>c</sup></b>

## Notes:

a. The data listed are based on DOD 4270.1-M dated June 1, 1978, as revised in April 1982. This is subject to change. Consult current DOD 4270.1-M to determine if data are still applicable for specific categories. Where the space authorization for a facility type in DOD 4270.1-M is not directly based on military strength, a formula has been applied to convert the indicated military population for the facility type. This formula is based on Army statistics indicating that 55% of military personnel are married, and

each of these has an average of 2.5 dependents (including spouse and minor dependents). Eligible civilian and retired military populations have not been included, as inestimable. See DOD 4270.1-M for individual facility formulas and limitations.

b. Facility types in bold are the MSA and related community facilities which constitute the core of the Community Activity Center.

5,001-10,000	10,001-15,000	15,001-20,000	20,001-30,000	30,001 and over
<b>14,000-25,000<sup>c</sup></b>	<b>25,000-35,000<sup>c</sup></b>	<b>35,000-40,000<sup>c</sup></b>	<b>40,000-50,000<sup>c</sup></b>	<b>50,000 and over</b>
<b>12,000-18,000<sup>c</sup></b>	<b>18,000-21,000<sup>c</sup></b>	<b>21,000-24,000</b>	<b>24,000-30,000</b>	<b>30,000 and over</b>
4,375-6,375 <sup>c</sup>	6,375-8,000 <sup>c</sup>	10,000-13,000	d	d
<b>24,700-38,600<sup>c</sup></b>	<b>38,600-59,500<sup>c</sup></b>	<b>59,500-80,400</b>	<b>80,400-122,200</b>	<b>122,200 and over</b>
<b>41,250-82,500</b>	<b>82,500-123,750</b>	<b>123,750-165,000</b>	<b>165,000-247,500</b>	<b>247,500 and over</b>
d	d	d	d	d
d	d	d	d	d
<b>14,000</b>	<b>14,000-20,000<sup>c</sup></b>	<b>20,000</b>	<b>20,000</b>	<b>20,000</b>
17,500-21,500 <sup>c</sup>	28,500 <sup>c</sup>	34,500 <sup>c</sup>	39,500-44,200 <sup>c</sup>	52,200 and over
3,800-5,000	6,500	8,500	11,000-12,800	12,800 and over
d	d	d	d	d
14,000-21,000	28,000-35,000	42,000-49,000	56,000-77,000	77,000 and over
1,640-2,100	2,560	3,020	3,480	3,480
9,300-10,700	12,600	16,800	18,600	18,600 and over
3,250-4,140	4,560	6,500	9,750	9,750
d	d	d	d	d
1,170-1,300	1,480	1,640	1,740-1,800	1,800 and over
1,900-2,150	2,150	2,380	3,800-4,300	4,300 and over
460	600	780	780-910	910 and over
310-400	400	460	460	460 and over
740-930	930	1,010	1,010	1,010 and over
1,060-1,280	1,280	1,480	1,480-1,680	1,680 and over
625-750	900	900	900	900 and over
650-700	800	900	900	900 and over
1,300	1,300	1,300	1,500	1,500 and over
310-400	400	460	460	460 and over
1,800	2,700	2,700	3,600	3,600 and over
2,500-3,000 <sup>c</sup>	3,000-3,200 <sup>c</sup>	3,200	3,200	3,200
10,000-13,000 <sup>c</sup>	13,000	13,000	13,000	13,000
0	0-4,000	4,000-12,000	12,000-24,000	24,000 and over
12,000-20,800 <sup>c</sup>	20,800-30,000 <sup>c</sup>	30,000-36,000 <sup>c</sup>	36,000-54,000 <sup>c</sup>	54,000 and over
d	d	d	d	d
10,000-16,000 <sup>c</sup>	16,000-20,500 <sup>c</sup>	20,500	20,500	20,500 and over
0	0	0	0	0
<b>14,000</b>	<b>14,000-20,000<sup>c</sup></b>	<b>20,000</b>	<b>20,000</b>	<b>20,000</b>
d	d	d	d	d
f	f	f	f	f
f	f	f	f	f
d	d	d	d	d
8,250-12,525 <sup>c</sup>	12,525-17,325 <sup>c</sup>	17,325-22,125 <sup>c</sup>	22,125-24,525	24,525
<b>55,600-83,400<sup>c</sup></b>	<b>83,400</b>	<b>d</b>	<b>d</b>	<b>d</b>
4,500-5,500 <sup>c</sup>	5,500	5,500	5,500	5,500
35,520-55,500	55,500-73,260	73,260-89,244	89,244-121,212	121,212 and over
13,095-23,175	23,175-32,415	32,415-42,495	42,495-62,655	62,655 and over
d	d	d	d	d
<b>15,000</b>	<b>15,000-20,000<sup>c</sup></b>	<b>20,000</b>	<b>20,000</b>	<b>20,000</b>
<b>63,000-84,000<sup>c</sup></b>	<b>84,000-105,000</b>	<b>105,000-147,000</b>	<b>147,000-231,000</b>	<b>231,000 and over</b>
<b>40,000-50,000</b>	<b>62,000</b>	<b>62,000</b>	<b>62,000-124,000</b>	<b>124,000 and over</b>
<b>9,600-14,400<sup>c</sup></b>	<b>14,400-16,800</b>	<b>16,800-21,600</b>	<b>21,600-28,800</b>	<b>28,800 and over</b>
f	f	f	f	f
0	f	f	f	f
26,800-46,000	46,000-52,000	d	d	d
4,000-5,350 <sup>c</sup>	5,350	5,350	5,350	5,350
d	d	d	d	d
<b>18,500</b>	<b>18,500-27,740</b>	<b>27,740-36,980</b>	<b>36,980-55,460</b>	<b>55,460 and over</b>

