











**U.S. ARMY**  
*Journal*

**of Installation Management**

Volume 1, Summer 2006



U.S. ARMY

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## From the Director

It is my privilege as one of my first acts as director of the Installation Management Agency to introduce this new journal to our readership. This is the first edition of what I truly hope will become a signature product for the Installation Management team – not only in the Army but throughout the military installation community.

My vision for this journal is that it will be a vital information and idea sharing forum for what is and must be a learning organization. IMA breaks new ground every day in building the business of managing installations as the core of a transformed, expeditionary Army. From a strategic perspective IMA and the other services' installation management teams are building the foundation for running joint installations to a common standard. This is new ground we're plowing and we don't have much time to figure it out. As long as we're at war, we won't have much money to implement once we do figure it out.

So our challenges are many, the stakes are high, and we're in new territory. It's daunting, but it's also very exciting and it's the kind of environment that fosters innovation. It is important for us to

share ideas, to learn from each other, and to learn from others, within and without the military community. I would like this journal to be our forum for doing that, although I expect that other communication and idea sharing will take place as well.

The intended audience for this is fairly small – it is the senior leaders of the installation management business, from the garrison command and staff to the board of directors and the Army secretariat. Our stakeholders include a very elite group of leaders, thinkers and innovators. You are change agents and inventors and your ideas are too valuable to keep private. I hope that all of you in this audience are contributors to, as well as consumers of, this biannual journal.

I envision that articles will come from a wide range of sources, including our readership, but also Army and Department of Defense staff officers, other military journals, civilian public administrators and civilian forums. Topics range across a wide spectrum to include installations writ large, but also the many component functions and subfunctions that weigh heavily in what we do. Some peripheral topics will be appropriate at times, but should always have a connection to something associated

with installations. We're looking for academic and professional discussions, rather than news, although timeliness is certainly welcome. Feedback will be vital to the exchange of ideas. I would expect to see a lively feedback section where we discuss and take issue with the ideas presented here and elsewhere. We can get news and current events from other sources. This signature IMA publication should be devoted to ideas and discussion.

To further enhance the academic validity of this journal, articles will be refereed by an editorial board of installation management peers, who will evaluate articles and accept, reject, or make suggestions to the author for where a point may be better developed or modified to better suit the audience. The IMA Public Affairs Office will act as the central focal point for collection and disposition of materials, and will also do the final copy editing and screening for appropriateness, spelling, grammar and style. Authors are invited to consult with the editorial board during the creative process to ensure understanding of the required criteria for style and content.

I hope you are as excited about this new publication as I am. Many of you have asked for an official IMA publication and a forum for sharing ideas. I hope this small first issue will whet your appetite for more and that you will be inspired to contribute to making it more. It will only grow and develop if all of you contribute to making it the flagship journal of installation management.



**Brigadier General John A. Macdonald**  
Director U.S. Army Installation Management Agency



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## Topics and Contributors

The U.S. Army Journal of Installation Management is intended as a forum for sharing ideas, experiences, and case studies relating to installation management, city management, public administration, and similar topics. The journal welcomes submissions of articles or feedback from anyone with an interest in any part of the broad field of military or civilian installation or city management, public administration, or any of the component functional areas that make up this broad field of endeavor.

Articles will be evaluated for content and style by an editorial board of installation management experts, making recommendations to the author when appropriate to maintain consistent focus and high quality. Ultimately, the journal is intended to contribute to continuous learning and continuous improvement among installation management practitioners.

In addition to article submissions, we look forward to a lively Feedback section, where readers can comment on ideas in published articles, either for or against. Discussion should always take a professional tone and center on the ideas and concepts, not on personalities. Installation personnel are encouraged to professionally debate, discuss or collaborate on submitted material. Feedback is submitted like an article.

## Manuscript Style

Writing should be clear and concise; ideas should be the author's and quoted material should be properly accredited. Article structure typically proceeds from the thesis statement to background, discussion, conclusion, recommendations and summary. The author's opinions, solutions and recommendations are welcome, but should be substantiated with objective evidence. Proposal outlines are not required at this point, but will be welcomed if the author wants to test the appropriateness of an article idea.

The journal editorial staff does not currently require adherence to a particular style, but rules of good writing always apply. Good references for effective writing include the Associated Press Guide to Good News Writing by Rene J. Cappon and The Elements of Style by Strunk and White. These books are available in book stores and libraries, and excerpts can be found online. If an article is extensively footnoted, either American Psychological Association or Chicago Style manuals may be preferred.

When possible, vocabulary should be accessible to a general college-educated audience, but avoidance of technical language should not hinder the point being made. Writers should avoid bureaucratic and military jargon when possible, but should explain or define in footnotes when not possible.

In the interest of consistency, the editorial board will edit all manuscripts for general rules of good grammar and style; however, substantive changes will be approved by the writer in order to avoid misinterpretation. Editors will also consider security requirements and rules of appropriateness when dealing with manuscripts.

## Length

Articles should be of adequate length to engage a knowledgeable reader in a substantial exploration of the topic. The range can be as wide as from 1,000 to 7,000 words, with the expectation being that most will fall in the range of 2,500. Photographs, charts, and other supporting graphics are welcome if they help to give the material substance.

## Submissions

Material(s) will become the property of the Journal of Installation Management, unless otherwise agreed upon. Articles need not be entirely new, but should be relevant to some current aspect of installation management. If previously published, reworking for the particular installation management audience is appreciated.

All articles for submission should include a short biography with the author's name, current position, and any credentials or experiences

that validate the writer's expertise. Also include address, daytime phone numbers, e-mail address, and any other contact information that will enable editors to reach you.

Topics may be proposed by abstract or outline by submitting by e-mail to the editorial board at [imajournal@hdqa.army.mil](mailto:imajournal@hdqa.army.mil)

## Accompanying Material

Photographs, charts, and other supporting visuals are welcome, but must be thoroughly documented for clarity. All supporting material can either be e-mailed or delivered by postal service to US Army Installation Management, ATTN: IMAH-PA, Public Affairs, 2511 Jefferson Davis Highway, Taylor Bldg., Suite 12021, Arlington, VA 22202.

## Clearance of Material

All submitted material contained in your article may require official Department of Defense or Department of the Army clearance.

Our Editorial Board and members of the IMA Public Affairs Office will ensure that all material is releasable for public consumption.

Additional assistance with clearance of official material may be obtained locally by contacting your Office of Public Affairs.

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## We Want Your Feedback

A publication is only as good as its commentary, or feedback, page. This page is where readers engage writers, discussion starts, communication happens, and ideas get exchanged. That's what this journal is for.

If we're doing our job, the articles here will probably stir you to strongly agree or disagree, or perhaps remind you of a similar circumstance that can contradict or amplify the article in the journal.

We want that input, and it will appear in this column. You can send your comments to the e-mail box, [imajournal@hqda.army.mil](mailto:imajournal@hqda.army.mil). No length or style requirements apply, but the editorial board will review for clarity and, of course, civility.

Hope to hear from you soon.

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# Installation Management – From Camp Swampy to the Starship Enterprise

By John Di Genio

On “Star Trek,” a groundbreaking television series in the 1960s, humans and aliens served together on the Starship Enterprise. A sequel, “Star Trek: The Next Generation,” was even more visionary, making the Enterprise home to both the crew and their families. While the crew deployed on missions, family members enjoyed the amenities on the Enterprise. Today’s Army installations are moving toward the environment portrayed in “Star Trek: The Next Generation.” The traditional image of the young, unattached GI



is a thing of the past. The typical American Soldier today has a high school diploma and may be college educated. Over half of the members of our military forces are married. Many have children attending Department of Defense Dependents Schools.

Unfortunately, because their infrastructures have not kept pace with the changes in Army demographics, many military installations continue to be much like Camp Swampy, the post portrayed in the “Beetle Bailey” comic strip.

*Flagships are places where military personnel live, work, and train and from which they deploy and are supported during contingency operations.*

In these places, existing facilities are inadequate for today’s Soldiers. Housing suitable for a single Soldier is unacceptable for a service-member with a family. Recreational facilities and activities that once were appropriate for the unaccompanied draftee are unappealing to professional Soldiers and their families. The Army can no longer consider only the Soldier; it now must address the broader concerns of the Soldier and his family. When a Soldier has to serve in a family member-restricted area, he must be confident that his family is well cared for back home.

Professional installation management personnel – military and civilian alike – play a pivotal role in meeting Soldier needs. Installation management personnel must provide enough funding for Army facilities to accomplish missions during both peacetime and mobilization. They also must recruit and retain people with the skills necessary to make Army installations viable power-projection “flagships” – installations capable of sustaining and supporting forces anywhere in the world at any time.

## Installations as Flagships

In 2003, Army Chief of Staff General Peter J. Schoomaker designated “Installations as Flagships” as one of the Army’s 16 focus areas. Instal-

lation management personnel at Headquarters, Department of the Army (HQDA); Headquarters, Installation Management Agency (IMA); the seven IMA regional offices; and individual Army garrisons are key to realizing the Chief of Staff’s vision and making installations more efficient and effective.

Providing resources for realistic standard levels of services at each Army installation ensures that support and services are equitable and consistent.

Realizing economies at the facility level gives leaders flexibility to resource key initiatives that will make installations both excellent communities and power-projection flagships.



Flagships are places where military personnel live, work, and train and from which they deploy and are supported during contingency operations. A flagship installation needs a standard installation infrastructure that is aligned to the needs of the professional Soldier and his family. For example, Quonset huts and gang latrines are no longer acceptable. Recreational activities should be more family oriented. Training ranges should be modernized to support interservice,

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simultaneous collective training. Professional warriors should have the electronic capabilities needed to reach back to the home station for support when they are deployed. Essentially, the Army is striving for excellent communities that provide quality-driven installation support within the framework of essential common levels of services.

Visionary leaders at HQDA, IMA, the IMA regions, and the individual installations are creating a corporate culture that is receptive to emerging, challenging roles and responsibilities. Although the flagships are Army installations, the key stakeholders at the installations could very well be from other services. Installation management personnel therefore should think “purple,” or “joint.”

### Joint Mindset

With the Department of Defense’s increasing promotion of joint expeditionary forces, other military services share the Army’s flagships and could deploy from an Army installation. Consequently, they are key stakeholders in the operations at that installation. Installation management personnel should become better acquainted with joint doctrine because, as flagships, Army installations need to focus on joint expeditionary forces.

Installation management personnel can cultivate an environment that is receptive to joint operations by pursuing initiatives that benefit the different service components. Installation management professionals

could promote “jointness” through initiatives that maximize savings for all of the services supported by the Army installation. For example, one way to foster a joint atmosphere is to allow the other services on an installation to share in the accrued savings or cost avoidances of an activity-based cost management project that crosses service lines.

Having a vision and fostering the right state of mind at the installation are only part of the challenge. Flagship personnel must be ethical and competent to achieve the IMA vision.

### Installation Quality

A disparity exists in the quality of facilities and services available at Army installations. Some installations (the “haves”) provide adequate support for Soldiers and their families and civilian employees. “Have” installations provide decent housing; office space; dining, recreational, athletic facilities; and training ranges. At the other end of the spectrum are the “have not” installations, which are unable to provide the needed level of support services. Quonset hut buildings and gang latrines are often still found at these installations.

