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Journal of Installation Management

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IMCOM

8 **Yesterday, Today and Tomorrow – How IMCOM's Transformation Prepares Installations to Become the Army Communities of the Future.**
By Major General John A. Macdonald

45 **Increasing Environmental Services Buying Power through Strategic Sourcing**
By Randy Cerar

71 **Developing Additional Measurement Tools for the National Security Personnel System to Monitor Progress of Equal Opportunity Groups**
By Dr. Clinton M. Covert

Army installations are "The Army's Home"

Nothing says welcome to the Army's home better than our installations' main gates. It's an opportunity to make a good first impression to Soldiers, Families, civilians and visitors alike. At the same time, it is comforting to know the Army's homes are safe and secure because of Installation Management Command's antiterrorism and force protection programs.

One of our most famous installations is Fort Knox, Ky., which serves as a premier installation for training and developing our nation's Soldiers. Almost every Soldier in the armor force has served there at least once during his term of service, whether on the Armor School staff or in the initial entry training, in one of the noncommissioned officer courses or in one of the armor officer training courses. Fort Knox also hosts nearly 400,000 visitors annually at the showcase of the armor force and Fort Knox history - the Patton Museum. Well known for the Gold Depository, the familiar "Gold Vault" sits on property adjacent to the post.

Photo by Robert Stevenson

From the Commanding General

We are the Army's Home

The Installation Management Command Vision proudly proclaims: "We are the Army's Home." What does "The Army's Home" mean to the Soldiers and Families whom we serve? It is more than buildings or location. It encompasses everything we do to provide services, programs and facilities to Soldiers and Families of the finest Army in the world. "The Army's Home" encompasses excellent facilities and services, support groups and children's activities – so excellent that Soldiers deployed to war know that their personal needs, and those of their Families, are in good hands. The Soldiers can therefore focus on the mission at hand.

Home includes a sense of community. We are building communities that provide a strong, supportive environment where Soldiers and Families can thrive. We are building Army Communities of the future. "The Army's Home" provides a strong, supportive environment that helps Families cope with multiple deployments in support of an expeditionary Army. "The Army's Home" includes the communities outside our installations, the same communities that are now in the process of signing community covenants that strengthen the military and community support relationship.

Home includes delivering the Army Family Covenant. When a Soldier sees Family programs and services executed to standard, increased access to quality health care, better housing, excellence in schools, youth services and child care, and expanded education and employment opportunities for spouses, "The Army's Home" resonates with them.

All Soldiers and Families, whether living on or off an installation, deserve to have a sense of "The Army's Home." The Army is improving outreach to the geographically dispersed Soldiers and Families via the Army Integrated Family Support Network (AIFSN). This Web-based resource connects geographically separated Army and Families by harnessing resources that are already in place. AIFSN is made up of Army Community Services, Child and Youth Services, National Guard Family Assistance Centers, Reserve Readiness Centers, and civilian community agencies. It uses personal contact and technology to improve the delivery of service so Families get support closest to where they live. In this way, they gain an increased identity and access to Army services and programs. "The Army's Home" is about taking care of all Soldiers and Families.

We have improved our Army housing. The Army's Residential Communities Initiative (RCI) received the Urban Land Institute's Awards for Excellence. This award is the land use industry's most prestigious recognition program. Our use of private sector expertise and best business practices is creating holistic communities of environmentally friendly homes, community and neighborhood centers, swimming pools, jogging and bike paths, playgrounds and tot lots, gardens and other ancillary support facilities, some with town centers with retail shops and amenities. At the end of this year, RCI will have privatized more than 83,000 of the 89,000 homes that will be privatized by 2010. That sounds like building a "Home."

Single Soldiers deserve the same quality residence that has been provided to married Soldiers. This year we will have funded 70 percent of barracks modernization for unaccompanied Soldiers. The new configuration module is two bedrooms, one bathroom, cooking area, and appliance and laundry facilities. Upgraded, modern living spaces will be provided for the 147,700 Soldiers residing in on-post barracks. Upgrades also include support facilities, such as dining, parking, recreation and unit administrative areas.

Soldiers at "Home"
The single Soldier unaccompanied housing RCI addresses shortages of adequate housing on and off installations. The program will provide more than 1,800 apartments on five installations for single staff sergeants and above.

The modernization funding for Army training barracks began in 2005, and will be completely funded by 2015. To date, the Army has funded $300 million for restoration of 25 trainee barracks at seven garrisons. The Army Reserve barracks modernization program will focus on standardizing an Army Operational Readiness Training Complex. This program entails construction of a total of 24 complexes at 13 Army garrisons. Additionally, Privatization of Army Lodging (PAL) will provide more than 18,000 on-post hotel rooms for transient Soldiers, trainees and mobilizing Soldiers in "The Army's Home."

We are delivering the Army Family Covenant through a distributed Army Integrated Family Support Network on and off the installations. We are "The Army's Home." We are the Army Communities of the Future.

Robert Wilson

Lieutenant General
Robert Wilson

Assistant Chief of Staff
for Installation Management

Commanding General
U.S. Army Installation
Management Command

Contents:

8 **Yesterday, Today and Tomorrow – How IMCOM's Transformation Prepares Installations to Become the Army Communities of the Future**
By Major General John A. Macdonald

15 **Garrison Command: Key Leader Judgments**
By Retired Colonel Charles D. Allen

20 **Welcome to Korea: USAG-Yongsan Establishes Innovative Readiness Center to Streamline Inprocessing**
By Steven H. Carpenter

25 **Fort Stewart and Hunter Army Airfield, Georgia National Strategy in Action: A Southern Living Station of Choice**
By Colonel Todd A. Buchs and Michael W. Biering

29 **Creating Communities Not Compounds: The Fort Lewis Approach**
By Mark L. Gillem with Jerry Zekert

41 **A Study of the IMCOM Regions and the Implementation of Lean Six Sigma as the Model to Achieve Regional Efficiencies**
By Randall M. "Doc" Scheffler

45 **Increasing Environmental Services Buying Power through Strategic Sourcing**
By Randy Cerar

51 **Army's Largest Solar Array Finds Home on Former Landfill Site**
By Susan C. Galentine

54 **Saving Energy, Saving Money: How the Army in Europe Has Put Energy Conservation Methods into Practice**
By Justin Ward

58 **Army Medical Action Plan Transforms Army Health Care**
By Colonel Jimmie Keenan and Major Steve Gventer

61 **Implementing a Viable Strategic Communication Plan Down to Garrison Level**
By Davis D. Tindoll Jr. and Dave Childers

65 **Reading Between the Lines: Are Installation Newspapers Relevant in Today's Army?**
By Susan Silpasornprasit

70 **Time Machines, Leadership and the Fourth Dimension**
By John L. Harrison Sr.

71 **Developing Additional Measurement Tools for the National Security Personnel System to Monitor Progress of Equal Employment Opportunity Groups**
By Dr. Clinton M. Covert

Journal of Installation Management Contributors' Guide

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 are evaluated for content and recommendations made to an 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 have a 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, American Psychological Association guidelines are 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.

In the interest of consistency, the editorial staff 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 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 mailing 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 an e-mail to imcomjournal@conus.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 U.S. Army Installation Management Command, ATTN: IMPA, Public Affairs, 2511 Jefferson Davis Highway, 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. Members of the IMCOM 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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Feedback — what readers said

Expand Facilities Reduction Program

The article "Huntsville's Facility Reduction Program Offers Best Practices for Facility Removal" by Colonel Larry D. McCallister (winter 2008) and Debra Valine is well written and accurate. The Army has demonstrated the success of the program (Facilities Reduction Program); now it should be expanded to include the demolition currently executed in Military Construction Army (MCA) that costs twice the price! What other Department of Defense and other government departments and agencies can reduce excess inventory for $9 per square foot?

John Peasley
Via e-mail

Fresh look at installation planning

Enjoyed the article "Sprawl: An Unsustainable Model for Military Planning" by Mark L. Gillem and Jerry Zekert in the winter 2008 edition. The article makes an excellent point that installation planning needs a fresh look and revised focus that considers changing lifestyles and installations relation with the surrounding community. We want a neighborhood feel to installations, but the authors point out the unintended consequences of how complying with antiterrorism standoff directives, siting new construction in open spaces and building shopping center complexes actually encourages sprawl and work against a livable, community neighborhood concept of an installation. Installation planning needs a renewed long range focus that envisions what the installation will be when it grows up.

John J. Krajewski
Via e-mail

Comments on the Journal of Installation Management are welcome. Give us your candid points and counterpoints. The deadline for the next issue is Nov. 1, 2008. Send your comments to the e-mail box, imcomjournal@conus.army.mil. No length or style requirements apply, but comments will be reviewed for clarity and, of course, civility.

Yesterday, Today and Tomorrow – How IMCOM's Transformation Prepares Installations To Become the Army Communities of the Future

By Major General John A. Macdonald

"My transformation vision is to create an integrated and synergistic {Office of the Assistant Chief of Staff for Installation Management and Installation Management Command} organization. We will create interoperability among the {Installation Management Command, Army Environmental Command, and Family and Morale, Welfare and Recreation Command}. Our organization will become more effective, customer-focused, streamlined, and resourced proportionate to the current economic funding for Base Operations."

– Lieutenant General Robert Wilson,
"Restoring Balance: IMCOM's Execution of the Army's Imperatives," before the Association of U.S. Army Installation Symposium, April 8, 2008

When Army historians document the origin of the Installation Management Command (IMCOM), they will recall the months between September 2007 and January 2008 as a watershed period when the command reaffirmed its value to the Army as the service's installation readiness solution based on significantly improving the programs and services that Soldiers and Families of the All-Volunteer Force require.

In September 2007, Army Chief of Staff General George W. Casey Jr. directed an assessment of IMCOM's five-year evolution and the command's performance in carrying out its installation transformation mandate – and led to the charting of a new course that will guide the command in preparing to shape the Army installations of the future.

General Casey directed IMCOM leadership to conduct an "azimuth check" of the command's transformation of installation management since 2002, when Army General Order 4 created the IMCOM's predecessor, the Installation Management Agency (IMA). IMCOM's mission, in response to General Casey's directive, successfully concluded in February 2008 when command leadership reported their findings to Secretary of the Army Pete Geren, General Casey, four-star general officers, Vice Chief of Staff of the Army Richard A. Cody and Army combatant commanders.