c. The exact range of military population served by this size facility varies. See DOD 4270.1-M for precise definition.

d. These figures are determined by criteria other than military strength or military population. See DOD 4270.1-M for the individual facility.

e. Accommodate in other facilities.

f. Outdoor facilities, not measured by comparable square footage. See DOD

4270.1-M for authorized facilities specification.

g. Married military personnel are assumed to have an average of 1.0 dependent youth in the eligible age range (6 - 19) for Youth Activities. Eligible youth population is therefore determined by multiplying installation military strength by a factor of .55.

Main Post Centers and Local Centers both can combine specialized and non-specialized activities. Main Post Centers are predominantly specialized in function. As the post-wide service facilities, they accommodate the activities which require specialist staffing to supervise and operate. Local Centers may have little or no specialized activity which is typical for a small facility, as shown in figure 3 - 12. But Local Centers may have a wide range of specialized activities, particularly in the larger examples, as in figure 3 - 14. The specialized activity in a Local Center may serve the post-wide population, if the function accommodated is unique on post, or requires special facilities not readily available elsewhere, such as an indoor swimming pool, large ceramics shop, or dinner theatre.

**(c) Single Buildings vs. Complexes.** Community Activity Centers, both Main Post and Local, can be built either as single buildings or complexes of related buildings. Main Post Centers, because of their large size and multiplicity of specialized functions will commonly require a complex of related or attached structures, including specialized facilities. However, at smaller posts, the Main Post Center functions may often be accommodated under one roof. Local Centers may readily be of either type, depending on the size and complexity of the functional organization, and local site conditions.

**(4) Projected Service Strategies.** The concept of a complex of Community Activity Center types, in conjunction with an analysis of projected needs of the user population, leads to the strategies for the provision of community services. Consider the appropriate pattern of distribution of services for each function: active sports, ceramics, woodworking, child-care, etc. Then identify groups of functions that serve the same geographical areas creating a list of facilities that can potentially be consolidated. Each cluster may include a different set of functions, depending on the population and needs of the area it serves. Several alternative groupings may be necessary to arrive at a recommended service strategy (see example, figure 3 - 15).

At this point, the coordinating committee must resolve the issues of integrating formerly independent services and programs. These decisions may affect the types of functions included in each facility, as well as the space program requirements to accommodate them.

Priorities among the different functions and facilities should also be considered by all parties involved in the planning process. Both MSA program priorities, outlined in AR 28-1, and local priorities must be reflected. Consideration of local priorities insures an appropriate match between needs and potential programs given local resources, as well as realistic expectations of funding and staffing. The result should be a recommended overall community service strategy, supported by all the parties involved in the planning, upon which to base the Community Framework.

**(5) Community Framework.** The final product of this planning process is the Community Framework (see Figure 3 - 15) previously discussed in section 3 - 2. Based on the recommended distribution of services and the types of CAC's proposed, develop a plan locating facilities to serve the whole post. Each facility should have a preliminary function and space program, and a clear understanding of its site requirements, service territory and access patterns. The plan should indicate existing facilities to be retained and their purpose. The Framework should also include a flexible plan for the phased development of facilities adaptable to future needs and the uncertainties of program funding.