“Have” and “have not” installations need to be replaced by excellent communities that provide equitable support and services. Training ranges, deployment facilities, equipment, and state-of-the-art technology

should be readily adaptable for use by members of other service components. Providing common levels of support is a way to reduce, if not eliminate, the gap between “have” and “have not” installations. Under the common levels of support concept, installations are being funded to provide equitable services throughout the Army. With this funding, an installation in Korea will be able to provide the same level of support services as an installation in Texas. Housing and office space deficiencies also are being addressed. For example, Quonset huts are being replaced with modern buildings in Korea. Essentially, the Army’s goal is to provide equal services at all installations. In the next stage of this reform effort, IMA will focus on applying the Army Performance Improvement Criteria to installations to make them “communities of excellence.”

### Personnel

To restructure successfully the way the Army conducts its installation support mission, it must train personnel to meet future challenges. Managers play a crucial role in ensuring that Soldiers and civilian employees are ready to assume responsibilities on the flagship. Forward-thinking managers at HQDA, IMA regions, and the individual installations should concentrate on funding required training to equip personnel with the skills they need to support the flagship during peacetime and contingency operations.

For example, the traditional roles of installation comptrollers are expanding rapidly. Historically, installations were staffed to execute a budget given to them by a major command. However, under the flagship concept of installation management, resources flow directly from IMA to the installations without passing through a major command. Installations now have to plan and program for their resources to accomplish an evolving base-operations mission – one that supports excellent communities designed to standards, realistic training, reach-back capabilities, and power reception and projection.

Modularity ties in nicely with the flagship concept. Military and civilian personnel will be required to perform diverse duties and responsibilities. New skills will have to be learned and rehearsed during training exercises. The flagship will need installation personnel who are familiar with operations during mobilization. Hence, positions at the IMA regions and the installations may be staffed with emergency-essential civilians and contractors with wartime provisions in their contracts. Civilian personnel may be required to train on common battlefield skills and tasks to support the installation’s wartime mission. Emergency-essential civilian personnel and contractors will expedite a seamless transition from a peacetime or armistice environment to a wartime



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posture, thereby facilitating deployment and supporting the expeditionary force without interruption or costly delays. (Emergency-essential civilians are Department of Defense civilian employees who perform specific battle tasks during mobilization.)

Trained personnel work to execute the IMA leadership’s plans for the future. However, nothing derails future plans better than archaic processes that add no value to installation management and support services. To avoid this problem, action officers at HQDA, the IMA regions, and the installations are reviewing processes and improving methods to ensure efficiencies and effectiveness.

### Robust Processes

All installation management action officers should be the standard bearers for creative ideas that conserve public resources, eliminate redundant operations and processes, re-engineer staffing and positions to make administrative procedures less bureaucratic, and promote an expeditious transition to a wartime posture.

Flagships should enhance the Army’s capability to transition rapidly from peace to war. Redundant procedures could hinder this transition and increase the likelihood of the loss of lives and assets. Therefore, costly, outmoded, labor-intensive processes should be streamlined to help ensure mission success and realize efficiencies.

Taking advantage of regional contracts is an effective way to generate efficiencies. For example, installation management personnel within the IMA Korea Region noticed that the region was spending too much for utilities. To improve efficiency, the Korea Region is creating region-wide contracts to provide utilities and construction materials at the enduring installations on the peninsula. (As part of the Land Partnership Program and Future of the Alliance Talks, the United States will be returning installations to the Korean government. Enduring installations are the facilities that the United States will continue to use.)

Another excess cost is caused by warehouse managers at the installations’ Directorates of Public Works using an outdated pencil-and-paper method of accounting for stocks in the warehouses, which results in higher ordering and storage costs. The Korea Region has contractors developing integrated processes that will address warehousing, logistics, and an in- and out-processing system.

Another cost-saving effort from the Korea Region is the use of the traditional Korean real estate “key-money,” or “chunsae,” system to

obtain housing for civilians and military personnel living off post. With the key-money system, the renter gives the landlord a percentage of the value of the property up front. This lowers the amount that must be paid monthly. Currently in Seoul, the cost of off-post housing is astronomical. A typical four-bedroom apartment in a high rise can cost the U.S. government \$35,000 to \$40,000 per year. The government pays between \$90 million and \$100 million a year to house personnel off



post in Seoul. The chunsae initiative potentially could save \$25 million a year that could be redirected to finance higher priority requirements.

The Korea Region participates in major exercises

to rehearse its critical role in supporting warfighters during a contingency. The Korea Region receives personnel and materiel at the installations and pushes them forward to sustain mobilization efforts. The warfighters are the “tooth.” IMA regions, like the Korea Region, that have a wartime mission represent the logistics tail that sustains operations.

Installation management personnel play a crucial role in transforming Army garrisons into viable flagships where military personnel live and train and from which they deploy to protect U.S. interests. Installation

management personnel must find creative ways to support initiatives that provide quality services to military members and their families. This includes providing deployed service members with reach-back capabilities.

Installation management personnel must eliminate wasteful practices and reallocate installation assets to resource standard levels of services equitably. They must be familiar with modularity in order to provide support and services to deployed personnel and their families. Installation management personnel must provide training that prepares military and civilian employees to meet the challenges of operating a flagship within a joint environment. Essentially, dedicated installation management personnel make the difference between Camp Swampy and the Starship Enterprise.

John Di Genio is a management analyst with the 8th U.S. Army assistant chief of staff for G8 Business Transformation Office. He is a graduate of the Army Management Staff College and the Army Logistics Management College’s Operations Research/Systems Analysis Military Applications Course. His paper was published originally in the May-June 2005 issue of the Army Logisticians while he was a member of the Installation Management Agency’s Korea Region.

# Determining Base Operations Requirements or How My Data Gets Me Money

By Stanley C. Shelton

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This article briefly discusses the funding process for base operations (BASOPS). The objective is to clarify how the Army determines resource requirements and funding; and to gain a better understanding of these processes and critical data sources. In the current environment of scarce resources, we owe it to our customers to ensure we do the best job we can of explaining and validating our requirements, even as we look for savings through effective use of our resources.

As the Fiscal 2006 funding program has unfolded, it is clear that we all need to have a clear understanding of how resource requirements are determined; why, in most cases, this is done by modeling; and what data sources are used in making these determinations. I want to focus your attention on BASOPS.

The Army’s resourcing process has two key components consisting of:

- Determining and validating requirements
- Deciding how well to fund requirements

Over the years, I have observed that the most frequently used approach to making tough funding decisions is to question and then lower the funding requirements. Knowing that resource managers have these decisions to deal with, it is incumbent on us to make the strongest possible case for our funding request. Therefore, having an unassail-

able resource requirements process is critical to success in the funding phase. Leadership cannot be expected to make informed funding decisions if they are not convinced of the funding requirements. The vital nature of having unquestioned funding requirements drives the Department of the Army increasingly to use models for that purpose. Models use benchmarked or industry standard unit costs and data, such as people and square feet from Army corporate databases, to produce a solid, defensible funding requirement.

The kickoff for the programming and budgeting effort is the beginning of the Program Objective Memorandum (POM) process every year, at which time the Assistant Chief of Staff for Installation Management (ACSIM) calculates the installation requirements using the Army Installation Management – Headquarters Information (AIM-HI) model. The Deputy Assistant Secretary of the Army for Cost and Economics (DASA-CE) certifies the AIM-HI model, which essentially gives it the “Good Housekeeping Seal of Approval” that the model correctly performs the requirements calculations. Based on the certification and the ACSIM calculations, validated requirements are set for each year of the POM. Those requirements remain constant, unless adjusted for senior Army leadership decisions, through the POM, budget, testimony, allocation and execution phases.

Prior to 2002 (POM 05-09), the BASOPS requirement was calculated by determining the historical per capita cost for each Army command. DASA-CE took the previous three years’ BASOPS execution data divided by three years’ authorized population, as reflected in the Army Stationing and Installation Plan (ASIP), and derived a single per capita cost factor unique to each command. A command’s BASOPS requirement was determined by multiplying its historical per capita cost by the authorized future population for the POM period. Although this was the best consistent modeling approach available, it tended to produce ever decreasing requirements since BASOPS was historically underfunded – lower execution generated lower future requirements. With the introduction of services standards by the ACSIM in 2002, it became possible to determine “should cost” formulas to meet the standards, independent of historical funding patterns. Each garrison reports how well services were delivered against the standard using the Installation Status Report - Services (ISR-Services). The garrison also reports the cost and quantity of the service delivered using Service Based Costing (SBC). Through extensive analysis of this data, DASA-CE determines the formulas for costs to deliver the high

# Determining Base Operations Requirements or How My Data Gets Me Money (continued)

By Stanley C. Shelton

quality service (green standard). In many cases, a major cost driver is population.

The AIM-HI model now uses these “should cost” formulas with various cost drivers for each BASOPS service. Locality factors account for differences in the cost of doing business at different installations. The BASOPS requirement for each service at each installation for each year of the POM is a product of the formula, the cost drivers (in many cases the projected authorized populations from the ASIP), locality and inflation factors. This process has been in use since Fiscal 2003 (POM 06-09). In POM 07-11, this approach included Active Army, U.S. Army Reserve, and Army National Guard. These are the requirements used for Common Levels of Support (CLS).

Your data matters. You need to pay attention to the ASIP, the SBC, and the ISR data that you report. It is also critical that you properly obligate your funds in the Army’s financial systems for the Defense Finance and Accounting Service (DFAS), as this is necessary for accurate data in SBC. As we work to refine the ISR service standards and reporting, and the SBC data improves, the formulas in AIM-HI will be more accurate as will your requirements.

*We owe it to  
our customers to  
ensure we do the  
best job we can  
of explaining and  
validating our  
requirements....*

I described how BASOPS requirements are currently developed. Now let me explain where we are heading. The Department of Defense is modeling a requirements development process for POM 08-11 for the real property services piece of BASOPS. This model is known as the Facilities Operations Model (FOM). It uses benchmarks to determine the frequency of service delivery as well as service standards associated with each real property function. We are working to ensure CLS is synchronized with this approach. The 10 activities covered within the FOM are:

- Fire protection and prevention
- Emergency management
- Utilities
- Pavement clearance
- Refuse collection and disposal
- Real property leases
- Grounds maintenance and landscaping
- Pest control
- Custodial services
- Real property management and engineering services

The refinement and use of this model will standardize these BASOPS requirements for the Army, Navy, Air Force and Marines.

*Leadership cannot  
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vinced of funding  
requirements.*

We can expect benchmarking models like this one to be developed for many or most of our functional areas. As we go forward, our ability to capture and validate our costs of doing business will give us powerful ammunition in fighting for the resources we need.

As I stated earlier, when the Army has significant funding issues, resource requirements come into question. It is, therefore, critical that all levels within the IMA adhere to and articulate the same requirements as calculated in AIM-HI; to do otherwise undermines our efforts to achieve proper funding levels for BASOPS. Funding decisions are hard. As the Installation Management Agency, we must speak with “one voice” when articulating what the requirements are.

Stanley C. Shelton is chief of the Plans Division at Headquarters, U.S. Army Installation Management Agency.