Azimuth Check: A Focused, On-Track Command with Significant Future Potential

The "azimuth check" determined that:

- IMCOM is on the right track in transforming installations that have, along with services and facilities, improved while supporting an Army at war.

- Challenges ahead for IMCOM include completing the 2005 round of Base Realignment and Closure (BRAC) actions and executing a tightly synchronized facility support strategy during three key initiatives – Grow the Army (GTA), the Global Defense Posture Review (GDPR) and the Army Modular Force (AMF) – while executing $66 billion of military construction (MILCON).

- IMCOM is correctly focused on providing:

  —What senior commanders need
  —What Soldiers and Families deserve
  —Capabilities to support a geographically dispersed population
  —Capabilities the Army wants installations to deliver
  —A more effective and efficient command

- IMCOM's accomplishments to date point to its ability to execute the advancement of improving installation management and transformation in the future.

Prologue to IMCOM and Installation Transformation: Assumptions

Even before IMA's creation in 2002, installation transformation was on the minds of top Army leaders. In 2001, Secretary of the Army Thomas E. White and Chief of Staff General Eric K. Shinseki envisioned installation transformation as the first focus for transforming the Army as a whole. On Sept. 11, 2001, Army leaders were discussing the way forward on transforming installation management when terrorists attacked the United States.

The Army subsequently initiated installation transformation based on five key assumptions:

- Installation services were neither sufficiently standard nor predictable from installation to installation.

- The quality of life provided to Soldiers and their Families fell below the quality of their service to the nation.

- Applying selected business practices would improve Army installation management.

- Senior commanders and Soldiers needed to be unencumbered from installation management responsibilities to better focus on war-fighting.

- The Army could gain visibility over installation costs and improve execution by centralizing the flow of funds and streamlining processes from IMA to garrison commanders.

The azimuth check of IMCOM's work in the 2002-2007 period revealed three key phases in the organization's maturation that saw the command launch transformation initiatives aimed at operating installations more effectively and efficiently in a unified business approach. IMCOM's achievements during these three phases form the foundation for the future capabilities potential the Army expects the command to achieve in continuing to transform installations world-wide.

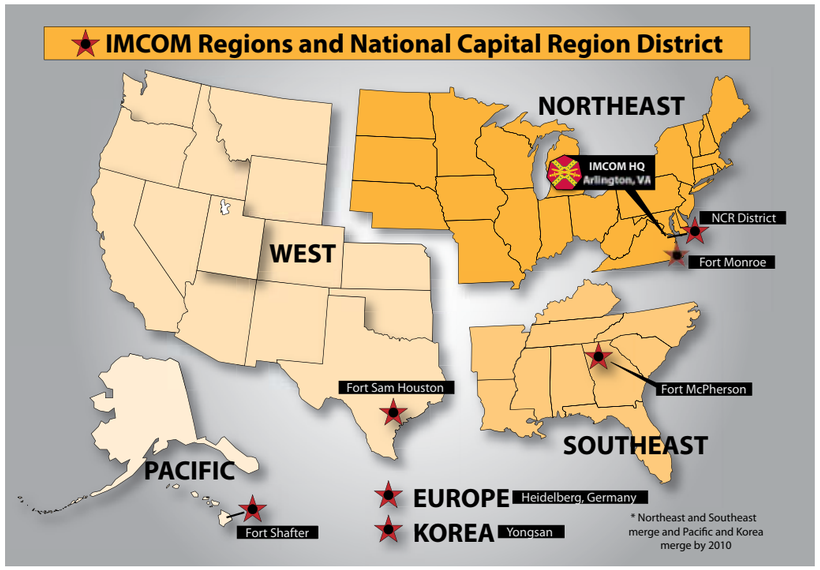
IMCOM Insignia: The Command's Story on Soldiers' Sleeves

Symbolism: Scarlet is the color traditionally used by support units, with which the Installation Management Command is associated. The heptagon suggests the seven original geographic regions overseen and serviced by the organization. The chain links signify durability, while the ring denotes continuous service. The combination of the chain links and ring symbolize the Installation Management Command's continuous worldwide support to all the Soldiers, civilians, their Families and units. The swords refer to teamwork and the focus on preparing and training Soldiers for combat – to defend and protect. Yellow reflects the high honor and values of IMCOM. Green, associated with the agency's parent organization – Assistant Chief of Staff for Installation Management – represents IMCOM's stewardship of installations. Black reflects the command's determination to execute their missions to support the garrisons throughout the regions.

Background: The shoulder sleeve insignia was approved on Aug. 15, 2002. It was amended to revise the symbolism on Nov. 22, 2005. It was redesignated effective Oct. 1, 2006, for the Installation Management Command with the symbolism revised.

Distinctive Unit Insignia Description: A gold color metal and enamel seven-sided device 1 3/16 inches (3.02 cm) in width consisting of diagonally crossed gold chain links, left and right, attached in the middle by a gold ring, all fimbriated green, surmounted by a pair of gold crossed swords. Attached below is a black tripartite scroll doubled of the same and inscribed "SUSTAIN, SUPPORT, DEFEND" in gold.

Background: The distinctive unit insignia was approved on Aug. 15, 2002. It was amended to revise the symbolism on Nov. 22, 2005. It was redesignated effective Oct. 1, 2006, for the Installation Management Command with the symbolism updated.



IMCOM:
The Army's Home:
The U.S. Army Installation Management Command (IMCOM) was created to apply a uniform business structure to manage installations, sustain the environment and enhance the well-being of the military community.
Headquartered in Arlington, Va., IMCOM oversees all facets of installation management with a workforce of about 116,000 workers and a presence at 256 locations.

Phase 1: "Where We've Come From" (2002-2006)

In August 2002, the Army published General Order 4 creating IMA as a field operating agency (FOA) of a two-star Assistant Chief of Staff for Installation Management (ACSIM). The intent of the order was to allow mission commanders to focus on their war-fighting missions, standardize and improve quality of life for Soldiers and Families, delegate "city management" responsibilities to garrison commanders, and streamline the flow of funding to installations.

The principal output of this period was to successfully "fence" installation management funding streams to achieve dedicated financial support for installation requirements. IMA also began to develop enterprise systems to build standardization and predictability into installation services, manpower and master planning.

A highly successful privatized housing program – the Residential Communities Initiative (RCI) – also was launched to provide better housing for Soldiers and Families.

In 2006, Secretary of the Army Francis J. Harvey and Chief of Staff General Peter K. Schoomaker created IMCOM as a three-star command and a direct reporting unit (DRU) to the ACSIM. Following publication of General Order 38, the transformation of Army installations expanded and accelerated as the new command focused on growing the Common Levels of Support (CLS) allocation capability to assure that Soldiers and Families receive consistent and predictable delivery of services no matter where they are stationed. The command focused on preparing installations for the restationing of Soldiers and their Families returning to the United States from overseas.

Leveraging its three-star command status, IMCOM developed a wide range of new initiatives that included:

- Strategic Sourcing: Optimizing the buying power of individual installations to make possible larger, more economical purchases of the goods and services installations require.
- Business Transformation: Aggressively implementing proven private-sector business improvement strategies. IMCOM's Lean Six Sigma (LSS) program is one of the Army's largest deployments and has generated more than $1 billion in efficiencies, while enabling installations to support Soldiers and Families with higher-quality, more efficient programs and services.
- MILCON Transformation: Working in partnership with the U.S. Army Corps of Engineers to provide projects faster, at lower cost, and within scope.

IMCOM also began exercising its "throw weight" during this phase by capitalizing on the combined size of installation assets, resources and needs to achieve greater enterprise solutions and efficiencies.

Phase 2: "Where We Are Now" (2006 — 2011)

IMCOM is currently focused on fulfilling the guidance from Secretary Geren and General Casey to restore the Army's balance in the face of demands on the force from protracted war-fighting operations. The command is emphasizing the support of installations to an expeditionary Army at war and managing installations as they help restore balance by providing the facilities, services and programs that are critical in supporting the four Army imperatives:

Sustain: Key to sustaining Solider and Families are the resourcing and standardizing of major Family programs: Army Community Service, Child Care Services, Youth Services, and Soldier and Morale, Welfare and Recreation Services. These critical programs and the feedback received via the Army Family Action Plan (AFAP) and the Soldier Family Action Plan help the Army sustain the All-Volunteer Force.

Through the Soldier-Family Action Plan, the Office of the Assistant Chief of Staff of Installation Management brings to reality the promises of the Army Family Covenant. Warrior Transition Unit (WTU) campuses with Soldier-Family Assistance Centers (SFACs) and Warrior Transition Unit (WTU) barracks are in place on 35 installations to help combat-injured Soldiers – and their Families – move through the recovery and transition processes. Supporting the "Sustain" imperative also makes installations responsible for cultivating and protecting the environment to sustain the future of Soldiers and their Families. IMCOM is implementing effective policies and practices to reduce energy usage, protect installation resources and provide tough, realistic training environments to assure that the Army successfully meets the defense challenges of the 21st century.

IMCOM:
Managing the Resources That Make Installations the Army's Home
The Army Installation Management Command manages 110 installations and their resources worldwide.

Housing and Infrastructure
- 28 airfields
- 2,643 miles of railroad
- 47,803 miles of utilities (electric, gas, water, sewer)
- 56,487 miles of roads
- 98,000 trainee barracks spaces
- 583,000 Family and single housing units
- 973 million sq ft of building space

Soldier and Family Support Facilities
- 9 Community Based Health Care Organizations (CBHCOs)
- 35 Soldier and Family Assistance Centers (SFACs)
- 35 Warrior Transition Units (WTUs)
- 53 educational centers
- 57 golf courses
- 92 bowling centers
- 95 fitness and aquatic centers
- 100 libraries
- 167 child developmental centers
- 302 chapels (615 weekly worship services)
- 589 recreational facilities

Soldier Training and Support Facilities
- 15 chemical equipment management sites
- 28 training support centers
- 60 record holding areas
- 65 central issue facilities (CIF)
- 88 mail and distribution centers
- 286 garrison dining facilities

Environmental, Natural and Cultural Resources
- 135 endangered species
- 798 environmental permits
- 5,486 ranges
- 12,657 restoration sites
- 55,750 buildings more than 50 years old
- 63,017 archaeological sites
- 11.9 million acres

As of March 2008

Prepare: Preparing Soldiers for an era of persistent conflict means providing the best training and equipment. IMCOM supplies training support systems, distance learning opportunities, Military One Source (a "one-stop shop" for a wide range of support resources), continuing education, and installations designed to meet the missions and long-term life skills requirements of Soldiers and Families. The command has placed Family Readiness Support Assistants at the battalion level of deploying units to assist commanders and Family Readiness Groups (FRGs) through every phase of the deployment cycle. IMCOM will reach out to geographically dispersed Soldiers and Families via the new Army Integrated Family Support Network (AIFSN), connecting Families with face-to-face assistance and an information network previously available only within the boundaries of military population centers.