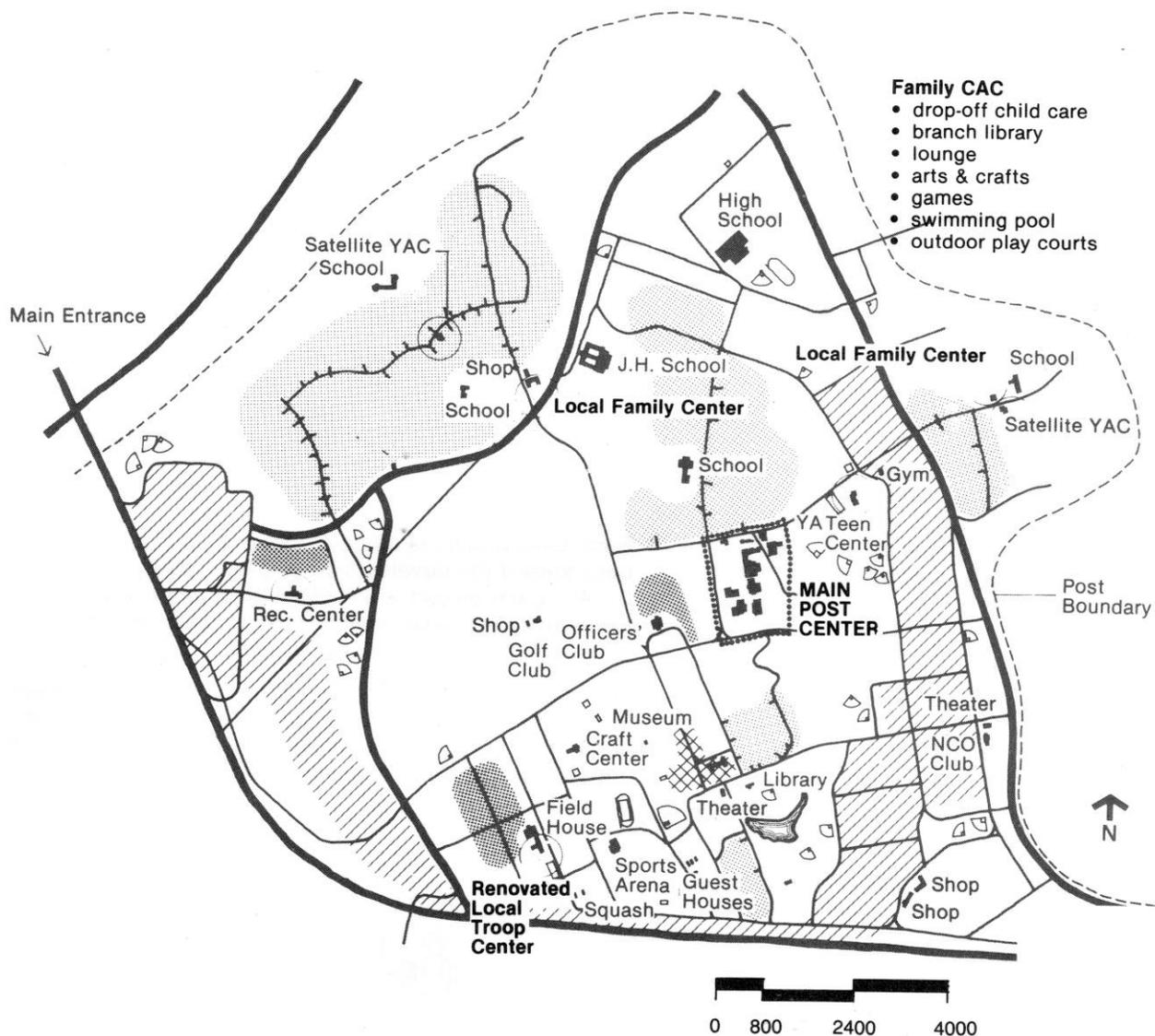


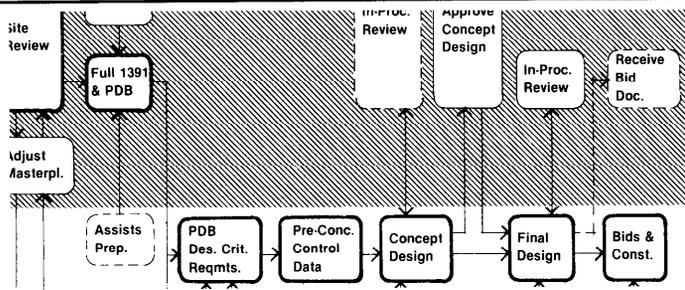
Figure 3 – 15 Typical Post: Community Framework