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# The Naval Aviation Enterprise: A Partnership to Enhance Warfighting Readiness Efficiency

By U.S. Navy Captain Ken Ireland

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“We found ourselves in a crisis and decided business as usual wouldn’t work” explained Vice Admiral Jim Zortman, the Commander, Naval Air Forces, to participants at the Navy’s Executive Business Course, describing the events that led to the formation of the Naval Aviation Enterprise (NAE). Naval Aviation leadership, recognizing how the power of leveraging across organizations can correct degraded readiness, developed a cross-functional enterprise process that has produced significant benefits in cost-wise readiness for Naval Aviation.

The success Naval Aviation has enjoyed has not gone unnoticed. Earlier this year the Navy’s military leader, Chief of Naval Operations (CNO), Admiral Mike Mullen, proclaimed that the enterprise model will be implemented across the Navy as a whole. His message was clear: the good work begun by the NAE provides the template for the Navy to partner across existing structural boundaries to provide combat-ready naval forces at the right cost. Mullen’s decision to “go enterprise” comes one year after his predecessor, Admiral Vern Clark, declared, “We are holding you [the NAE] up as the example for the way things ought to be done. We are encouraged by the progress that you are making.”



“The NAE has been a terrific example, enabling us to figure out the best way to move together in the future and try to add a complete understanding of the whole picture” said Mullen. The enterprise construct is a way to drive readiness to the desired level, manage costs and optimize the processes of procurement, maintenance, training and operations.

### A Deliberate, Disciplined Process

The NAE is a partnership of every element of the United States Navy that has an impact in producing aviation warfighting readiness. Its mission is to “deliver the right force, with the right readiness, at the right cost, at the right time – today and in the future.” The NAE measures its efficiency and effectiveness through a single fleet-driven metric of aircraft and carriers ready for tasking at reduced cost. This metric tracks how well the NAE delivers on the things it values: cost-wise readiness (tied to the demands of combatant commanders); improved time on wing (better equipment with better maintenance so that it stays on the aircraft longer); greater speed/reduced cycle time (aircraft and components spending less time in maintenance); improved reliability (quality); reduced total cost; and implementing process efficiencies. The NAE is the governance construct where interdependent issues that impact the production of cost-wise readiness are resolved on an enterprise-wide basis with the ultimate goal of producing the required level of readiness at the lowest possible cost. The NAE

enables all elements of the enterprise to communicate better; it fosters organizational alignment and encourages inter-agency and inter-service integration; it stimulates a culture of productivity; and it facilitates change when change is needed.

### Driving Cultural Change

Naval Aviation leadership was driven to implement a cross-functional, enterprise approach because of escalating cost in the Navy’s flying hour budget six years ago. “The Chief Naval Operations made it clear to the Air Boss (Navy’s Aviation community leader) that continued escalation of cost per flight hour and low availability of non-deployed aircraft was bankrupting Naval Aviation” explained Zortman, “and the continued decline in performance at a higher cost was not acceptable.”

One of Zortman’s predecessors as Navy’s Air Boss, Admiral John Nathman, made the decision to form a cross-functional team to attack rising flight hour cost using the same methodology Naval Aviation employed to eliminate the production shortages of pilots and naval flight officers from the training command in the late 1990s. That program, called the Naval Aviator Production Process Improvement (NAPPI), taught Naval Aviation to examine the total process to correcting a production dilemma. For aviator production, that meant taking a “street to fleet” (accessions to arrival at combat unit) approach to producing the output required to fully man the fleet.



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“The NAPPI effort,” Zortman explained, “taught us to drive towards our goal with a process view.”

But before they could get to process, Naval Aviation leadership had to address the Navy culture that frustrated efforts at improvement. Navy had always had three distinct air forces, one in the Atlantic Fleet, one in the Pacific Fleet, and one in the Reserve Forces. Each was lead by an admiral whose chain of command did not require them to coordinate activities. In addition, the leader of the Naval Air Systems Command was not compelled to work with his fleet counterparts to a significant degree. Finally, the producers of the people element of readiness, the training commands, did not have a reporting relationship with the leaders of the Navy’s air forces. The result was a structure that did not encourage teamwork to accomplish Naval Aviation’s over-arching goals in support of the Navy’s mission.

Leveraging the support of the CNO, Navy’s Aviation leadership began working together, defining the output required (the right level of combat readiness to support the combatant commander’s requirement), defining in a disciplined, exhaustive process all of the elements that contributed to producing that readiness and the value chain each of the elements brought to the process. This new cross-functional program, the Naval Aviation Readiness Integrated Improvement Program (NAVRIIP), brought together for the first time the

leadership of the entire maintenance and supply readiness value chain.

This informal governance alliance developed a structure around drum-beat meetings, relevant metrics linked to the readiness output vice an individual entity or command’s function, and discipline in identifying and removing barriers that had the highest impact in keeping this alliance from achieving its stated goal of cost-wise current readiness.

The toolset used by NAVRIIP, and now by the NAE, is one familiar to those who have followed productivity improvements in industry over the last 20 years. Lean Manufacturing removes waste, or “white space,” in processes. Six-Sigma reduces variations in product output, which greatly improves predictability, and Theory of Constraints focuses resources on process bottlenecks to ensure that outputs are adjusted as needed by the system. Directed by the lead wing commodores (Navy captains with oversight of a distinct type and model of aircraft, i.e., E2C Hawkeye), and with the involvement of the acquisi-

tion program managers in the Naval Air Systems Command, these tools have been implemented on each type of aircraft in the Navy, along with maintenance and supply chain processes and the business transactional “paperwork” side of the NAE.

These best business practice improvement tools are collectively called “AIRSpeed” in Naval Aviation and are teaching our Sailors, Marines and civilians a new language that includes a variety of tools and terms, such as “value stream mapping,” the “5 Ss,” “Kaizen events,” “Kanban,” and a host of others. The shift in thinking resulting from applying these tools has been, and will remain, a critical part of the success of the NAE.

Another significant cultural change occurred as leadership sought to drive towards the right level of readiness. Prior to the enterprise efforts, Naval Aviation failed to understand how a “culture of consumption” had mortgaged Naval Aviation’s future. Commanders were not evaluated on their ability to deliver readiness in

a cost-effective manner; they were evaluated on having the highest possible readiness. Operations funds were not always spent efficiently. “Use it or lose it” was the prevailing attitude, and under-execution of the flying hour program, even if there was no readiness impact, was viewed as an opportunity to lose resources in future years. Aircraft were flown extra hours to “burn dollars,” resulting in the need for replacement aircraft and parts sooner. In driving a culture change from consumption to cost-wise readiness, Navy Aviation leadership realized they had to drive home the message that consumption of resources for the purpose of retaining future resources, or readiness levels higher than those required by the combatant commanders, was not acceptable. They did this with humor, as when Vice Admiral Mike Malone, Zortman’s predecessor, acknowledging that the readiness award instruction for Naval Aviation rewarded consumption rather than cost-wise readiness, dryly stated, “I have met the enemy . . . and it is me!” The instruction was revised to reflect the new goal of cost-wise readiness. They also drove this cultural change with zealous attention to metrics and using those metrics to hold every element of the cost-wise readiness value chain accountable for delivering the right levels of readiness and no more.

**Figure 1. Naval Aviation Enterprise Principles**  
A Deliberate, Disciplined Process to Achieve Units Ready for Tasking  
at the Right Cost... Today and in The Future

- Apply a **Process** perspective
- Utilize a set of consistent, integrated, and hierarchical **Metrics**
- Ensure full and consistent **Transparency** of data and information throughout
- Establish and maintain process **Discipline** throughout
- Establish and maintain **Accountability** for actions and results throughout
- Apply an **Integrated Governance** structure

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## Opening the Aperture

As Navy's Aviation leadership learned more about the processes that produce aviation readiness the governance structure of what is now the NAE began to form. Complementing Navy's efforts to develop a comprehensive human resource strategy, leveraging the entire workforce (military-active and reserve, civil servant, contractor support) to deliver readiness, the NAE formed a Total Force Readiness Team. As leadership grew to understand the value chain of producing readiness they acknowledged that greater emphasis on both financial management and life-cycle cost also were necessary. Finally, with responsibility for resourcing and preparing the Navy's aircraft carriers for combat, they realized they needed to eliminate the inefficiencies in carrier readiness using the same methods that produced improved efficiency in aircraft readiness. Thus, the NAE Carrier Readiness Team was formed, expanding NAE's influence not only throughout Naval Aviation but into the Naval Sea Systems Command as well. Today, the NAE has evolved into the governance structure illustrated to the right.

## Naval Aviation Enterprise Governance

The core members of the NAE Board of Directors are:

- Commander, Naval Air Forces (CNAF)
- Commander, Naval Air Systems Command (NAVAIR)
- Commander, Naval Air Forces Atlantic (CNAL)

- Naval Aviation Systems Resource Officer (OPNAV N88)
- Naval Aviation Readiness Resource Officer (OPNAV N43)
- The NAE Total Force Readiness Lead (Human Resources)
- The NAE Chief Financial Officer

Other commands, including Naval Supply Systems Command, Space and Air Warfare Command, Commander, Navy Personnel Command, Navy Education and Training Command, Navy Installations Command, Marine Corps Deputy Commandant for Aviation and Joint Commands, such as the Defense Logistics Agency

(DLA), also actively participate in the NAE, as they impact Naval Aviation readiness and cost.

The operational arms of the NAE are a series of cross-functional teams (CFTs) that focus on Naval Aviation Readiness (the NAVRIIP team, Total Force Readiness [military, civilian and contractor personnel] and Cost Management). The CFTs identify barriers, define metrics for key processes that create cost-wise readiness, initiate actions and track results. These teams have demolished the stovepipes that formerly kept aviation commands isolated and apart. In fiscal

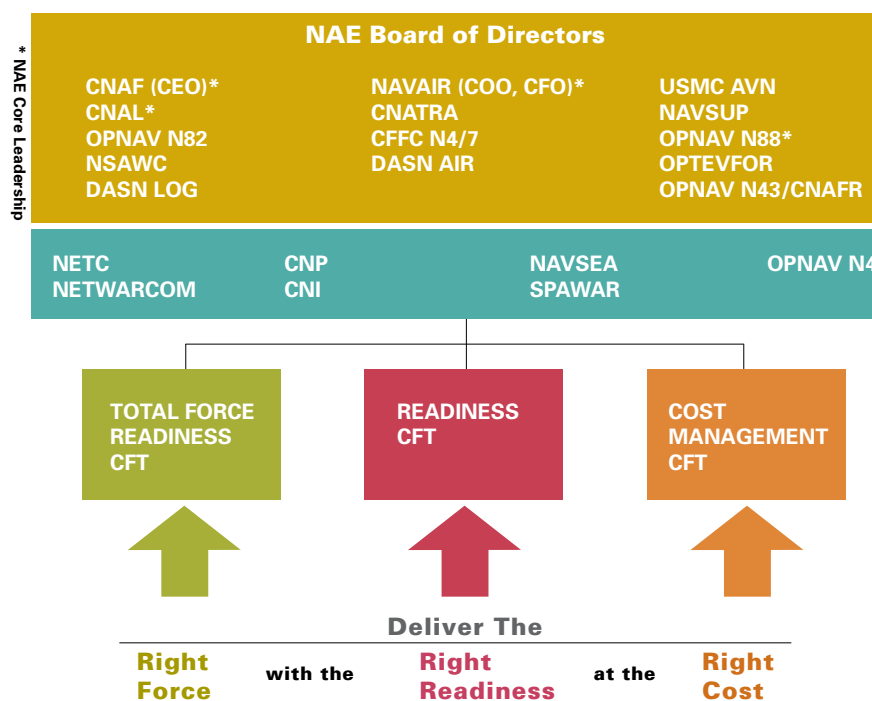
year 2005, for example, this team approach has enabled Naval Aviation to fly more hours for less money. The NAE was able to return \$50 million to Navy leadership while also covering a number of emerging budget demands within Naval Aviation that otherwise would have been unfunded requirements.