Reset: Installations are vital to preparing Soldiers and Families for future deployments and a wide range of contingencies. To maximize the quality of life during dwell time between deployments, IMCOM is focusing on assuring delivery of high-quality, consistent services to maximize pre- and post-mobilization time and to make deployment preparation and redeployment time efficient and effective. In concert with Army Materiel Command, installation logistics centers are quickly rebuilding equipment for reissue in the reset process. Army Medical Action Plan-directed programs are helping Soldiers and Families better manage the stresses, behavioral health problems and injuries associated with war.

Transform: By modernizing installation management processes, policies and procedures, IMCOM is achieving greater effectiveness and efficiency and transforming installations – and itself as an organization – to meet the demands Soldiers and Families will face in the 21st century. The command is integrating BRAC, GDPR and GTA actions while preparing installations to support the Army Modular Force and an operationalized Army Reserve. IMCOM has reaped $98 million in overall savings through competitive or strategic sourcing – specifically by consolidating the purchase of recreational equipment, data processing equipment and food, facilities and environmental services for installations. The ACSIM and IMCOM offices are undergoing significant reorganization and transformation in facilities, infrastructure and standardized services via Common Levels of Support implementation. All the while, transforming business practices is underway with the view of supporting Soldiers and their Families with the best possible quality of life while supporting senior commanders. IMCOM headquarters and region offices are transforming and repositioning to be more responsive to both the generating and operational forces.

Successes and Feedback from the Field

Six years after its creation, IMCOM is prepared to continue the transformation of installation management, drawing on the experience and lessons gained in supporting Soldiers and Families during repeated deployments in the longest wars fought by an All Volunteer Force.

Successes

IMCOM has provided focused, flexible and responsive installation management capabilities and transformation to an expeditionary Army at war. Installations have supported the troop surge in Iraq, the persistent conflict in Afghanistan, and repeated deployments and redeployments of Army units worldwide. The command has managed installations to help accelerate the GTA initiative and implement the Army Family Covenant and the Army Medical Action Plan. By operating as a more unified command, IMCOM represents installations with one voice and is leveraging the efficiencies made possible by an enterprise organization. The result is an improved quality of life for Soldiers and their Families. Now, IMCOM is more effectively supporting initiatives of the Executive Office of the Headquarters (EOH). These include better managing temporary changes of station for Active and Reserve Component Soldiers; supporting the Army Soldier-Family Action Plan, the Army Community Covenant (a mutual pact between Army installations and the communities that surround them); overseeing the Army installation master planning process; and – as the largest civilian employer in the Army – managing the development and mobility of the civilian cadre.

Feedback from the Field

During the "azimuth check," IMCOM leadership solicited feedback to identify opportunities to continue to improve the command's transformation efforts and headquarters and region operations, with the overall goal of better enabling installations to deliver programs and services to Soldiers and their Families.

Stakeholders told IMCOM leadership the command needs to:

- Improve flexibility and responsiveness in support to senior commanders
- Better leverage public and private support for installations (via the Army Community Covenant)
- Improve program alignment and manpower adjustments
- Enhance tools for assessing and measuring the effectiveness of the command's programs
- Improve communication with the Department of the Army, supported commands, Soldiers, Families and external installation communities
- Identify and implement more effective practices

Today IMCOM has proven its value as the right installation readiness solution for the Army. IMCOM is planning for the installations the Army will need to support the future generation of Soldiers, Families, equipment and technologies the United States will need in the 21st century.

The planning for that future generation will be guided by the most forward-looking element resulting from IMCOM's "azimuth check" – a new vision for the command: "The Army's Home."

Phase 3 — Preparing for the Army Future Community (2008-2025)

What might the Army future community look like? Since the nation's beginning, Soldiers and Families have been the foundation of America's freedom. This unchanging fact will shape the installations of 2025 just as it did those of 1775, the year before America's nationhood.

IMCOM's singular mission is to bring vibrancy and quality to the lives and relationships of the Soldiers and Families who will be the lifeblood of the future Army and prepare them for unforeseen missions and challenges.

IMCOM's mission and obligation is to look beyond the present and discover what those as-yet nameless Soldiers will define as the components of "The Army's Home." Succeeding in that mission will demand candid reflection on the command's past achievements and an objective appraisal of its current performance. But most importantly, shaping the future of installations will require IMCOM and Army leaders to probe and evaluate the needs of a generation of Americans not yet born and the missions future Soldiers could be asked to perform.

Although the Army's installations of today will shape the Army's future communities, installations must evolve to become communities that continuously meet the needs of an expeditionary Army that will

IMCOM Vision, Mission, Core Competencies

The IMCOM Vision: *The Army's Home.*

We provide a source of balance that ensures:

- An environment in which all Soldiers and Families can thrive, no matter where they are located or which command they serve
- A structure that supports unit readiness in an era of persistent conflict; and foundation for building the future.

The IMCOM Mission: To provide the Army with the installation capabilities and services to support expeditionary operations in a time of persistent conflict, and to provide a quality of life for Soldiers and their Families commensurate with their service.

The IMCOM Goals enable the Army to achieve the four strategic imperatives:

Army Imperative: *Sustain* – To sustain our Soldiers, Families and Army civilians in an era of persistent conflict, the Army must maintain the quality and viability of the All-Volunteer Force and the many capabilities it provides to the nation. Sustain ensures our Soldiers and Families have the quality of life they deserve and that the Army recruits and sustains a high-quality force.

IMCOM Goal: Strengthen Soldier and Family Readiness to make the Army Family Covenant a reality.

Army Imperative: *Prepare* – To prepare Soldiers, units and equipment the Army must maintain a high level of readiness for the current operational environments, especially Iraq and Afghanistan.

IMCOM Goal: Maintain and improve facilities, services, infrastructure, and environmental and energy sustainability.

Army Imperative: *Reset* – To reset the force the Army must prepare Soldiers, units and equipment for future deployments and other contingencies.

IMCOM Goal: Provide the Army standard, predictable support services that optimize available resources and support the Total Army.

Army Imperative: *Transform* – To transform the force, the Army must continuously improve the ability to meet the needs of the combatant commanders in a changing security environment.

IMCOM Goal: Adapt Army installations, programs and services to support an expeditionary Army, and the future Army community.

IMCOM Core Competencies

IMCOM's Core Competencies describe the capabilities that IMCOM uniquely provides the Army:

- Command garrisons
- Provide Soldier and Family programs and services (including geographically dispersed)
- Provide facility services
- Provide installation support
- Provide environmental and energy sustainability

IMCOM's future achievements in serving the Army community are anchored in the command's past contributions, its consistent support for Soldiers, Families and Army civilians, and its commitment to transform installations in preparation for serving the Army future community.

face defense challenges worldwide. The installation communities of the future must be flexible, adaptable and tailored for mission readiness. Tomorrow's installations must support the fielding of new technologies such as the Future Combat Systems (FCS) as well as a new generation of Soldiers and Families – particularly those geographically dispersed from installation facilities. Future installations must be sustainable and efficient, using transformed energy, environmental and business technologies and processes. Future infrastructure must be flexible and have the capability to be reconfigured for new missions while functioning as healthy, enjoyable work and living spaces.

Developing an operating concept for the Army future community will be the mission of The Center for Future Installation Strategies and Concepts – a new "think tank" division within IMCOM.

As envisioned by IMCOM leaders in the "azimuth check" the center will:

- Drive the conceptual development of future installations that will house the Army's Future Modular Force
- Anticipate environmental, energy and economic challenges to the design and missions of future installations
- Focus the expertise of industry, academia and military on concepts and practical solutions to the future challenges that installations and surrounding communities will face
- Serve as a forum for exploring the growth of privatized facilities and systems and the expansion of municipal and public-private sector partnerships
- Act as a catalyst for continuing the transformation of business processes to further enhance the consistent, predictable delivery of high-quality programs and standards at higher levels of efficiency
- Facilitate development of innovative, cutting-edge infrastructure designs and service delivery systems to address the demographic, sociological, environmental and technological advances now underway, including interconnected homes and facilities, smart buildings and new construction techniques
- Explore new tools and technologies for reaching dispersed Soldiers, Families and non-Army populations
- Refine concepts for expeditionary basing

The Center for Future Installation Strategies and Concepts will undertake its mission in an era in which the Army faces major defense challenges, works to restore its balance, and executes sweeping transformations in facilities, business operations, technology and growth.

The hard work of careful, actionable planning for the future must be done today. The Army and the Installation Management Command owes the next generation of Soldiers and Families the modern, efficient, sustainable installations in which they can live, work, train and play as they defend the United States throughout the 21st century.

Major General John A. Macdonald is deputy commanding general of the Army Installation Management Command and commander of the Family and Morale, Welfare and Recreation Command.

Garrison Command: Key Leader Judgments

By Retired Colonel Charles D. Allen

The lead articles in the last two editions of this publication presented my view that garrison command spans several levels of leadership (direct, organizational and strategic) and provided a perspective of skills (technical, conceptual, and interpersonal) that garrison commanders should have to be successful. Effective leaders of organizations scan the external environment, are aware of and seek to influence the organizational culture, and determine missions and execute strategies to accomplish them. These are the transformational factors for determining "what" the organization does combined with "how" it is done that contributes to effective organizational performance (Burke, 2002).

How well the organization does is ultimately determined by its customers – both internal and external. Accordingly, the success of garrison commands is directly related to the perception by key stakeholders of the commanders' judgment and the resulting outcomes as garrisons provide base support. The purpose of this article is to explore the leader judgments that are essential for decisions and actions within garrisons.

Professors Noel Tichy and Warren Bennis, both renowned leadership scholars in their own rights, provide an interesting framework for how to look at judgments that really matter to an organization and its performance – judgments about strategy, people and actions during times of crisis (Tichy and Bennis, 2007). Of the three, we are more comfortable with judgments about strategy. We have been raised on the military decision-making process (MDMP) throughout our educational system and military officers have been through countless sessions of tactical and operational planning. In those cases, our units were provided with missions, higher commanders' intent, and assigned resources. From these items, we developed staff estimates, restated missions, alternative courses of action, and then have gone through a formal process of evaluating and selecting the "best" course of action to execute.