### c. Masterplan Changes

Once the Community Framework has been established by agreement of the masterplanner, the coordinating committee and its constituent service agencies, the post's official Masterplan should incorporate the new decisions in future post development. The changes agreed upon are presented to the Installation Planning Board by the masterplanner and facility engineer. If the coordinating committee has representation on the membership of this Board, or has communicated with its members in developing the Community Framework, this should be an easy step. From here, the proposed changes should go to the Installation Commander and OCE for approval. They can then be officially included in the post's masterplan (see AR 210-20 for detailed procedures).

3 - 4

Project Development



Each CAC project is one element in a continuous process toward the development of a community. (see figure 3 - 4). Each project is a realization of some part of the Community Framework, and must be grounded in the context of this overall post-wide plan.

This section presents a series of steps to be undertaken in the project development process, what agencies and parties are involved, their procedural responsibilities, and a discussion of alternative strategies for project development.

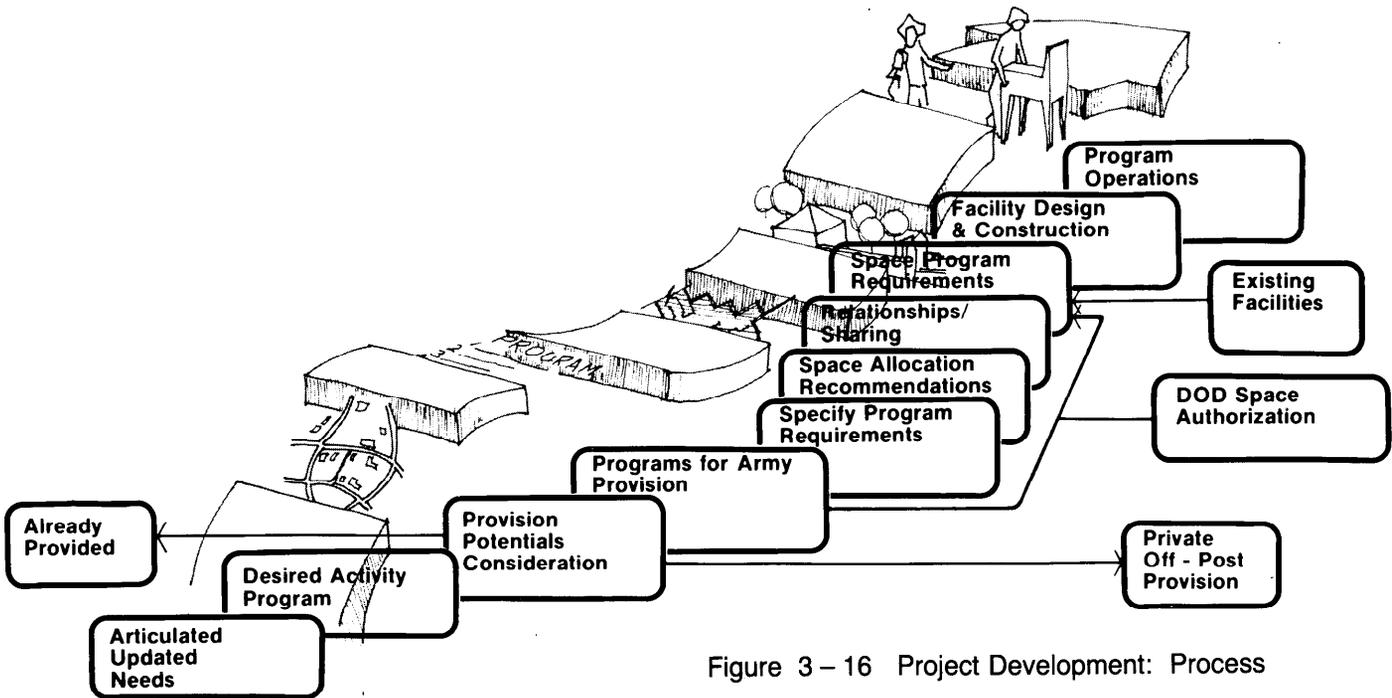


Figure 3 - 16 Project Development: Process

## a. Project Development Process

The steps involved in the project development process are represented diagrammatically in figure 3 - 16. As an initial step in this process, the specific functional areas of the proposed project must be examined in greater depth. This refinement of the Community Framework is then followed by detailed facility programming and design, as outlined in Chapters 4 and 5 of this Design Guide. For further detailed guidance on the procedures of the project development process, see TM 5-800-3, Project Development Brochure.