NAE is constructed in a triad, with the operators, led by Commander, Naval Air Forces, at the top. The other corners of the triad are the resource providers, generally the Navy Resource Sponsors, and the providers – all those organizations that enable the delivery of resources into readiness. The Navy's shore installation management organization, Commander, Navy Installations (CNI) is a key provider in enabling readiness in the NAE and across all warfare domains. CNI, through its Air and Ports Operations Program Director, actively participates in the NAE.

As a result of knocking down stovepipes, the NAE is developing significant changes to the way the Navy will conduct aircraft maintenance in the future. The Naval Air Systems Command leader, Vice Admiral Wally Massemburg, explained that new concept to a group of depot artisans at North Island in January 2006:

"We're combining intermediate and depot maintenance in the new Fleet Readiness Centers because it's a much smarter way to do business, much more efficient and much more

Figure 2. NAE Domain



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effective. It drives our repairs as close to the flight line as possible. By consolidating maintenance, streamlining the supply chain for parts and reducing man-hours we can reduce the costs of our business today in order to realize our future and buy the airplanes we need," he said.

Speaking to the same group about the importance of teamwork, Vice Admiral Zortman addressed the value of enterprise behavior, stating, "Enterprise allows everybody to see how we're doing as a team. And when you do that, all of a sudden, the guy in the depot and the guy on the ship are not only interested in what they're doing, they start to work together to find the best way to produce ready-for-tasking aircraft. We're not in the business of fixing airplanes. We're in the business of flying them to produce warfighting readiness. Right now, as we speak, that's happening over Iraq. There isn't a 'wait 'till tomorrow and we'll have an airplane up' attitude. We need reliable, capable aircraft with trained people flying them, maintained in a way so they can deliver day or night when the Soldier or Marine on the ground needs them."

### Partnering with Industry to Produce Future Capability and Cost-wise Readiness

A critical element in delivering cost-wise readiness, both today and in the future, is the understanding by industry of Naval Aviations objectives and a partnering effort to achieve those objectives. Over the last 10 years

Naval Aviation has purchased 57 percent of the aircraft it had originally planned to buy. This reduction in purchasing power was the result of two major elements. First, a reduction in the dollars spent on aircraft. Secondly, an increase in both purchase price and the research and development expense needed to bring a complex air weapons system from conception to the fleet. In March of 2006 the NAE held an Investment Alignment Symposium for 300 Naval Avia-

tion and industry leaders. Admiral Mullen spoke about the priorities and goals in today's Navy.

"I'm very anxious to view what's going on here," Mullen said, "which is partnering with industry so we're all on the same sheet. And being on that same sheet, we move forward. I believe to the degree we can do that together, almost anything is possible, and to the degree that we separate, almost nothing is possible. That's a real fundamental undertaking for me, whether it's ship-building,

aviation or any other part of the business. We've got to understand each other and then move out."

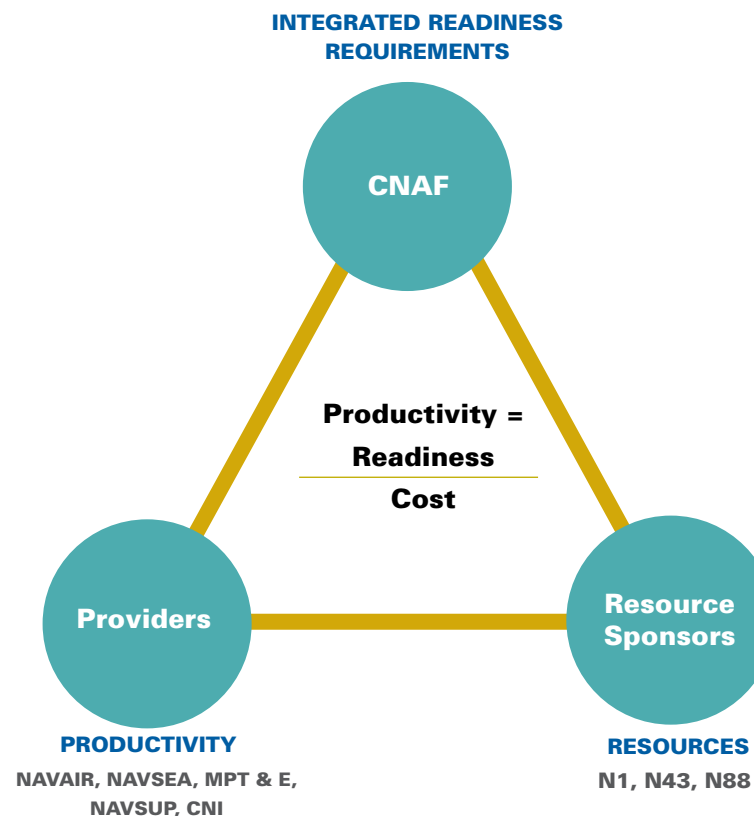
Mullen also talked about flexibility of warfighter response and how important that capability is: "I believe that this is the maritime century and that the Navy/Marine Corps team will be in the position to make a difference, to be dispersed, netted, disaggregated, aggregated, depending on whether it's a theater, a security engagement kind of operation, or whether it's a major combat operation. We're going to be called in ways that we just can't imagine right now. And there are a lot of people depending on our ability to respond."

Achieving that capability will require making some tough decisions, Mullen said, but he's confident in today's Navy and encouraged by the teamwork of the NAE.

"The Naval Aviation Enterprise has been a terrific example" said Mullen, "able to do what we do now and figure out the best way to move together in the future and to try to add a complete understanding of the whole picture."

Navy Captain Ken Ireland serves as Executive Assistant for Naval Aviation Enterprise for Vice Admiral Jim Zortman, Commander, Naval Air Forces. A helicopter pilot, Captain Ireland has significant operational and major staff experience, including a tour as a Navy Region Deputy Commander. He was awarded the Secretary of the Navy's "Revolution in Business Affairs Beacon Award" in 2001 for his efforts in managing the Naval Aviator Production Process Improvement.

Figure 3.



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# Managing Environmental Compliance on a Shoestring Budget

By Brian Moyer

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Army installations face continued uncertainty in all aspects of funding due to mission priorities related to war-fighting activities. And, while environmental compliance is vital to installations' sustainability, even environmental projects have to compete for scarce resources. As every environmental practitioner knows, it is a challenge to stay in compliance with local, state and federal statutes when funding for labor and equipment to achieve compliance is jeopardized. Yet, some creative

include legacy Army-owned waste water treatment systems, air emission points under Title V permit requirements and storm water control systems. Without the funding to actually procure silt fence, water treatment chemicals, equipment and scrubbers where these are compliance challenges, installations will not stay in compliance for very long. Installations have

installations in compliance.

### Understanding and Communicating Problems

Many low-budget methods to improve compliance are within the capabilities of virtually any staff or contractor support on any installation. Most of these fall into the category of systems controls and training. Generally, we rely on technology to improve compliance. We

cal way to do this. We already have staff in place and in many cases we have contractor support too.

The Installation Management Agency (IMA) embarked in 2005 to improve compliance by endorsing a Compliance Improvement Initiative (CII). Responding to an increase in 2004 of environmental enforcement actions, IMA, under the leadership of the Office of the Director of Environmental Programs (ODEP) set forth new direction that was more cross-cutting within the environ-

*We can better achieve compliance through thoughtful communication in a “compartmentalized” environment. ...*

thinking and process management during the lean times can go a long way toward maintaining and even exceeding environmental stewardship standards with only minimal financial support. This article will explore ways that simple process improvement and oversight can facilitate environmental compliance on a shoestring budget.

Before we explore some of those methods one needs to understand that there are several areas where funding is absolutely necessary to remain in compliance. Those areas

the tools and the responsibility to ensure these needs are captured using current Army systems including Environmental Performance Assessment System (EPAS) audit findings, internal Environmental Management System (EMS) audit findings and the corrective action reports and programs that go with them. We have the tools to acquire the non-negotiable funding to keep

install storm water control devices, air pollution control equipment, hazardous materials storage facilities and waste water treatment controls. But when the money stops flowing or is held up, we have to go back to process improvement and attempt pollution prevention through procedural fixes and training. Using labor or the human resource is the logi-

*Constructing logical feedback loops is at the heart of a well-functioning system.*



mental program. Compliance often lies at the intersection of program elements and communication. CII attempts to relate EMS efforts with EPAS, Internal Corrective Action Plans (ICAP), (Environmental Quality Control Committee (EQCC) meetings, etc., for improved communication from installation to headquarters. The importance of a program like this is in the cross-disciplinary approach to problem solving related to the generation of enforcement actions.

# Managing Environmental Compliance on a Shoestring Budget (continued)

By Brian Moyer

We can better achieve compliance through thoughtful communication in a “compartmentalized” environment that Army program management offers. Constructing logical feedback loops is at the heart of a well-functioning system. When inspectors arrive and more importantly, when internal auditors find deficiencies in our compliance programs, a corrective action plan (CAP) is generated. The importance of the CAP lies not in what it says, but what we’re required to do with regard to the findings. The feedback loop is not satisfied until every action is closed and reported as such to management. The closed actions do many things as long as it’s communicated effectively upstream. That means not only does the installation know about these activities, but the regions and headquarters also see them. This allows for systemic problems to be revealed and solved using methods potentially unknown to the installation. We do not merely count the total, but solve for the deficiencies so that they don’t happen as frequently.

## Management’s Responsibility

OK, now that the theory is understood, what actions can we take to make progress?

We must pay more attention to tracking the completion of corrective

actions at our installations. Most of the enforcement actions over the last five years have been operational and administrative in nature. In fact, more than 60 percent of the enforcement actions are brought on by failure to follow procedures as described, failure to follow permit requirements, and failure to follow regulatory requirements. These are symptoms of a failing management

such as Logistics and Plans are needed for the close, then we need to engage them in interdisciplinary conversations to solve the finding. Resource management commonly plays a part and we need only ensure they know about deficiencies requiring funding or labor shortages. Army has well-documented systems in place to report these needs vertically.



system. Tracking corrective actions is labor intensive and costs nothing more than time. However, we need to take the time to methodically review the findings and follow through with closing them out. If other functional stakeholders,

for developing computer-based training in environmental compliance. Everyone on an installation would benefit from desktop training on environmental awareness and we should move in that direction. One logical place to “plug in” to training already being accomplished is security. If we add an environmental awareness module to security training, we get visibility with virtually everyone walking onto our installations. A module explaining basic environmental concerns on any particular installation would do well to reduce contractor-caused environmental enforcement actions (CCENF) that have increased from 18 percent five years ago to 43 percent currently. Contractors operate Army systems to a greater degree every year and this population has to understand the Army installation compliance program before beginning their activities. “Catching” this population through security is an easy and low-budget way to ensure these folks are trained before starting work.