Transformational Factors

Figure 1: Transformational Factors.
Adapted from Burke-Litwin Model of Organization Performance and Change, 1992.

For those who have been part of institutional activities, the annual strategic planning conference is also an embedded process. We determine the core competencies, produce an organizational vision, and then derive subordinate missions and functions that support the organizational purpose. In the end, we develop a strategic plan with objectives, milestones, and metrics to guide how the organization does its business – until the next planning conference or the next commander arrives. Garrison commanders and key staff members will go through this process and also participate in that effort with the regional headquarters. Thus, we have a fairly structured approach to develop, judge, and select an organizational strategy. Garrison commands are expected to align their strategic plans with that of the Installation Management Command (IMCOM) and the regions.

Additionally, the garrison commands are formally evaluated based upon the execution of their strategic plans and the reports that the IMCOM uses to monitor performance against its metrics. To guide the execution of strategic plans at the garrisons and installations over the past decade, we

have adopted quality management programs with Total Army Quality (TAQ) and Army Performance Improvement Criteria (APIC), showcased our efforts with the Army Community of Excellence (ACOE) programs, and are now embracing the continuous improvement program of Lean Six Sigma (See Volumes 2 and 3, Journal of Installation Management, for articles on APIC and Lean Six Sigma program implementation at Army installations).

The coin of realm for garrisons is achieving the purpose of IMCOM Common Levels of Support (CLS) – to ensure consistent and predictable delivery of Base Operations Services through standards, measures and adequate resources within funding available to the Army. CLS is IMCOM's primary focus for measuring performance and projecting resource requirements to meet its strategic objectives.

There are any number of things that can preclude and derail the execution of strategy – problems and issues with people and the injection of a crisis. The insights of Tichy and Bennis ring true: "While misjudgments ... have the potential to be fatal, the one [misjudgment] with the most potential is people. If leaders don't make smart judgment calls about the people on their team or if they manage them poorly, there is no way to set a sound direction and strategy, nor can they effectively deal with crises" (Tichy and Bennis, 2007). The judgment of people extends beyond the hiring of new personnel to leading and managing the incumbents in the organization.

As offered in the last publication (Allen, 2008), the personnel manning and structure of the garrison leadership will be fairly stable when the new commander arrives and meets the executive team of the deputy garrison commander (DGC) and command sergeant major (CSM), and the functional teams headed by senior civilians. While the garrison commander and the CSM have gone through the Army centralized process for command selection, appointment and slating, the same is not true for the civilians in installation management. Typically, civilian managers will have a great deal of experience and knowledge in their specific areas, but may have not gone through a rigorous selection process. You may have the opportunity to hire people to fill a few of these critical posts on the garrison staff. While there may be a pressing need and sense that key positions must be filled as quickly as possible, commanders must be "urgently patient" in selecting the right person for the job. Jim Collins, in "Good to Great", stressed the importance of getting the "right people on the bus" (Collins, 2001). The right people are those that are talented, that share the values of the organization, have willingness and capacity to lead their elements to success, and contribute to the overall performance of the garrison.

In January 2004, IMCOM initiated the Civilian Executive Development Assignment Program (CEDAP) and is currently implementing the Department of Defense National Security Personnel System (NSPS) to give commanders the flexibility and the tools to select high-quality personnel needed to fill critical positions (DeMarais, 2007). As part of its strategic plan, IMCOM has designated key leadership positions under CEDAP (DGC and GS-15 equivalent) and has focused its efforts on developing Installation Management Career Field 29 (CF 29). These positions and select ones from other career fields are centrally managed by IMCOM to assign senior leaders at the IMCOM, region and garrison headquarters. The final selection of applicants for CEDAP positions is reviewed and approved by the Senior Executive Leadership of IMCOM. (IMCOM Senior Executive Leadership (SEL) is comprised of the IMCOM general officers and senior executive service (SES) members.) To develop the garrison leadership pipeline and facilitate succession planning, IMCOM is moving to identify "builder" positions for CF 29 at each headquarters level for those personnel who perform cross-functional broad-based installation management work with a significant requirement to integrate multiple disciplines (Kurd, 2007).

Figure 2 provides the proposed builder positions at each level of installation management. The intent is to develop personnel through functional assignments that will provide them with the experience and skill to be successful at higher grades. In effect, IMCOM has proactively instituted a process for judging, developing, and selecting prospective leaders to fill critical assignments within the installation management community.

Garrison commanders must keep in mind that it is harder to get the wrong people off the bus once they are given a seat at the installation. I am sure that each of us during our careers can recount such examples. While it may be easy to remove an employee that has committed a crime or violated the explicit values of the organization, it is significantly more difficult to move on a hardworking, likeable, and loyal supervisor that just doesn't have it. Our loyalty as leaders extends downward and we offer one more chance or tend to overlook shortcomings; we have natural blind spots when it comes to people. This is often to the detriment of accomplishing key tasks of the garrison and may cause the overall performance and reputation of the organization to suffer. A senior supervisor may have the technical and conceptual competence for managing the processes within his directorate, but may lack the interpersonal skills needed to lead that directorate. This could result in a poor climate among employees that directly affects their motivation and hence their performance. Additionally, if a supervisor is unable to effectively work with peers or with stakeholders outside of the garrison structure, it could also adversely affect the garrison mission performance.

Once again, NSPS is intended to provide commanders and supervisors with the tools to effectively manage performance and assess potential. NSPS employees develop job objectives with their supervisors (designated as rating officials) and have written performance plans by which they will be counseled and evaluated during the rating period. This applies equally to installation management professionals enrolled in CEDAP and supervisors that are in the builder positions. Ideally, performance plans align with core competencies of the organization and the supporting missions of the directorates. These plans should be used as the basis for judging and managing people that are on the garrison team. Leaders have inherent responsibilities to make expectations clear, to ensure alignment of the job objectives with the organizational vision and missions, and to hold employees accountable for their contributions.

Additionally, garrison leaders have an obligation to help employees grow professionally by giving them the opportunity to develop and exercise the necessary skills and competencies. These opportunities are captured in individual development plans that list training, education, and development activities to enhance the development of the up and coming leaders in the organization.

Tichy and Bennis offer six lessons to help leaders develop the capacity to judge people and manage them to contribute to the organizational goals (Tichy and Bennis, 2007). These lessons fit well with the initiatives within IMCOM and DoD for senior installation management leadership (Figure 3).

The third area of leader judgment that has great impact is those judgments rendered during times of crisis. The types of crises that can occur in garrison environments are wide-ranging. Incidents occur, like home or building fires, damage due to weather, medical emergencies, and others that require routine response by emergency services. While these incidents may present a clear threat to life and property, they may also be relatively small in scope and impact to the overall community. An effective response can be anticipated and prepared for by developing standard procedures and protocols. Thus, responses to these events can effectively be planned, resourced, and rehearsed. As part of the garrison daily operations, we have practiced fire evacuation, conducted force protection exercises, and employed suspicious package protocols. The

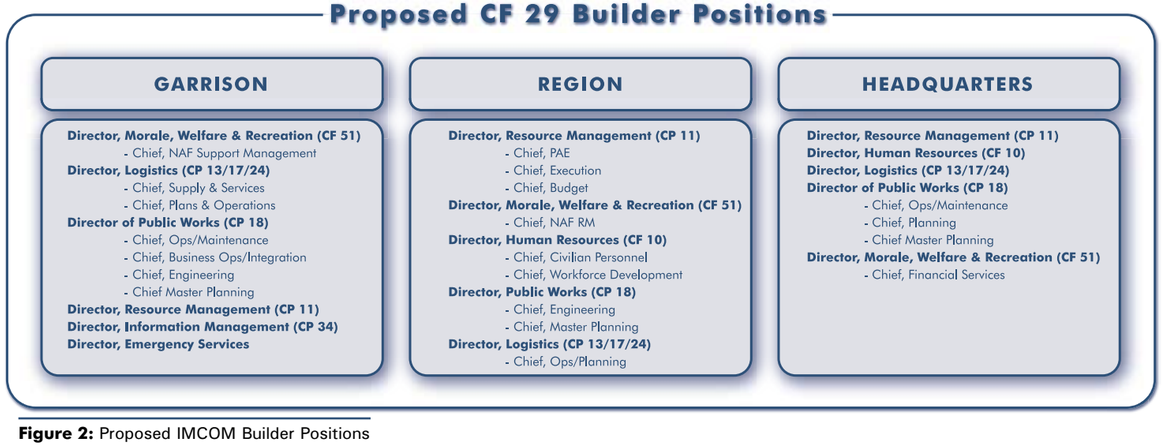


Figure 2: Proposed IMCOM Builder Positions

LEADERSHIP JUDGEMENT LESSONS	IMCOM APPLICATIONS
1. Anticipating the Need for Key People Changes	- Monitoring and managing personnel movements
2. Specifying Leadership Requirements	- Designating positions under CEDAP (DGC and GS-15 equivalents) - Developing Career Field 29 - Identifying builder position across career fields
3. Mobilize and Align the Social Network to Support the "Right" Call	- Managing assignments and final selection by the Senior Executive Leadership - Garrison Commander, DGC, and CSM apply leadership judgment at local installations
4. Making the Process Transparent and Judged Fair	- CEDAP and CF 29 programs briefed at Garrison Commanders Conference - IMCOM policies and processes announced - NSPS education and training programs for the workforce
5. Making it Happen	- Making selection and assignment decisions in accordance with CEDAP and NSPS policies - Providing evaluations and rewards IAW CEDAP and NSPS policies
6. Provide Continuous Support to Help the Leader Succeed	- Develop written performance plan - Develop individual development plan for training, education, and development - Provide periodic counseling and conduct performance monitoring

Figure 3: Leadership Judgment Lesson Applications

technical expertise to deal with these incidents resides in the specialized teams and directorates within the garrison. The role of the commander is to monitor and ensure processes are effectively executed and to judge when and where to add support if necessary.