The same participants involved in the Community Framework planning (such as the masterplanner, MSA and other provider agencies, and users) are also responsible for the initial steps of the project development process. Other participants involved in specific aspects of the proposed project, and its programs, may be added to provide additional input.

Project development is typically initiated when some new need or capacity to serve arises, for example, a new fiscal year, mission or population group served, as well as new program and funding sources. The first step in the process is to articulate the most current needs, based on a review of the users' affected by the proposed project and updated since the time of development of the Community Framework. This leads to refinement of the *desired activity programs*.

Alternative *potentials for the provision* of these programs should be reviewed in order to capitalize on any additional available resources. This review may show that some of the desired programs are *already adequately provided*, and that some are more appropriate for *private off-post provision*. Off-post provision of services involves a different development process, although the key program participants are still responsible for coordination. A nucleus of *programs for Army provision* should result from this review. This in turn provides the functional program for the project.

Development of the *space program* from the function programs to be accommodated sets the requirements for the physical design, and simultaneously fulfills the information needs of the Project Development Brochure and DD Form 1391. The functional *program requirements*

should first be clearly specified. The maximum allowable space is determined by totalling *DOD space authorization* figures for every facility type included in the Community Activity Center project and subtracting the square footage already utilized in existing buildings to be retained. The authorized square-foot areas are indicated in DOD 4270.1-M, and in Chapter 7 of this Design Guide.

The actual space requirements for the major functional areas included in the project are developed by reviewing the *space allocation recommendations* (see Chapter 7). Physical *relationships between programs* should be considered, reflecting the consolidation concepts presented in Chapter 5. Issues of shared space, combined support requirements, and programmatic integration may yield considerable space savings. This, together with an analysis of the physical characteristics of existing facilities that could be reused as part of the project, and the DOD space authorization limits, yield the *space program requirements* for the project.

Along with the development of the space program, the Project Summary, Project Development Brochure and 1391 Form are prepared. A review of the Community Framework as it affects the location of this project should then take place, and the *site decision* finalized or modified. Any significant modification will require a review of the masterplan as described earlier. Following final approval and inclusion of the project in the budget, *facility design and construction* can commence. Upon completion and occupancy of the building, *operation* of the Community Activity Center facility and its various programs can begin as part of the post's community system.



construction priorities. The 1391 is primarily the responsibility of the Facility Engineer, with input from Morale Support Activities and the other service agencies involved. It is a detailed justification of the need for the project, including descriptions of the general physical characteristics of the facility, quantitative data, and cost estimates.

For the remainder of the project development process, primary responsibility shifts to the District Engineer's office, or the activity charged with construction responsibility. The District Engineer develops the design criteria, and handles concept design, final design and construction administration, or contracts the design to an outside architect/engineer. These steps are based on the functional and operational requirements in the PDB and 1391. In this process there is also an opportunity for review and approval of the concept design by the Facility Engineer, Morale Support Activities and other service agencies and user group representatives. This is a critical review by both the installation and the using services in order to provide meaningful input.

## c. Alternative Funding Sources

In attempting to develop the functions and facilities planned in the Community Framework, the installation should explore all possible funding programs. Available resources for accomplishing MWR projects include appropriated funds and nonappropriated funds, as well as some services supplied by civilians. Each program category has its own policies, funding limitations, and approval procedures, which also change over time. Different types of MSA and other community facilities may or may not be fundable under each. Consult the relevant Army Regulations and current program budget guidance for further information.

The possibility of individual building projects funded under multiple resource programs may be considered. However, possible complications in the approval procedure may ensue, due to questions raised about the multiple-funding approach. See AR 415-35 concerning procedures for using a combination of appropriated and non - appropriated funds for construction projects.

## d. Consideration of Civilian Alternatives

In planning and developing the Army community system, the characteristics of and services available in the surrounding civilian area must be considered. Normally, government-owned facilities should not be provided if adequate similar services are readily available for soldier use within adjacent civilian communities. When facilities are available, the extent of possible civilian support for military personnel must be surveyed, and efforts extended to encourage such civilian-supplied service. The degree to which civilian services are actually available to military personnel must be carefully evaluated.

When services are available in the civilian community, the on-post services and facilities should be programmed to meet only the remaining Army community needs.