## Work With the Regulators

Our force projection installations have a new challenge to environmental compliance caused by the surges of troops coming in for mission-related training, mobilization and deployment. This is where relationship building with the

## Incorporate Training

Another low-budget way to improve compliance is through training. Most installations still run classroom training as funds have been limited

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regulatory community can pay dividends. We need to do a better job of convincing the local regulatory body that our mission is critical to the defense of the nation and that regulatory compliance is challenging at certain times in the training and deployment cycle. We cannot treat it as an excuse to fall out of compliance, but with time, patience and understanding, installation staffs can develop the trust with regulators that will enable the installation to ask for accommodation in regulatory oversight. Developing these relationships requires an open flow of communication. If we notify officials that we are coming upon a surge time when we will be challenged, they may bend a bit and hold off on inspection burden. They actually want to help us in our mission and as long as we are on the level with them, they generally lean toward leniency. With that however, comes the responsibility to pick it up again after the challenge is over.

This too has to be communicated. With the advent of EMS and other management programs and systems, the EPA and state regulatory bodies have been much more open to alternative strategies for compliance and most of these fall into the category of low-budget.

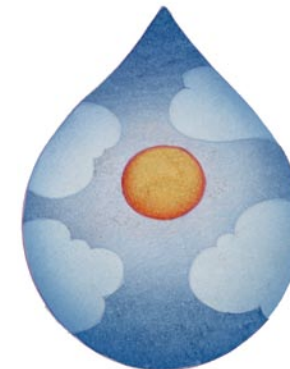
### Get the Commander's Buy-in

Finally, management engagement and championship is a critical low-budget component to a well-run and low-risk compliance program. This also takes time, understanding and people skills to accomplish. Garrison commanders have mission requirements, and environmental managers and action officers must do a better job translating requirements to these commanders in meaningful terms. We must attach the business case and long-term consequences to our proposed actions and compliance challenges. In order to do this, we need to follow-up with activities against our deficiencies as mentioned earlier and analyze for the business case. How does the compliance challenge directly or indirectly affect mission at my installation? How might we find ways to fix this within current restrictions and troop throughput? If we answer these basic questions thoughtfully, we often have the answer and support for our commanders trying hard to juggle resources and mission. The starting point for this is effective communication using Environmental Quality Control Committee meetings or equivalent. Compliance

challenges should not be hidden but shared using mission language that illustrates clearly the risk associated with failure to act. If there is little risk, we must go back to the start and find out why this is a compliance problem.

### We Can Do This

In the end, we see there are many ways to achieve greater compliance in a climate of diminished resources. Though the solutions are never easy, they are often simple. We need to relate better to our Soldiers and staff. We need to open paths and communicate better with our management lines. We need to truthfully analyze compliance challenges for risk and ensure our corrective actions are creative and effective. In short, we need to increase the use of our human interaction skills to convince the regulatory community our mission and theirs is simultaneously important.



Brian Moyer is an environmental specialist. He is a contracted employee currently serving with the Installation Management Agency Environmental Division.

# Transforming Our Collective Future: The Role of Public Involvement in Building a Sustainable Army

By Karen J. Baker

The Army's sustainability vision, outlined in The Army Strategy for the Environment, Sustain the Mission – Secure the Future, is an essential part of the transformation of capabilities needed to ensure that the Army remains ready and relevant in the 21st century. This vision provides the Army with long-term goals to sustain its mission in the midst of rapid and profound social change and the increasingly challenged and compromised capacity of natural systems to support society.

Sustainability experts often describe this concept as one of a closing "funnel"<sup>2</sup> in which demands on our natural resources continue to increase, while the availability and quality of these resources continue to decline. Today's Army installations understand these intense pressures all too well. In the midst of rapid change brought about by transformation, Base Realignment and Closure (BRAC) and global repositioning, installations also continue to experience

**"We are working aggressively to ensure that our Soldiers of today – and our Soldiers of the future – have the resources they need to accomplish their mission. These include land, water, and air resources needed to train and test systems; a healthy environment in which to live; and continued support of local communities, government officials, and the American people."**<sup>1</sup>

The Army Game Plan 2006

constraints and challenges brought about by growing surrounding communities.

A look at future trends seems to indicate that installations will continue to experience further closing of that funnel. If the relationship between land use and population in the last decade continues, there will be 45 million more acres of developed land – equivalent to about the size of North Dakota – in 2030 in the contiguous United States than exist today.<sup>3</sup> In the years 1980-1996, nearly 20 Army installations experienced population growth higher than the national average rate of growth in the same time period,<sup>4</sup> with many of the major power projection platforms (to include Fort Carson, Colo.; Fort Hood, Texas; Fort Campbell, Ky.; and Fort Lewis, Wash.) experiencing 19 percent or more growth than the national average.<sup>5</sup> All forecasts show that these areas will continue to experience high growth.

The Army, in adopting a sustainability strategy, recognizes that to continue to realistically train, it will have to find innovative approaches to address the limited amount of land, air, water and other resources necessary to achieving its mission. Installations will have to work collaboratively with their neighbors in order to forge solutions that allow the entire community to meet its needs.

The Army Strategy for the Environment defines sustainability for the Army in the following terms: "a sustainable Army simultaneously meets current as well as future mission requirements worldwide, safeguards human health, improves quality of life, and enhances the natural environment."<sup>6</sup> To further illustrate sustainability in an Army context, the Army developed its own "triple bottom line:" mission, environment, and community. This concept recognizes the interdependence of these three elements and the importance of taking a holistic, systems view of issues in order to develop solutions.

Sustainability is a concept embraced by a number of leaders of industry in recent years. These corporations are adopting sustainability as a competitive advantage by taking a thorough look at how their processes impact not only their financial status, but the environment and social well-being (the "triple bottom

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line”). There is mounting evidence to prove that sustainable practices pay off. Innovest Strategic Value Advisors, an investment advisory firm that specializes in analyzing companies’ performance on environmental, social, and strategic governance issues, reported that socially responsible investing assets grew by 3 percent in 2002 while other professionally managed assets dropped by 10 percent. Innovest explains that investors are attracted to such firms because they perceive that managers successful in addressing the complexity of environmental and social issues are also able to excel in managing other aspects of their business, resulting in greater returns.<sup>7</sup>

Dow Chemical recently confirmed that sustainable practices can be profitable for the companies that implement them. In an announcement of a new series of sustainability goals CEO Andrew Liveris

stated, “It’s business-case driven, not a philanthropic effort.”<sup>8</sup> He stated that the \$1 billion invested in its earlier sustainability program had yielded benefits of \$5 billion, and was looking to achieve more profitable results by setting even tougher goals.<sup>9</sup>

Those firms who have embraced sustainability claim that in order to fully yield its maximum benefits, it must become core to the corporation’s mission and not a singular, stove-piped initiative. They also stress that engaging stakeholders as a core business activity is essential to the sustainability of their operations.

To meet the challenges of the future, the Army will have to work with local communities as partners in regional planning. As a recent report stated, “Despite the Army’s effort to create sustainable installations, it has realized that the

long-term vision for sustainable installations cannot survive in isolation, and must be part of a larger effort of creating sustainable communities.”<sup>10</sup>

The Army must adopt holistic approaches to creating solutions that recognize answers may not be found within the installation borders. It will have to apply systems thinking in a manner that acknowledges the Army as a component of larger systems – natural, social, economic and infrastructural. It must recognize that the “Community” in its triple bottom line is a viable force-multiplier and include it in its planning process.

## The 4C Concept

The Army Strategy for the Environment contains six goals:

- Foster a sustainability ethic
- Strengthen Army operations

- Meet test, training and mission requirements
- Minimize impacts and total ownership costs
- Enhance well-being
- Drive innovation

In accordance with the overall concept of sustainability, the goals are stated in the context of enhancing Army mission rather than stated from an environmental framework. Although the need to protect and conserve scarce environmental resources is evident throughout the text of the strategy, the goals are universal and important to all Army functional areas and will require the effort of all Army personnel to achieve.

Likewise, each goal acknowledges the need to build partnerships and collaborate with internal and external stakeholders to achieve sustainability (See Table 1).

**Table 1.**  
Potential Ways That Public Involvement Can Contribute to Accomplishment of Each of the Six Goals of the Army Strategy For the Environment

### Foster a Sustainability Ethic

- Promote education of Army workforce on sustainability principles
- Make transparency/openness part of sustainability ethic

### Strengthen Army Operations

- Partner with others to develop sustainable practices that will minimize the environmental footprint and logistical tail
- Use public involvement practices during deployments to improve situational awareness, improve sustainability practices and to leave a positive legacy upon redeployment

### Meet Test, Training and Mission Requirements

- Active collaboration with communities to create buffers/resolve other issues

### Minimize Impacts and Total Ownership Costs

- Incorporate Environmental Management Systems (EMS) principles and practices into public affairs programs

### Enhance Well-Being

- Develop and support policies that promote healthy communities, as well as fair and meaningful involvement by all

### Drive Innovation

- Develop partnerships with other government agencies, the private sector, academia, and international organizations to further leverage the science and technology base

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Yet, it is in the text of the “enhance well-being” goal where the Army makes its most definitive statements of commitment to public involvement. The last line of the goal statement reads, “We will strengthen and build new community partnerships to achieve sustained and sound environmental stewardship and a ready military force through communication, coordination, consultation, and collaboration.”<sup>11</sup>

The concept addressed in this sentence has become known as “4C.” More than just a list of words beginning with the same letter, they were chosen to represent increasing levels of involvement with the public from simply conveying information (communication) to the end-state of working together toward a common purpose (collaboration). The 4C concept recognizes the importance of employing each “C” in involving stakeholders. Just as an Army Senior Environmental Leadership Conference panel that convened in 2002 defined public involvement as “the full range of actions used to involve people in Army activities that affect the public and other interested parties,”<sup>12</sup> the 4C concept acknowledges that to truly “foresee” issues and potential solutions, the Army must strategically employ the full range of all four “Cs”. However, to achieve sustainable partnerships and communities, it must strive to achieve the fourth “C” of collaboration in all its operations.

### The Case for Collaboration

While numerous laws and regulations require that the Army involve and inform the public, there are few – if any – legal requirements requiring the extensive

collaboration as described in the Army Strategy for the Environment. Yet, as the Army’s sustainability strategy moves it “beyond compliance,” it must employ new techniques to achieve its goals. Collaboration is an extensive effort that creates a scenario in which, instead of convincing others of the value of a certain course of action instead creates a scenario in which “dialogue focuses on deep listening with empathy, expressing hidden assumptions focusing on common interests and searching for conceptual breakthroughs.”<sup>13</sup>

This type of interaction with stakeholders is time-consuming, challenging and often requires relinquishing a position of authority on the issue. Given these obstacles, why would an Army organization venture into a collaborative relationship with outside entities? A growing number of business cases and Army examples point to the greater benefit of moving toward collaboration. A few of the major advantages of collaboration include increased understanding and trust, a greater range of options to consider and reduced risk.