There is another class of crisis events that requires substantially more from the commander. These events when they occur have substantial impact on the community and may overwhelm the resources (people, facilities, equipment and, most importantly, time) immediately available to respond. If handled poorly, these types of crises will damage the confidence in the garrison staff to provide for the community. A vivid example is the initial response by senior leaders in the Army when the special reports were released on the care of wounded Soldiers at Walter Reed Army Medical Center (WRAMC) at the now-infamous Building 18 (Priest and Hull, 2007). The judgments rendered by key leaders were deemed inadequate and inappropriate. Stakeholder response was immediate and severe with the relief of the WRAMC commander and subsequent resignations of the surgeon general and the secretary of the Army. While Walter Reed made the national headlines, Army garrisons had been dealing with medical-hold companies and injured Soldiers in transition since the beginning of Operations Enduring Freedom and Iraqi Freedom. The local garrisons were faced with similar challenges – lack of clear policy and assigned responsibility, inadequate resources to meet unanticipated requirements, and an emotionally-charged issue of caring for wounded warriors (Gettleman, 2003). Garrison commanders had to become deeply involved and apply their judgment on what to do to support Soldiers and tenant commands.

Once again, Tichy and Bennis offer insights on effective leader judgments (Tichy and Bennis, 2007). Leaders prepare in advance for crisis by building powerful teams within the garrison organization and across the community. These teams of stakeholders have a shared organizational vision for the community and act in accordance with organizational values. The foundation for judgment and actions in time of crisis are embedded in the strategic plans and standard procedures to deal with anticipated crisis events. For both anticipated and unanticipated crises, leaders must quickly bring together those with the knowledge to inform judgment and to mobilize others with the experience, skills, and competencies to take action.

In a personal example from early in my base support battalion (BSB) experience, there was the suspected sexual abuse by a member of a contracted summer youth camp program. You can imagine the anxiety experienced by parents whose children were enrolled in the program as well as the concern from other members of the community. Even though there was a clear protocol to follow, it was important for the garrison leadership to be actively involved. It was important to gather all the information and facts as we knew them. It was important to communicate quickly and report the incident up the chain of command. It was important to be receptive to "help" from outside agencies – in this case, there was a U.S. Army Europe task force specifically designed for such an occurrence – and to coordinate with multiple agencies (e.g., law enforcement, medical and social services). More importantly, it was essential to contact the parents of children in the program and to notify the community. Our actions were consistent with the BSB strategic priorities for the well-being of our children of the community and open communications.

This article has addressed the essential function of leadership that spans each level (direct, organizational and strategic) and the set of competencies by exploring leader judgment. Garrison leaders must effectively execute judgments about strategy (how it will accomplish its missions), people (who is on the bus), and what to do in times of crisis (aligned with organizational vision and values). Judgments are made by leaders and become the foundation for organizational and strategic decisions that have significant impact on the garrison's ability to provide support for the community members – that is the reason that they exist. It is vital for garrison commanders to develop effective judgment within themselves and among the garrison leadership.

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Welcome to Korea: USAG-Yongsan Establishes Innovative Readiness Center to Streamline Inprocessing

By Steven H. Carpenter

When former U.S. Forces Korea Commander General B.B. Bell visited the Yongsan Garrison in September 2006 during a community assessment visit, one of his directives was to create a standardized Soldier Readiness Center. The resulting center inprocesses Soldiers, civilian employees and their Family members to the community and provides an in-depth orientation of Korea, the people and their culture.

"For years, the Republic of Korea has been thought of as a "single-Soldier post," Bell said. "But as the military transforms, more Family members will follow their Soldiers here. Embracing those Families is a high priority," Bell explained (McNally, 2007).

In August 2007, U.S. Army Garrison Yongsan, in coordination with the 8th U.S. Army G-1, implemented the provisions of U.S. Forces Korea Regulation 614-2, Inprocessing Orientation Program. Inprocessing of Soldiers, civilians, Family members, and contractors falls under the purview of Military Personnel Services Common Levels of Support Service 8 under the garrison Directorate of Human Resources.

This new program, which was directed by the senior mission commander, requires Soldiers, civilian employees, and Family members to attend inprocessing to receive essential information about living in Korea, including their obligations under the U.S.-ROK Status of Forces Agreement. The program is designed to be "spouse friendly" by offering free child care. The program incorporates spouse orientation into inprocessing and includes attendance by spouses whose sponsors are assigned to Areas I, II, III, and IV before moving to their final assigned units. The program for military and civilian sponsors is conducted over a five-day period. The Yongsan Readiness Center conducts spouse orientation weekly in conjunction with the standardized 8th U.S. Army Soldier and civilian program of instruction.

Background

Army Regulation 600-8-101, Personnel Processing (In-, Out-, Soldier Readiness, Mobilization, and Deployment Processing) states "Soldiers will receive an appropriate welcome orientation" (p. 5). The regulation further states that "Family members will be encouraged to attend" (p.5). Army Regulation 600-8-8, The Total Army Sponsorship Program, requires that "sponsors should familiarize the new Soldier or civilian employee and Family member to the unit or activity and community, including an early visit to Army Community Services" (p. 3). There are many documented benefits for implementing an effective new employee orientation that contribute to the well being of employees and group dynamics. Orienting employees to their workplaces and their jobs, however, is one of the most neglected functions in many organizations (Brown, n.d.).

Implementation of a well-developed orientation program plays a critical role in the process of team building and is described in Field Manual (FM) 22-100, Army Leadership. Army doctrine indicates "teams work best when new members are brought on board quickly, when they're made to feel a part of the team" (HQDA, 1999, p. 5-20). The process of bringing new personnel to become members of a team requires a two-step process — reception and orientation.

According to FM 22-100

Reception is the leader's welcome: the orientation begins with meeting other team members, learning the layout of the workplace, learning the schedule and other requirements, and generally getting to know the lay of the land. The same thing is true of teams; the new member's reception and orientation creates the crucial first impression that colors the person's opinion of the team for a long time. A good experience joining the organization will make it easier for the new member to fit in and contribute (HQDA, 1999, p. 5-20).

Proper orientation provides employees with a baseline of competency in their new organization much more quickly, which can help reduce the costs associated with learning their new job. "A well thought out orientation program, whether it lasts one day or six months, will help not only in retention of employees, but also in productivity" (Brown, n.d., p 5). Organizations that have good orientation programs get new people up to speed faster, have better alignment between what the employees do, and what the organization needs them to do, and have lower turnover rates" (Brown, n.d., p 5).

Provision of proper orientation also creates additional benefits to employers and employees by reducing employee errors and improving customer and employee safety. "It is important that employees learn as soon as possible what is expected of them, and what to expect from others, in addition to learning about the values and attitudes of the organization" (Brown, n.d., p 11). "While people can learn from experience, they will make many mistakes that are unnecessary and potentially damaging" (Brown, n.d., p 11).

New employee orientation programs serve as a favorable setting for employers to meet federal and locally mandated training requirements at the onset of an employee's entry into the organization. This training opportunity can serve as a venue for compliance with mandatory employee education requirements, such as those overseen by the Occupational Safety and Health Administration (OSHA) and the Office of Personnel Management (OPM). OSHA requires employers to "inform employees of the agency occupational safety and health program, with emphasis on their rights and responsibilities" (OSHA, 1998, p. 89). If employees will be subjected to hazardous substances as a condition of employment, the new employee orientation program serves as the basis for the provision of awareness about the OSHA Hazard Communication Standard. The OSHA HCS is designed to protect against chemical source illnesses and injuries by ensuring that employers and employees are provided with sufficient information to recognize chemical hazards and take appropriate protective measures.

OPM is proposing new regulations to carry out the notification and training

requirements of the Notification and Federal Employees Antidiscrimination and Retaliation Act of 2002 (No FEAR Act). OPM is proposing that each agency must train new employees as part of its agency orientation program about rights of employees, former employees and applicants for federal employment under federal antidiscrimination, whistleblower, and retaliation laws (OPM, 2005, 6).

Department of Defense's ethics guidance, the Joint Ethics Regulation, requires new employees to obtain ethics training within 90 days of entering on duty. Other important topics of interest could include employment benefits, awards, and workers compensation.

Legacy System and Benefits of the Warrior Readiness Center

Before General Bell's tasking that created the Yongsan Readiness Center, inprocessing in Korea required all Soldiers arriving in Korea to spend their first duty day after arrival in Korea undergoing reception processing at the 1st Replacement Company at Yongsan Garrison.

The Korea reception program provided a centralized method for receiving all newcomers and provided the replacement system with a means to ensure replacements were provided to units having the highest priority. The reception program also allowed for some cursory readiness issues to be addressed such as screening for medical, immunizations, and dental readiness. Once Soldiers underwent their readiness checks, they were sent to their gaining units through the efforts of major subordinate command liaison noncommissioned officers assigned to the 1st Replacement Company.

However, the command transported Soldiers assigned to the 2nd Infantry Division to the Warrior Readiness Center (WRC) at Camp Stanley, north of Seoul, for a five-day inprocessing program. The WRC provides a full orientation to the division's mission and provides time for Soldiers to complete mandatory training requirements prior to assignment to their permanent unit of assignment. The added advantage of the WRC's program is that it provided a fully self-sufficient, campus-type atmosphere in which Soldiers are billeted, trained, and acclimated to the division in one location for the duration of their orientation.

The success of the WRC program struck a positive chord with the USFK and 8th U.S. Army leadership. They decided to implement the same concept for Soldiers who are assigned to Area II (Yongsan), Area III (Camp Humphreys), and Area IV (Daegu). The added requirement is that since Areas II, III, and IV are considered "command sponsored," the program needed to include spouses.

Until November 2006, each area's Army Community Service hosted monthly orientation programs for spouses. While these orientation programs were well attended and highly successful, attendance was not mandatory. This lack of mandatory attendance was believed to be a contributor to concerns that communities were not placing enough emphasis on embracing spouses and Family members. There was also concern that Family members were not fully aware of the services available to them, the Korean culture, and host nation rules, and regulations under which the USFK and 8th U.S. Army must operate. Making a more frequent and spouse-friendly orientation became a high priority and created challenges that needed to be overcome if the commander's intent was to be realized.

Collaboration and Transformation

In October 2006, the 8th U.S. Army G1 hosted a working group comprised of the Installation Management Command, Korea Region, Human Resources staff, Human Resources directors from areas II, III, and IV, and other functional area experts. This working group developed a concept called the Yongsan Readiness Center, which mirrored the Warrior Readiness Center, but was geographically based in Seoul. The problems that needed to be solved to get the Yongsan Readiness Center up and running and to meet the commander's intent centered on billeting, policy, the program of instruction, funding, manning, and child care. Process mapping and research by group members in a collaborative environment between mission, garrison, and IMCOM-Korea region experts resulted in the rollout and implementation of the program by U.S. Army Garrison-Yongsan Aug. 6, 2007.