### Increased Understanding and Trust

In many cases, the act of creating a collaborative process can create benefit that extends beyond the project or the decision at hand. From such a process, informal networks emerge and all parties reach a greater understanding about each other’s needs, goals and operating procedures. The complex challenges of sustainability offer the Army a great opportunity to work with a wide variety of stakeholders within local communities, environmental organizations, scien-

tific institutions and industry to achieve mutually beneficial solutions. Planning for sustainability requires taking a long-range view of an issue, often diffusing conflict that entities may have in the “here and now” (at least temporarily) to open the way for more constructive discussion of a common future.

Alan AtKisson, a leading sustainability consultant, who co-founded the regional effort Sustainable Seattle, observed the effect that coming together to discuss sustainability indicators could have on building bridges within a community.

“The process of creating indicators is almost more important than the indicators themselves, because of the way the process brings people together and changes their perception.”<sup>14</sup> In his book *Believing Cassandra*, he refers to the changes in perception, organization and communities as a result of such projects “side effects” and claims that they are just as valuable as the agreements and actions that result from the collaboration.<sup>15</sup>

The Army has observed this effect in its Installation Sustainability Programs, in which installations develop long-term plans that address how the installation can effectively meet its mission while addressing concerns that impact sustainability. In a series of multi-day workshops, installation representatives and external stakeholders meet in multi-disciplinary teams that develop 25-year goals and construct plans to achieve them. It is important to note that the pioneers in establishing ISPs were installations such as Fort Lewis, Wash., and Fort Bragg, N.C. – large power projection platforms

that provide millions of hours of warfighter training annually and support populations in the hundreds of thousands.

The organizers of these events have found that the planning process fosters a greater communication flow — not only between the Army and its potential regional partners, but also amongst different functional areas across the installation. “The plan is ancillary to the understanding and the teams,” observed Manned Messenger, of the Installation Management Agency’s Southeast Region.<sup>16</sup>

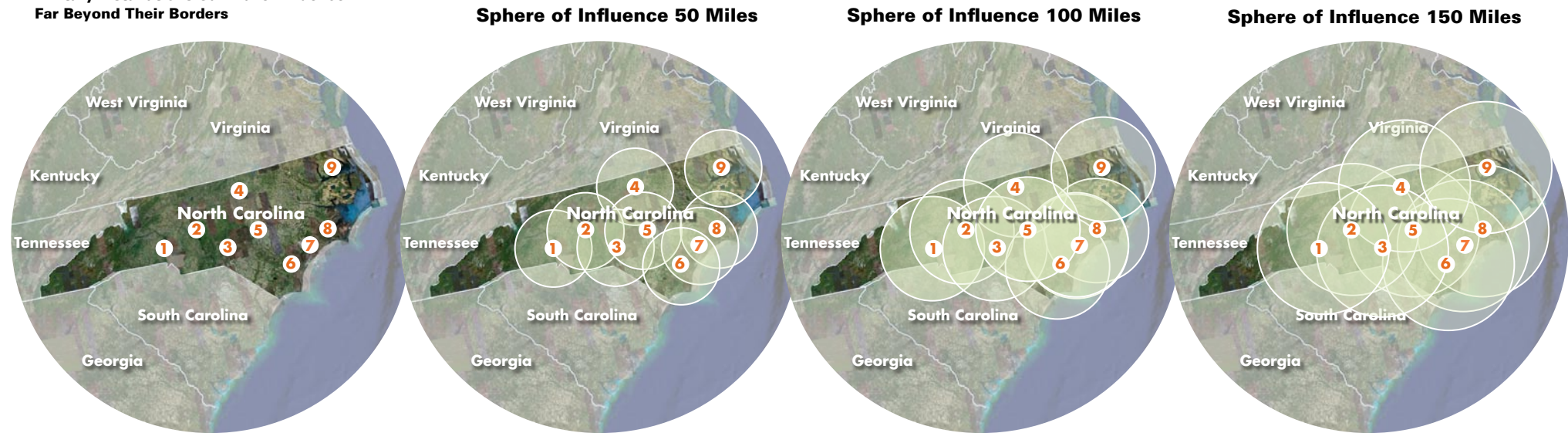
The benefit of a collaborative process such as the ISP transcends beyond the specific solutions forged in the meeting rooms. Through workshops such as these, and the subsequent work conducted to meet the goals agreed to in the workshop, Army representatives are offered an opportunity to provide their neighbors a view of the Army unfiltered by the media or any other third party. By actively listening and working side-by-side with stakeholders, the Army can achieve a greater understanding of the larger concerns of the community, and use this information to build better overall plans and develop strong, long-term community relationships that will support and help to sustain the Army mission.

In describing the advantage that its ISP process has brought to Fort Bragg, its leadership points out that the installation’s “sphere of influence” can extend 50 to 150 miles outside its border.<sup>17</sup> The combined efforts of all military installations located in North Carolina working

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**Figure 1. Sphere of Influence**  
Military Installations Can Have Influence Far Beyond Their Borders



These Maps Show the Sphere of Influence of North Carolina Installations From 50 - 150 Miles

1 Charlotte/Douglas AGS 2 Badin AGS 3 Fort Bragg/Pope AFB 4 Camp Butner 5 Seymour Johnson AFB 6 ML Ocean TML Sunny Point 7 Camp Lejeune 8 MCAS Cherry Point 9 USCG Elizabeth City

toward similar sustainability goals would blanket the state and extend beyond state borders. By continuing to support and expand the ISP program, the Army has a powerful opportunity to both improve the overall sustainability of the nation, as well as maintain public support.

### Greater Range of Options

Sustainability is a complex issue. To approach issues in the systematic, holistic manner that sustainability requires of us, representatives from a multitude of backgrounds and disciplines must participate. To fully develop sustainable plans, Army installations will have to solicit a host of ideas from "external" stakeholders to better understand its role in larger regional systems.

An advantage to participating in this type of collaborative process is that it often provides new information and new ways of looking at problems and solutions. Thomas Beierle conducted a case study on behalf of the National Science Foundation of more than 200 cases in which the public was involved in an environmental-decision making process led by either local, state or federal agencies. He observed that in a substantial number of the cases reviewed, participants added information that was not previously available to the government.<sup>18</sup>

In addition, adding people to the process who do not approach the problem in the same manner as the Army can offer new lenses with which to view issues. As Beierle stated in his study,

"While agency personnel are often constrained by program mandates to look at problems in narrow ways, the public is not. The public's broader perspective can help define problems in ways that lead to more effective management. It can also broaden the opportunities for agreement among parties. Narrow water quality questions turn into watershed solutions; environmental cleanup decisions turn into economic development plans; resource permitting debates turn into comprehensive resource management planning."<sup>19</sup>

When the crafters of the Army Strategy for the Environment developed the document, they committed to an inclusive process that sought input from all Army functional areas. By the time it reached

formal coordination, more than 100 Army representatives had participated in writing or reviewing the document. Once satisfied that the strategy had been captured in a manner that the entire Army could relate to the mission, the Army sought review from sustainability experts and key stakeholders within environmental organizations, the regulatory community, and industry. The result was a greatly improved document that moved relatively quickly through Army coordination, received recognition from key stakeholder groups and is now influencing a similar change in other federal agencies. The larger benefit to this process was the creation of partnerships that will expand the Army's capabilities to address the challenges of the future.

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## Reduced Risk

As the Army leadership stated in the introductory letter to the ASE, “The Army Strategy for the Environment does not pretend to dictate all the answers.”<sup>20</sup> As stated before, the concept of sustainability is complex and requires experience in many disciplines. Combine that complexity with the impossibility of predicting how future issues will impact any number of scenarios, and there is a great deal of risk and uncertainty associated with sustainability planning.

A widely held concern amongst environmental experts is that public participation processes are ineffective because the “lay people” involved do not pos-

states, “The information problem in local environmental disputes is often (indeed, regularly) not that the expert knows things that the citizen cannot grasp. The larger problem, rather is that much of what both would like to know is unknown (and in the unforeseeable future, likely unknowable) by anyone.”<sup>22</sup>

Compounding the challenge of reaching sound decisions that will endure are the complex interrelationship between social, economic and environmental systems. Today’s Army faces the very real risk of continued restraints on training due to current environmental concerns, which will be compounded by continued degradation of our natural

**“A sustainable Army simultaneously meets current as well as future mission requirements worldwide, safeguards human health, improves quality of life, and enhances the natural environment.”**

ness sufficient technical expertise to reach scientifically sound solutions. The results of Beirle’s case study counter that argument. Of the advisory groups he surveyed, 40 percent of the groups had “significant level of technical capacity” amongst its participants, while another 45 percent were determined to contain at least some participants with enough technical expertise to act as resources for the rest of the group.<sup>21</sup>

Christopher Foreman, University of Maryland public affairs professor and Brookings Institution senior fellow, believes that the issue is not the technical nature of the information, but the greater uncertainty associated with many aspects of environmental science. He

systems while fielding new weapons systems, adjusting tactics, and consolidating forces through BRAC and overseas relocation. In short, the Army faces uncertainty in making decisions that work today and preserve future options. The Army must collaborate with others to learn what options might work and which options surrounding communities will support.

## Recommendations for Improving Army Public Involvement

Establishing the benefits of collaboration is easier than putting the right elements in place to ensure that the Army practices collaboration on a regular basis. Some of the key elements of an effective Army public involvement program would include the following:

- Staff at all levels are skilled in public involvement practices: Currently no official Army training program exists that gives practitioners a complete set of skills necessary to conduct comprehensive public involvement. There is need for a course that provides background on sustainability concepts, partnership building, risk communication, basic tenants of two-way dialogue, in combination with “traditional” public affairs activities, such as media and community relations. To bridge the gap, the Army launched the “Army Public Involvement Tool Box” ([www.asaie.army.mil/pitoolbox](http://www.asaie.army.mil/pitoolbox)) in March 2005, a Web-based compilation of tools and guides that Army practio-

**There is mounting evidence to prove that sustainable practices pay off.**

ners can download and customize to meet their program needs. While it was met with positive response from Army users, as well as other federal agencies and some stakeholders, the site is only a small step toward creating what must be institutional practices.

- A central repository and distribution method for best practices: A recent report published by the IBM Center for The Business of Government stated that the need for such a system is a common problem amongst government agencies: “The knowledge of how to ‘do’ citizen engagement better is too thinly distributed among departments across agencies. There is no central coordinating mechanism for the collection of best

practices and emerging techniques.”<sup>23</sup> The Environmental Protection Agency is in many instances a leading government expert in public participation practices and initiatives. Yet in a report published in 2001, the agency identified a key problem in disseminating lessons learned across all program offices. “The wisdom and experience gained by EPA staff implementing these efforts can be lost from one activity to the next, making it difficult for the rest of the Agency to benefit.”<sup>24</sup> The Army has a similar challenge in capturing lessons learned. To get such information into the hands of Army personnel in need of it, useful cases should be added to the Army’s established les-

sons learned reporting system. In addition, the Army should also consider a virtual “community of practice” for more informal information exchange.

- The Army harnesses the full potential of today’s communication technology: In the Internet age, the public expects instant, direct communication with its government. The connectedness that today’s technology provides enables individuals and organizations to monitor activities from remote locations and to communicate instantaneously with others throughout the world. As Secretary of Defense Donald Rumsfeld stated in a July 2005 Wall Street Journal editorial, “Today, e-mail, cell phones and



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**Table 2. The “Old” vs. “New” Leadership**

Old Mindset about Stakeholder Value	New Mindset about Stakeholder Value
It's not a core business issue	It's part of the core business target
It's a cost center	It's a source of innovation, profit & growth
It's a project for specialists	"I own it"
I'm a victim (of the media, of NGOs, etc.)	I'm responsible for stakeholder perceptions
I'll deal with it if I'm forced	I choose it because I see its value
It's us vs. them (company vs. stakeholders)	It's us and them
Not part of short-term financial results	Both near- and long-term results are needed
It's an issue-by-issue problem	It's a whole system opportunity

digital cameras give every citizen and soldier global reach near instantaneously. Something that is happening, or that a person may think is happening, in one location is instantaneously transmitted to multiple addresses halfway around the world across digital networks.<sup>25</sup> Suddenly “community” may not be only those located right outside the fence. The Army must learn to use today’s communication technology to the fullest, both as a means of providing instant, accurate information to broad audiences, and by providing interactive means by which interested parties can engage with the Army on issues.

- Resources are available for public involvement activities: Public involvement is a time-intensive, continuous process. For public involvement practices to truly be integrated into the Army operations there must be better resourcing for such activities. The investment in public involvement is a challenge for many organizations and commands in this era of stretched budgets. Yet often the situation is one in which the upfront

investment in engaging stakeholders is much less expensive than the consequences of not conducting involvement activities. The loss of training time due to suspended operations, time spent defending bad press, and the long-term damage to goodwill and public support that accompany them – while not included in current Army costing analysis – is usually far more expensive than advance planning and funding at the beginning of an operation. The IBM Center for Business of Government cites that involvement activities designed to create greater community consensus can often save money and speed actions, especially because the public feels less compelled to seek legal mechanisms to stop government actions.<sup>26</sup>

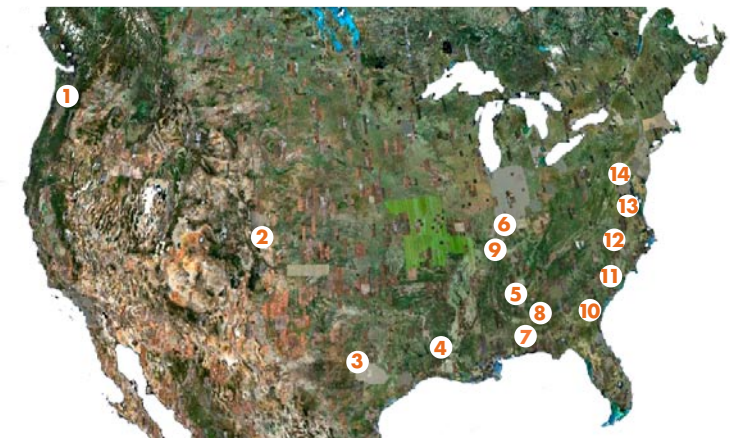
- Leadership at all levels that actively supports and participates in public involvement: As the recently released Leader’s Guide to Environmental Public Involvement states, public involvement requires purpose, direction and motivation.<sup>27</sup> All of these important elements must come from the senior leaders of an organization. For the “4C” concept to truly become institutionalized for

the Army, senior leaders must actively participate in collaborative forums, as well as actively encourage and motivate commanders at all levels to do so. In addition, they need to foster an environment that supports public involvement by adopting policies and practices that empower commanders at regional and local levels to not only engage with their surrounding communities but to commit to and act upon decisions made in regional collaboration. The importance of leadership can be illustrated in the success of corporations who have instituted stakeholder involvement approaches to doing business. In an article in the Winter 2005 issue of the Journal of Corporate Citizenship, Chris Laszlo of Sustainable Value Partners maintains that capturing the full value that stakeholders can contribute to a corporation

requires “integrating a stakeholder perspective in everything the company does.”<sup>28</sup> Achieving the fullest potential of a corporation requires that the CEO adopt a “new mindset” that welcomes stakeholder participation as a valuable contribution to competitive advantage and considers stakeholder involvement a core part of its business.

Army leadership has articulated the need for such a shift in mindset. In a February 2004 Army Magazine article, Brig. Gen. David A. Fastabend of the U.S. Army Training and Doctrine Command (TRADOC) Futures Center, stated, “Learning organizations operate in the sunshine, sharing their work with a broad network and rapidly processing feedback as it is received. They actively seek views and suggestions from industry and intel-

**Figure 2. Installations Engaged in Sustainability Planning**



1 Lewis 2 Carson 3 Hood 4 Polk 5 Anniston Army Depot 6 Knox 7 Rucker 8 Benning  
9 Campbell 10 Stewart/Hunter 11 Jackson 12 Bragg 13 Eustis 14 A.P. Hill

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ligentsia, private citizens, and politicians, thereby creating a constructive, two-way communication process.”<sup>29</sup>

In addition, Army Field Manual 1 states, “Army leaders are seeking to innovate radically. They want to move beyond incremental improvements to transformational changes. They continue to identify and test the best practices in industrial and commercial enterprises, the other services, and foreign military establishments. They review history for insights and cautions. Consistent with security, they share information and ideas across organizational, public, private, and academic boundaries.”<sup>30</sup>

## Conclusion

As the Army continues to transform to meet the challenges of the future, the Army Strategy for the Environment offers a mechanism for change that is consistent with the Army’s strategic context and Army leadership’s call for systems thinking and innovation. Sustainability offers an opportunity to approach issues from a new perspective and demands that we review all our processes to maximize the benefits of the triple bottom line of Mission, Environment and Community.

The Army Strategy for the Environment recognizes that “the sustainable futures of our installations and our communities are inextricably connected.” The “4Cs” outlined in the strategy offer a means of achieving the goals of the Army Strategy for the Environment that support the overall Army mission. While the Army has made a start in improving its public involvement practices, as

Ray Fatz observed, “We have much work to do to ensure that involving the public becomes part of how the Army does business.” By taking a hard look at establishing greater collaboration with the public, the Army will be able to find innovative and effective ways to accomplish the mission, enhance our environment, and retain the public as a powerful ally as it navigates a complex and changing future.

Karen J. Baker is senior fellow with the U.S. Army Environmental Policy Institute, Arlington, Va. Ms. Baker also is chair of the Army Public Involvement Committee, a group of practitioners who develop tools and policy to help the Army engage its stakeholders in its decision-making processes, and the vice chair for Sustainability for the Society of American Military Engineers’ Environmental Committee. She holds a Master of Science degree in environmental sciences and policy from Johns Hopkins University and a bachelor’s degree in marketing from the University of Maryland. She has received advanced training in health risk communication and is a graduate of the Public Affairs Officer Qualification Course at the Defense Information School.

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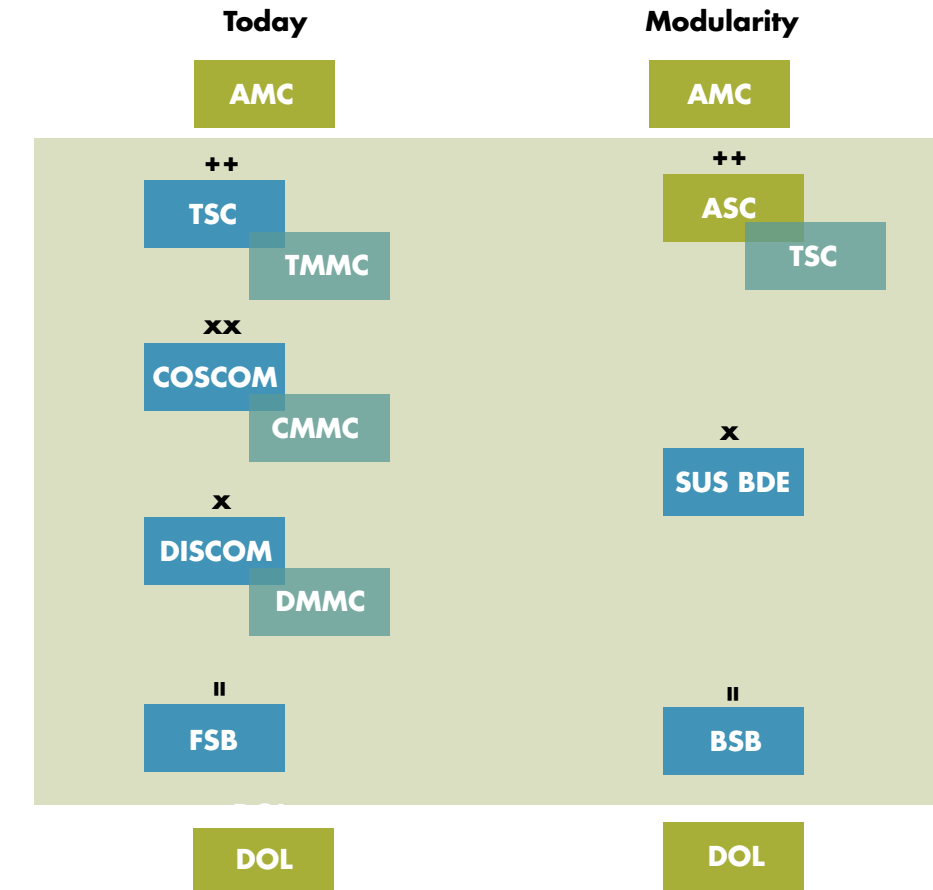
# Installation Logistics Faces New Challenges in Sustaining Army Modular Force

By Victoria Revilla

The Army is faced with the challenge of transforming itself to an expeditionary, campaign quality force while supporting two fighting campaigns on two separate fronts. In support of that transformation and mission operational tempo, Army logisticians, both in a deployed environment and in the garrison, are faced with significant changes to sustain the new formations while also changing themselves.

These changes require elimination of management levels, the design of more agile, streamlined organizations and development of new business processes while the number of personnel, equipment and complexity of systems in the tactical units are increasing. Tactical logistics is radically transforming into new formations and operating under dramatically different tactics, techniques and procedures (TTPs); and the installation logistics structure is a key component of the continental United States and national base to provide back-up support.

The new "brigade-based" Army is designed to be more responsive to regional combatant commanders' needs, better employ joint capabilities, facilitate force packaging and rapid deployment, and fight as self-contained units in non-linear, non-contiguous battle spaces. The new Modular Force formations are being tailored to meet specific missions and the changes to the logistics operational concepts are a major step in achieving required future force capabilities. Commanders at all levels must have timely information concerning force movement, condition of equipment, levels of sup-



plies and total asset in-transit visibility of the distribution pipeline to effectively develop operational plans and orders.

A logistics structure that provides unity of command from strategic to tactical level is the starting point from which to build this system. The elimination of corps and division support commands and materiel management centers provides the capability to leverage emerg-

ing technologies to link support among supporting organizations. For the logistician, this means streamlining traditional systems for command and control, theater opening, and theater distribution by combining similar and related functions as well as eliminating layering of command and creating inter-dependencies among the services to achieve greater efficiencies.

Logisticians must be prepared to conduct a broad spectrum of simultaneous operations, therefore, the installation logistics structure must be properly sized, trained and organized to be able to support this expeditionary force by providing the synergy where Soldiers train, mobilize and deploy to fight and are sustained as they "reach back" for support.

For the past two years, an Installation Management Agency (IMA) Modular Logistics Task Force has been intimately involved with the analysis and design of the required structure for the end-to-end processes, ensuring that logistics concepts and doctrine incorporates IMA's evolving role. For example, the IMA regions will work in coordination with Army Materiel Command (AMC) to forecast the condition and quantity of equipment returning to the installations from deployment and there will be cross-leveling of workload among the installations, synchronization of repair parts needed and management of dollars to better meet unit readiness timelines and training needs.