The garrison public works director and housing officer were successful in identifying a barracks collocated with a dining facility and in close proximity to support facilities (medical clinic, dental clinic, gymnasium, food court, and post exchange). The garrison subsequently renovated a barracks with sufficient billeting capacity and brought into service a facility to house single Soldiers in the ranks of staff sergeant and below.

The barracks is designed to billet single Soldiers during the duration of their five-day orientation. Individuals arriving as command sponsored or in the ranks of sergeant first class and above would be housed in the Armed Forces Recreation Center, the "Dragon Hill Lodge," for the duration of their orientation and until they were subsequently transferred to their respective permanent duty assignments.

This barracks program saves the Army thousands of dollars in billeting fees and is viewed as a significant "Just Do It" Lean Six Sigma cost-savings initiative. Each of the barracks' two-day rooms is outfitted with Defense Switched Network telephones and Army Knowledge Online computer labs connected to the USFK network. The computers and telephones allow Soldiers easy access to communicate with their loved ones back in the United States. The barracks can accommodate up to 214 Soldiers. The cleanliness of the common areas within the barracks is maintained through contractual custodial services.

The USFK J-1 developed the content of the program of instruction for this five-day orientation by publishing the foundation of policy for this program in USFK Regulation 614-2, Inprocessing Orientation. The required training includes such topics as Noncombatant Evacuation Operations, Status of Forces Agreement, international marriage, cultural awareness, housing, transportation, standards of conduct, Subversion and Espionage Directed against the U.S. Army, and a host of other essential classes.

Numerous support agencies also provide important information about Army Community Service, commissary services, Equal Opportunity, sexual harassment, black-marketing, prostitution and human trafficking, TRICARE, substance abuse, Army and Air Force Exchange Service, and the American Red Cross.

Functional area experts residing within the Yongsan Garrison provide instruction. The cadre of the Yongsan Readiness Center has the ability to serve as backup instructors if necessary. Many of the classes have been digitized onto DVDs by the supporting visual information center operated by the Directorate of Information Management, which serves to provide an information technology solution for the delivery of training.

The cultural awareness program, which Soldiers, civilians, and their Family members attend, consists of training developed and delivered by the 8th U.S. Army G-9 staff. The cultural awareness training culminates in a tour of a local museum that is within walking distance of the Yongsan Garrison. This museum is a state-of-the-art facility and is on the same par as the museums affiliated with the Smithsonian Institution in Washington, D.C.

An important challenge that had to be addressed was the staffing and manning of the administrative element for the Yongsan Readiness Center. Administering a program of this nature requires a cadre of high-quality Soldiers who can provide oversight of the center, the barracks, transportation, and accountability of attendees. Senior leadership decided to use borrowed military manpower and to create a Yongsan Readiness Center Company led by a captain, a sergeant first class, and 12 Soldiers.

Provision of free child care for spouses during attendance at orientation program creates the special challenges for ensuring close coordination between the Yongsan Readiness Center and the installation Child

Development Center. The garrison constructed a nursery using space within the Yongsan Welcome Center — the location where all orientation training is conducted. An in-house nursery makes it possible for sponsors and spouses to check on their children during breaks and creates a more spouse-friendly atmosphere to operate this program.

The quality of the program is continuously assessed by the mission, garrison and unit leadership through administration of satisfaction surveys to the attendees and the voice of the customer. Adjustments to the program-of-instruction are reviewed and considered to ensure the curriculum that is delivered meets the commander's intent and that customer satisfaction is improved. A recent adjustment to the program beginning in August 2008 will include shortening the orientation program to four days. This quality and cost savings improvement will ensure that Soldiers arrive at their units sooner. A windshield bus tour of the garrison for Yongsan based family members was also added to the schedule in July 2008 to better acquaint family members with the installation.

The success of the inprocessing orientation program can be measured by the direct and indirect effects of this program. Provision of a centralized inprocessing program for areas II, III, and IV ensures the program is high quality, consistent, and predictable.

Conclusion

Soldiers, civilian employees, and their Family members who inprocess at Fort Hood, Texas, do not necessarily need a cultural awareness orientation to the customs and mores of south Texas. But, the uniqueness of an assignment to a foreign country makes it essential that Soldiers, civilians, and Family members are oriented to the host nation from the very beginning of their tour of duty.

Delivery of this program is consistent with Army doctrine and regulatory guidance that recognizes the importance of orienting Soldiers, civilians, and their Family members to their new community. While there is an investment required for overhead and financial costs associated with this program, the command considers the expense well worth the results it achieves. America's Soldiers, civilian employees, and their Families are on the move as the Army transforms rapidly.

Investment by the Army in a state-of-the art new employee orientation training program like the Yongsan Readiness Center meet the intent of the senior mission commander and is supportive of the Army's effort to efficiently transform the force and the ability of the command to embrace Families so they can better acclimate to their new environment.

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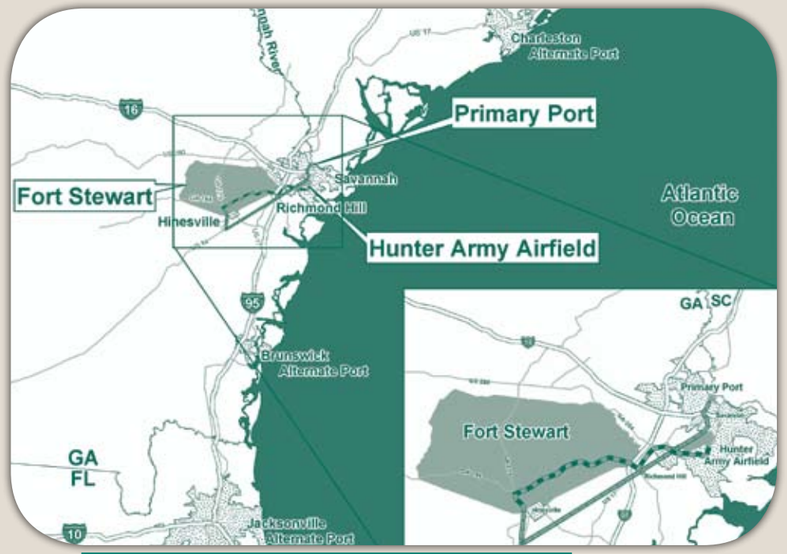
Fort Stewart and Hunter Army Airfield, Georgia — National Strategy in Action: A Southern Living Station of Choice

By Colonel Todd A. Buchs and Michael W. Biering

The Fort Stewart-Hunter Army Airfield Army installation in southeast coastal Georgia is recognized as a benchmark garrison operation by both the Army and Department of Defense. It was the recipient of the Army's Community of Excellence Award (ACOE) and the Commander in Chiefs Community of Excellence award for an unprecedented successive three years in 2004, 2005 and 2006.

The massive 279,000 acre land area of Fort Stewart, coupled with the 11,000 foot, 56 C-17 mission on ground (MOG) capability at Hunter Army Airfield, represents a valued national strategic asset that has supported a wide variety of missions in support of the national defense over the past 66 years. Added to the MOG at Hunter Army Airfield is the Truscott Air Terminal, the post's departure and arrival aircraft control group site, which is a state of the art deployment and arrival facility that can house and feed up to 1,500 departing or arriving Soldiers or other personnel at one time. Hunter Army Airfield also boasts Saber Hall, a recently upgraded deployment support facility easily capable of providing strategic command and control of a special operations task force if required. We continue to supply strategic and operational support to the 3rd Infantry Division (ID) and Special Operations Command (SOCOM) units now in the midst of multiple deployment support for Operations Iraqi and Enduring Freedom.

Fort Stewart and Hunter Army Airfield (HAAF) are actually one installation separated by six miles and the Interstate 95 corridor at their closest point. Via state and federal highway, it is a 35-mile drive from cantonment area to cantonment area. Hunter Army Airfield's 5,000 plus acres is situated in Savannah, Ga., in Chatham County, while Fort Stewart's 279,000 acres occupies parts of five counties, including Bryan, Evans, Liberty, Long and Tattnall. All of these surrounding counties and communities have a rich heritage and are staunch supporters of the Soldiers and Families of Fort Stewart and Hunter.



Map of Fort Stewart and Hunter Army Airfield

We host a quarterly Regional Information Sharing Forum at Stewart and Hunter where more than 120 community leaders and service suppliers participate.This continues to improve an already dynamic and positive relationship. Fort Stewart and HAAF's geographic location also must be considered in the macro to fully understand the installation's national strategic value. The strategic location of the Fort Stewart complex, contiguous to the Military Operational Airspace on the Georgia Coast, provides a unique combination of training battle space that facilitates any number of maneuver scenarios for joint forces. This, combined with a robust installation rail system connecting the posts to the national rail system and the ready availability of Interstate Highways 16 east and west, and 95 north and south, gives units, such as the 3rd ID and others stationed or mobilized through Fort Stewart, great power projection capabilities. Hunter Army Airfield's aerial port capabilities and the deep water Port of Savannah and nearby ports of Brunswick, Ga., Jacksonville, Fla., and Charleston, S.C., give Stewart-Hunter units an unmatched ability to move equipment

through these ports rapidly and onward by ship any where in the world. Putting this in perspective, we can load a heavy brigade combat team at Fort Stewart. With ships available, we can have them loaded for debarkation in seven to 10 days.

Recognizing Fort Stewart and HAAF as a great national strategic asset, instead of the "Camp Swampy" depicted a while back in the Beetle Bailey comic strip, the Department of Defense has made great capital and human investments in the installation the last several years, both in the main cantonment areas where we provide the majority of services to our Soldiers and Families, and in the training areas where we prepare our Soldiers and those that mobilize from Stewart and Hunter on some of the best facilities the Army has to offer.

In the main cantonment areas at Stewart and Hunter, a tremendous amount of military construction is already in place and more is going in everyday. Between now and 2013, more than $1 billion of construction will take place, nearly completing our transformation from a World War II wooden building antiaircraft artillery base to a completed and robust theme of a "Southern Living Station of Choice." Privatized housing on Fort Stewart and Hunter is in its fifth year of an eight-year initial development period and is going strong. Our housing partner continues to build new and modern homes, renovate older homes and tear down to make room for those that are not worthy of renovation. Tremendous investments will also continue in the training areas outside the cantonment areas proper. Vast changes in training technology, simulations and training techniques have transformed Stewart-Hunter into one of the Army's most modern military complexes. All of these efforts produce an unstoppable synergy and excitement that directly and positively impacts the quality of life and well-being of our Soldiers and Families.