The total in-transit visibility for cargo containers – from the time a deploying unit submits a request through the Installation Transportation Office and the container reaches the final destination – is being revitalized to improve accountability and resource management. In sum, the installation Directorate of Logistics (DOL) will function/support similar to a sustainment brigade, while the tactical units are in garrison, to enhance the unit support capabilities, allow them to reconstitute and prepare for the next deployment or training event.

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# Installation Logistics Faces New Challenges in Sustaining Army Modular Force (continued)

By Victoria Revilla

The Army's Task Force Modularity and Task Force Logistics, under the guidance of the Training and Doctrine Command (TRADOC) led the way by bringing together all the stakeholders from the Army community and supporting agencies from the Department of Defense. Numerous general officer rehearsal of concept drills, working groups, tiger teams, seminars and products providing collaboration among

As the Army marches towards the goal of making AMC the single logistics integrator, logisticians from across the Army continue to conduct working sessions to define the "corporate" tools and methodology. In its integration role, AMC will serve as the process executive for logistics business processes at the installations and field-level contracts as well as their depots. To facilitate forecasting of logistics



Army G-4, Combined Arms Support Command (CASCOM), AMC, Forces Command (FORSCOM), U.S. Army, Europe (USAREUR), U.S. Army, Pacific (USARPAC) and IMA yielded the first draft of the Modular Force Logistics Concept pamphlet in January 2006.

requirements, AMC also is positioning to monitor unit readiness by assigning more of logistics technicians in the combat formations. The challenge facing the Army is defining what the level of integration should be by scrutinizing all roles and responsibilities at every echelon to ensure Army logistics focus on the customer's requirements in the most efficient and effective manner.

The most recent "Synchronization Drill" was hosted by the 18th Airborne Corps at Fort Bragg, N.C., on May 11, 2006, with 120 representatives and a general-officer panel present from across the Army. The Army G-4 and CASCOM will co-host all future senior-level panels.

The Army Sustainment Command (ASC), a subordinate command of AMC, will activate on Oct. 1, 2006, with the mission of operating a national Distribution and Materiel Management Center. The ASC will assist in forecasting and redistributing maintenance workload across the Army ... at all levels while units are in CONUS. The Logistics Support Activity (LOGSA), another AMC command, is responsible for providing the field a national logistics information warehouse with the data that was previously provided by the corps and division materiel management centers. More visibility of supply, maintenance and transportation requirements at all levels, better utilization of maintenance facilities on the installations and improving repair cycle time is the overall goal. Also included is the optimization of supply stock levels to support the various missions, changes in funding streams and programming for a corporate base equipment plan.

So what does this mean to the IMA logistics workforce? Let there be no mistake: There is increased workload; the need for better stream-

lined management techniques at all levels; and synchronization of support within constrained dollars, equipment and facilities. We must look to the future and understand the key role of installations logistics in the overall Army plan.

IMA Logistics Division is employing the TRADOC methodology for defining the installation logistics processes by addressing all aspects of doctrine, organization, training, leader development, materiel, personnel and facilities (DOTLMPF) for the end-state. All documents produced by all the various working groups are files on the Army Knowledge Online (AKO) and available to anyone interested in the work of any particular working group. Every IMA region has a number of individuals working on the logistics impacts from the Army Modular Force implementation.



Victoria Revilla is a contracted employee currently performing as the Installation Management Agency liaison to the Combined Arms Support Command with the responsibility for developing installation logistics concepts and doctrine. She has more than 31 years of active-duty service in the Army to include such positions as the Training and Doctrine Command G-4, an area support group commander and deputy commander for Defense Logistics Agency, Europe. **tion than that which they left.** For commanding general of the 7th Infantry Division and Fort Carson.

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# 7th Infantry Division and Fort Carson: Supporting Modular Expeditionary Forces within the ARFORGEN Model Using the 'Docking Station Concept'

By Major General Robert W. Mixon Jr.

Fort Carson, Colo., has exercised senior mission commander responsibilities for a number of brigade-level organizations since the 4th Infantry Division Headquarters cased its colors and moved to Fort Hood, Texas, in November 1995. With the activation of the 7th Infantry

Division in 1999, Fort Carson also became responsible for training readiness oversight of three National Guard enhanced separate brigades including the 39th Enhanced Stryker Brigade Combat Team (eSBCT) from Arkansas, the 41st eSBCT from Oregon, and the 45th eSBCT from Oklahoma.

As of December 2005, the Fort Carson and 7th Infantry Division commanding general is responsible for the resourcing, training, readiness and oversight (TRO) and administrative control of the 3rd Brigade, 4th Infantry Division (in coordination with the CG, 4th ID); 3rd Armored Cavalry Regiment; the 2nd Brigade, 2nd Infantry Division; and the 43rd Area Support Group. Additionally, we resource much of the training of the 10th Special Forces Group, 71st Ordnance Group (EOD), 2-91 Infantry Training Support Brigade, and a number of other major subordinate commands located at Fort Carson.

In Fiscal Year 2006, our responsibilities will expand with Reserve Component TRO of all units west of the Mississippi River, a concept under

1st Army where we serve as the Headquarters, Division West, as 7th Infantry Division.

Although these combined responsibilities described above will change in two years with the return of the 4th Infantry Division Headquarters, as well as two more brigade combat teams (BCT) to Fort Carson, the characteristics of the installation will not change; in fact, they will continue to evolve as a prototype of the modular, brigade centric Army flagship installation.

## Introduction

In this expanded, multicomponent role, Fort Carson has now become a Power Generation Platform. This document presents a holistic perspective of how Power Generation Platforms provide resources and training readiness oversight to both assigned and additive Active Component (AC) and Reserve Component (RC) Modular Brigade Combat Teams in the construct of the Army Force Generation (ARFORGEN) model. During steady-state operations, these installations oversee



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brigade combat teams in varying states of the ARFORGEN cycle – not always aligned with a higher headquarters – in our traditional manner. To meet these demands U.S. Army Forces Command (FORSCOM) has identified “flagship” installations that are capable of receiving multiple BCTs and headquarters, providing them with all the assets they need to “dock” at the installation, receive required resources for modernization, and generate renewed combat readiness in a relatively short timeframe. We expect that AC units going through this model will be assigned to Carson, and RC units will come to Fort Carson and Piñon Canyon post mobilization. Finally, the 7th Infantry Division will have the capacity to “reach” to all RC units in the Western United States through an integrated training support framework.

There is an array of functions that must either migrate to the installation or improve in capabilities under the docking station concept. The “plug and play” concept means installations like ours must possess the “steady state” capability to support BCTs:

- Reorganize upon returning from deployment
- Regenerate combat power and re-equip for the next mission
- Train for war via a joint-enabled, multicomponent training capability that offers a “Combat Training

Center-like” immersion experience replicating the future combat environment

- Project combat power forward through a multiphase deployment process with reach-back capability
- Sustain the needs of families of deployed soldiers through well manned and supported rear detachments

These capabilities must exist to support both AC and RC units. Key “docking station” competencies include:

## Training Support

An adaptive and integrated training support system can provide a joint training environment for modular corps and divisions, BCTs, and Soldiers, leaders and staffs, including a near combat training center-like experience as a mission rehearsal exercise when required. For Fort Carson, that capability includes an “immersion site” capability at both Camp Red Devil and Piñon Canyon that is division and BCT capable. It also includes joint-enabled, multi-component battle command training, interagency integration, air-to-ground operations in a live, virtual-constructive environment. For RC units in particular, we expect them

to fall in on pre-positioned “Equipment Training Sets” post-mobilization, so they can be immersed in a theatre environment faster, reducing the post-mobilization training time before deployment. Similarly, the training support framework includes observer-controllers, higher command and training oversight.

## Collaborative Support

Command and control construct that provides training readiness oversight and reach-back capability from theatre prioritizes, directs, coordinates, synchronizes and validates the training of docking units throughout the readiness gates of the ARFORGEN lifecycle.

## Life Support

An installation must provide standardized basic services to BCTs, including barracks at the 1+1 standards in garrison; contracted dining facilities (DFACs) that revert to BCT control when units return from deployment; BCT and battalion headquarters that are furnished and outfitted with information technology (Non-Secure Internet Protocol Router and Secure Internet Protocol Router) capabilities; company-level supply and administrative areas; and motor pools. Modular BCTs no longer retain a permanent geographical footprint on the installation. Before deploying, they clear their installation footprint, which is subsequently refurbished. When



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By Major General Robert W. Mixon Jr.

returning from war, the installation issues them a new available BCT area — always in better condition than that which they left. For RC units, the life support consists of providing pre-mobilization life support as available, but the real emphasis is on the immersion site environment for post-mobilization. Units fall in on the field site immediately on arrival and draw equipment, conduct Soldier readiness processing, link up with their TRO teams and begin intensive deployment training.

**Fort Carson will continue to evolve as a prototype of the modular, brigade centric Army flagship installation.**

## Maintenance Support

Actions include regenerating AC and RC BCTs equipment returning from theater, sustaining left-behind equipment, and maintaining the training set of equipment that is being rotated between units continuing to train on the installation. Combine AC, Army Reserve and Army National Guard equipment for the available audience. Develop an industrial logistics base that provides support for multiple BCTs at different stages of lifecycle to include demobilization, modernization and regeneration of AC or RC BCT equipment returning from theater. Use contract maintenance to provide the steady state high level of readiness in the training fleet so all units have access to useable equipment at every stage of training in the ARFORGEN cycle. Finally, we must have the capability to provide Army Materiel Command (AMC) and Communications Electronics Command (CECOM) support for new equipment fielding beyond the traditional New Equipment Training Team (NETT) concept, as transformation is now a continuous process at the “docking station.”

## Deployment Support

Installations must provide mobilization and demobilization capabilities, as well as deployment and redeployment operations, via proximate road, rail and air facilities, for BCT-size units. Both Fort Carson and Piñon Canyon provide these support capabilities.

## Conclusion

Fort Carson and the 7th Infantry have evolved to this “docking station” concept since 1999 through experiences gained as the integrated division and senior mission commander, and through transformation and our support for the Global War on Terror. There is actually a continuous cycle underway in this installation concept. We have organized our systems and functions across the installation to support a number of BCTs in any part of the ARFORGEN cycle to assimilate, train and deploy our BCTs, AC and RC, fully combat-ready, as they “undock” and depart the flagship.

Meanwhile, we also continue to provide a broad range of reach-back services, including individual readiness training, rear detachment operations, and family readiness group support. We learn from each deployed unit, and rapidly incorporate lessons into the current unit training and support underway.

When one of our BCTs prepares to return, it enters the redeployment window, and the installation finds them a docking location and begins energizing various support systems to bring them back into the reset and retain pool of the ARFORGEN model.

This concept of the flagship installation as a “docking station” will continue to mature with support from the Installation Management Agency, as well as the major operational commands.

The 7th Infantry

Division will have

the capacity to

“reach” all RC units

in the Western

United States through

an integrated

training support

framework.

Major General Robert W. Mixon Jr. is the commanding general of the 7th Infantry Division and Fort Carson.

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