One critical aspect of the Fort Stewart/Hunter AAF capability set has yet to be mentioned at this point, and rightfully needs to be. One of the bottom line successes at Fort Stewart/Hunter AAF is the ability to train our Soldiers force-on-force at Stewart. That's much different than the "Camp Swampy" moniker attached by Beatle Bailey years ago. It's still Camp Swampy to many across the Department of Defense. Even with our abundance of wetlands, and rivers crossing the installation, that moniker simply does not fit the true capabilities for land maneuver for heavy or light forces.

The real fact of the matter is that Fort Stewart/Hunter AAF has made marked progress through the intervening years since the stationing of the 24th Infantry Division at Stewart in the mid-seventies. In the '70s the post had a little more than 50,000 acres of maneuver space. Since then, with sound environmental planning, execution and construction, the maneuver area has more than doubled to more than 105,000 unimpeded acres, and we are working to add more through sound planning everyday. Couple that with the fact that the weather at Stewart-Hunter is so favorable that lost training days to weather are essentially non-existent. Extraordinary efforts have been made by Stewart-Hunter's Directorate of Plans, Training, Mobilization and Security, Training Division and the Directorate of Public Works, Environmental Division to increase the maneuverability of its training areas, and still leave the wetlands that dominate one's perception of the post, environmentally sound.

One facet of this training land progress that has increased maneuverability on the installation has been to thin the standing timber. This permits unimpeded cross-country movement of heavy forces and at the same time, complies with a myriad of environmental considerations and statutory requirements. Unlike many state and federal forestry programs, we are focused on prudent consumption of timber to increase revenue in the program, as well as provide better training space for our Soldiers. Also to be addressed in conjunction with endangered species management, Stewart consistently lays claim to one of the largest controlled burn programs in the world, focused on many things, but mostly maintaining training space for the Soldier.

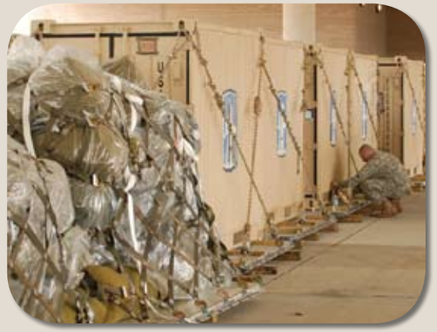
Another example of maneuver area enhancement is the management program for improving the habitat for the red cockaded woodpecker (RCW), a federally listed endangered species. The RCW program at Fort Stewart is acknowledged across DoD as one of the Army's benchmark environmental success stories. Management efforts have focused largely on improving the RCW's habitat. In 1996 the Army, in consultation with the U.S. Fish and Wildlife Service, shifted the emphasis from RCW protection to proactive habitat conservation. Standoff distance for mounted maneuver was reduced from 200 feet to 50 feet from an RCW cavity tree. Installations increased efforts to install artificial RCW cavities and conducted prescribed burns in the growing season. Monitoring the effectiveness of conservation efforts further enhanced positive results. The result has been a significant decrease in the extent and impact of training restrictions. Meanwhile Fort Stewart's RCW population has more than doubled since 1994. Our steady progress toward population recovery was a key factor in U.S. Fish and Wildlife Service agreeing to reduce the restrictions. Building on this success, the Army and U.S. Fish and Wildlife Service have once again revised the guidelines and Fort Stewart will soon be able to start removing all restrictions between now and 2012.

In addition to threatened and endangered species, Fort Stewart has more than 90,000 acres of jurisdictional wetlands. In order to improve the installation's support of heavy maneuver, a long-range program began in 1996 to create "maneuver lanes" on the 105,000 contiguous acres on the western side of Fort Stewart. The installation has enhanced the trafficability of the wetlands by constructing low water crossings (fords) to connect upland training areas and maintain full compliance with state environmental standards. This allows for force-on-force training year round.

Since 1997, 89 low-water crossings have been completed and 80 to 100 more are planned in varying states of execution. Again, these low-water crossings are executed via a solid partnership between DPW and the DPTMS. In addition, maneuver lanes have been improved by constructing or improving additional combat trails, roads, timber thinning and clearing to maximize the ability of our maneuver lanes to support heavy brigade combat teams.

Many say that a picture is worth a thousand words. In our case an actual event that took place on our great training area last year is worth the thousand words. The litmus test of how these improvements would work happened when Fort Stewart successfully supported two home station mission rehearsal exercises (HS-MRE) in lieu of National Training Center (NCT) rotations. The HS-MRE for 2d Heavy Brigade Combat Team (HBCT), 3rd ID was concurrent with 3rd ID's 4th HBCT pre-National Training Center "Vanguard Focus" exercise. With two major HBCT exercises happening at the same time on Fort Stewart, the division headquarters was in the field also. During the HS-MRE for 2nd HBCT and 4th HBCT's "Vanguard Focus," some 10,000 Soldiers from the NTC's 11th Armored Cavalry Regiment (OPFOR), supporting 3d ID units, and NTC Observer/Controllers and Evaluators were moving throughout the Fort Stewart maneuver area for extended periods of time.

The real bottom line is a clear demonstration of the training and maneuver capability of the national strategic asset called Fort Stewart and HAAF. In support of the ongoing conflicts in Afghanistan and Iraq doctrinal changes, based on lessons learned during Operation Iraqi Freedom and Operation Enduring Freedom, have been incorporated into installation training planning and have resulted in a different maneuver posture at the installation. To accomplish training goals, the installation has increased urgently required urban facilities. Urban projects underway include improvements



to an Anteon Urban Facilities for Improvised Explosive Device — Defeat (IED-D) training, a 26-building Combined Arms Collective Training Facility, an Urban Assault Course, improvements to a range shoot house, and an instrumented shoot house with an upper floor. These projects will enhance Stewart-Hunters ability to support forces deploying to the U.S. Central Command area of responsibility.

Fort Stewart and HAAF proved that adaptable support in spades in just the past several months with the tremendously successful mobilization of the 76th IBCT (Indiana Army National Guard) for Operation Iraqi Freedom. With minimal planning time, the installation successfully coordinated and executed the mobilization of more than 3,100 Soldiers. This accomplishment was consistently recognized by senior leadership, to include commanding generals from First Army and Forces Command, the governor of Indiana, and the vice chief of staff of the Army, not to mention the Families of these Soldiers. Deployment training covered the full gamut of in-theater training requirements, to include geographically dispersed Forward Operating Bases, realistic IED defeat training, convoy life fire and reflexive fire ranges. Add more than 10,000 other Soldiers Fort Stewart and HAAF has mobilized in support of the Global War On Terrorism, this latest accomplishment only echoes Fort Stewart's standing as the premier power projection platform site on the east coast.

Late last year, the Army announced that one of the heavy brigade combat teams would convert to an infantry brigade combat team (IBCT) and that another IBCT would be added at Fort Stewart as a result of Grow the Army. That will present us with new challenges that we eagerly look forward to meeting. We at Stewart and HAAF are excited about the opportunities for IBCT training in our nearly 70,000 acre eastern maneuver area, very well suited for training an IBCT.

Put on hold by the Army for the ACOE competition since 2006, Stewart-Hunter has continued to work to improve its capabilities, service to its customers and attractiveness as a home to Soldiers and their Families as the "Southern Living Station of Choice." As the largest Army installation east of the Mississippi River, with more than 279,000 acres of maneuver space and range area and its 11,000 foot modern military airport at Hunter Army Airfield, Stewart and HAAF will continue to provide outstanding maneuver support for not only heavy brigade teams but other combined arms training. Forces will be prepared to move quickly to wherever they are needed in the world for our nation's defense.

Most recently in recognition of the installation's efforts to support maneuver and live fire exercises, Department of the Army awarded Fort Stewart the Outstanding Sustainable Range Program Tier I Installation and Range Control Team Awards for 2007. This is another testament of the dedication of Fort Stewart and HAAF to training Soldiers at one of the Army's very best and most capable installations.

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Creating Communities Not Compounds: The Fort Lewis Approach

By Mark L. Gillem with Jerry Zekert

"One of the key benefits to a comprehensive master plan is that you begin to recognize the value of the land on post. Building in such a way to make the most effective use of limited land resources comes to the forefront of concerns, which leads to a more compact, sustainable and vital community."

- Tom Tolman, architect, Fort Lewis, Wash.

Introduction

In the late 1920s, the landscape architecture and planning firm founded by Fredrick Law Olmsted helped the U.S. Army prepare the master plan for Fort Lewis, Wash. Olmsted, a landscape architect by training, was well known for his commitment to designing towns and neighborhoods that integrated the built and natural landscapes into a cohesive whole. The firm's plans for Riverside, Ill., New York's Central Park, and Boston's Emerald Necklace successfully balanced development with environmental preservation.

With prominent views to Mount Rainier dense native forests, and beautiful streams that meandered into the Puget Sound, the site for Fort Lewis was a designer's dream. But at the time, the U.S. Army had little money to develop a grand plan. As a result, the designers planned a compact installation with shops, warehouses, offices, housing, and community facilities within walking distance of each other. This sensible approach minimized infrastructure costs and maximized land use efficiencies. In addition, the designers created many three- and four-story administration buildings and barracks. They knew that it was cheaper to build up rather than out. After all, with one foundation and one roof they could get three to four times the floor area.

At the heart of the plan was an impressive parade field aligned with the peak of Mount Rainier. Single-Family homes, duplexes, and rowhouses provided a variety of housing within walking distance of workplaces. Instead of garages at the front, the designers used alleys and side yard lanes so that porches and stoops faced the street. Garages were relegated to the rear. This approach made maintenance and service much easier and created a pleasant street scene where neighbors could share a drink on their porch or walk along the shaded sidewalks without worrying about cars backing into the road. The buildings were built to last generations. Brick, stone and concrete were the norm.

The original core is now a historic area. Many of the barracks have been converted into offices and they work extremely well since they consist of narrow wings that allow natural light and cross ventilation to flow through the building. The Family housing has remained quite popular. The shops are still in use and the parade ground is still the showpiece for the installation.

Despite this remarkable tradition, something unfortunate happened at Fort Lewis. Starting in the 1940s and lasting until today, planners and designers largely ignored the language of design Olmsted's firm established. Isolated subdivisions replaced integrated neighborhoods. Sprawl replaced compact development. Low-density, single-story, auto-oriented and single-use buildings became the new standard.

Fortunately, the Army's transformation efforts have given Fort Lewis a second chance. With nearly $4 billion in projected development over the next decade, planners have an opportunity to build on the success of the original plan.

In the last edition of the "Journal of Installation Management," we outlined the components of sprawl that are commonplace on military installations across the globe (Gillem, M. and J. Zekert, 2008). Rather than rethink planning patterns, the default has been to expand into range and training land, which is not a sustainable

approach from a mission perspective. Getting around sprawling installations typically requires the use of a car, which exacerbates environmental problems. And with gas costing about $4 per gallon, many Soldiers cannot afford the auto-dependent lifestyle forced on them by the layout of many Army installations. From an operations and maintenance perspective, sprawling installations demand more roads, longer utility runs, and more parking lots. This is hardly a recipe for efficiency.

In this article, we will examine an alternative to this costly approach. Fort Lewis will be the primary case study. We will describe the process and plans that are guiding new investments at the installation and outline a new method for measuring planning effectiveness. We will highlight two roadblocks to effective planning and conclude with a discussion of key lessons for installation leaders and planners. Throughout the article, we will show how thoughtfully designed master plans can meet the Army's "triple bottom line" of mission, community, and environmental sustainability.

Process: Focus First on a Vision

As Stephen Covey argues, in almost any endeavor, one must begin with the end in mind (Covey, 1989). To do this, installations need a clear and concise description of an end state that they want to achieve. The planning process, which should focus first on developing a vision, responds to commander of the U.S. Army Installation Management Command, Lieutenant General Robert Wilson's call for planners to "concentrate on our dated long range plans, visions, goals and objectives (Wilson, 2008, 39)."

In just a few lines, a vision statement should capture the essence of the entire planning effort. These statements are not easy to create and they only come about through collaboration. Embedded within this statement can be the key development goals for the installation. As an example, Fort Lewis' planning vision statement is as follows:

In support of the mission, Soldiers and Families we will create a sustainable community of walkable neighborhoods with identifiable town centers connected by great streets.

This vision emerged after a series of public workshops and community surveys during a week-long visioning charrette. The effort began with a three-hour community meeting that attracted nearly 100 people from all over the installation, including Soldiers, Family members, civilian staff, and installation leadership. Participants worked in small groups to identify the strengths and weaknesses of the installation and discuss opportunities for and constraints to development. Together, they created planning objectives to guide growth at the installation. Throughout the rest of the visioning week, and during the follow-on charrettes, the planning team met with a bevy of constituent groups to identify their needs, dreams, and constraints (Some of the participants in the charrettes included staff from AAFES (Army Air Force Exchange Service); DECA (Defense Commissary Agency); the MWR office (Morale, Welfare and Recreation), and RCI-Equity (Residential Communities Initiative housing contractor). In addition, experts with responsibility for NEPA (National Environmental Policy Act), AT/FP (antiterrorism and force protection), and HP (historic preservation) met frequently with the planning team). When coupled with responses from the nearly 600 people who completed the online survey, the input helped the planning team define the vision with a clear set of five planning goals listed below and a series of measurable planning objectives that support these goals.

1. Mission Capable Environments recognize the primacy of the installation's mission. After all, mission sustainability is key to operational success. Of utmost importance to an installation like Fort Lewis is rangeland preservation. The old pattern of building on training ranges needs to be replaced by a new model of compact development. Primary examples include those similar to a small Midwestern town or a New England village with a core of closely-spaced three and four story buildings and a perimeter of walkable residential neighborhoods. On Army installations, close-in training areas are crucial. These areas, within walking distance of barracks and administration facilities, can be used for physical training, unit gatherings and other regular events. Linking training, living and recreation areas should be efficient transportation networks that minimize time wasted in transit.

2. Sustainable Communities use compact development to minimize resource consumption and maximize transportation options. Whenever possible, a key sustainability objective is historic preservation. By reusing rather than replacing buildings, planners can leverage the embodied energy used in the initial construction. On many installations, pre-World War II-era buildings are the most cherished and most durable. They were built to last. Multistory buildings can easily accommodate three to five times the floor area of a single-story building, which reduces the need for land. Narrow buildings, with wing widths of 50 feet or less, can minimize building energy consumption by 50 percent. These buildings can easily and flexibly accommodate offices, barracks and lodging rooms. They can be naturally ventilated if outfitted with operable windows and they can be naturally lit with windows on two sides of every room. Mixed-use buildings that have appropriate commercial uses on the ground floor and housing or offices above can significantly reduce land demands. At Fort Lewis, the housing contractor is planning these types of buildings and may offer commercial space to AAFES and other tenants. The base is planning to put barracks above classrooms to maximize land use efficiencies.

Of course, mixing uses in one building is not a new idea. Universities have constructed mixed-use buildings for years, and hotels have placed restaurants below lodging rooms all over the world. In the Army, Fort Belvoir, Va., has a new AAFES Corner Market, a Starbucks, and a number of other retail shops underneath new townhomes. Public transit is a long-term planning objective that will be increasingly viable as the base structures transit-oriented development along key transit corridors that are connected to various off-post regional transportation services. When transit and land use patterns work together, Families and individuals will reduce their annual driving mileage by 25 to 50 percent, which reduces the use of fuel and improves air quality. But, at least for the foreseeable future, many people still need to drive and they still need places to park. When designed as car parks, with integral storm-water treatment medians between every aisle of parking, parking lots become attractive and sustainable.

3. Walkable Neighborhoods take advantage of many of the planning objectives described above. They benefit from mixed-use buildings, where apartments are placed above shops, and from mixed-use neighborhoods where commercial areas are within a short walk of housing neighborhoods. Walkable neighborhoods have connected sidewalks that link aligned building entries. This makes navigation easier and supports walkability. Except in downtown cores, where wide sidewalks with trees placed in planting wells should be the norm, all other sidewalks should be separated from the curb by planting strips to improve pedestrian safety. Regularly spaced street trees should be planted in these strips to provide shade for pedestrians, lower traffic speeds and reduce the heat island effect. Ample trees can even drop temperatures in adjacent buildings by up to 10 degrees, which lowers cooling costs. Hidden parking, where large lots are tucked behind buildings, conceals cars from pedestrians and makes the walking experience safer and more enjoyable. Shop fronts, with transparent storefront glazing, allow people to view into and out of commercial buildings, which makes the streets safer and the walking experience more enjoyable (Jacobs, 1993). Walkable neighborhoods also promote more healthy communities by enabling residents to increase physical activity through walking instead of driving (Frumkin, 2006).

4. Identifiable Town Centers should be at the heart of each district. Mixed-use buildings, with housing above retail shops, frame town squares and linear parks that become important gathering places. Too often, the center of an installation is the AAFES parking lot. These are not places that support walkability nor are they effective public spaces that can support a vibrant community life. The best installations, however, have attractive public space at their centers. In some instances, the town center may focus on a parade ground. These important public spaces can also incorporate focal points that can be fountains, gazebos, or monuments.

5. Great Streets link districts across an installation and should be designed as magnets for development. Too often, the streets are left as eyesores that push development away from the heart of an installation. Arterials are lined with warehouses, blank walls and parking lots. In fact, streets are often the most overlooked asset on an installation. Given that the circulation network may consume up to 30 percent of the landscape, this is an unfortunate omission. At Fort Lewis, planners are transforming an unsightly arterial into a multiway boulevard. This is a street type that can accommodate significant through traffic as well as median-protected local traffic. With its multiple medians and wide sidewalks, these boulevards can support up to five parallel rows of street trees. The effect is more like a park than a street, which makes the corridor an attractive place for mixed-use buildings and urban housing. Where development

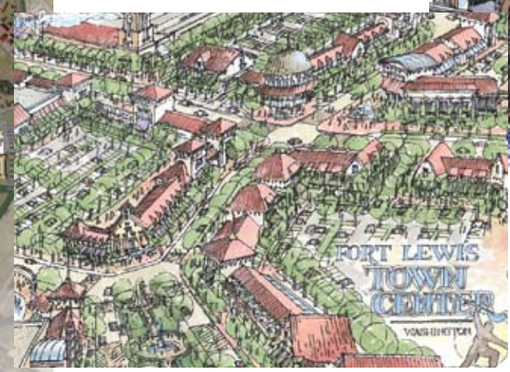
along the corridor is not desirable, landscaped parkways with divided medians can support significant traffic flows. In town centers, main streets with parallel on-street parking, wide sidewalks and glazed storefronts become anchors for mixed-use development. In fact, parking on-street reduces the pavement required per car by 50 percent; from roughly 360 square feet to 180 square feet. This lowers overall operational costs and minimizes land consumption for parking. In residential areas, narrow lanes slow traffic and garages are located off of alleys. Since alleys replace the parking aprons in front of standard suburban homes, there is no net increase in paving. More importantly, the fronts of homes can be graced with porches and stoops rather than garages.

Illustrative plans like this one for the Fort Lewis historic downtown depict short and long-term projects in the form of realistic building footprints and block structures. They also show parking, existing buildings, roads and key landscape elements. *(Image from the Urban Collaborative, LLC)*

Planning for an Expanded Fort Lewis

The Army is well known for making plans – strategic plans, campaign plans and retirement plans are just a few. But a plan is more than a written document or a compelling vision statement. Many dictionaries define a plan as a drawing made to scale that shows the relationship between things, including buildings, roads, open spaces, parking areas and adjacent contexts. The focus of the most recent round of planning at Fort Lewis has been the making of these types of plans.

All too often, an installation's real property master plan is simply a report card on the current state of the installation. Actual plans are rarely more than installation maps with arrows pointing to possible locations for future projects. When more tailored plans, like area design guides, are created they are often too specific. Planners at Fort Lewis have recognized these limitations and have refined the model so that plans are useful for decision-makers, design-build contractors, and designers. The focus has been on the creation of area development plans (ADPs) and form-based codes that can flexibly guide development in the short and long term (Parolek, D, K. Parolek, and P. Crawford, 2008).



Plans for a new town center may include casual dining establishments, a multiplex movie theater and new retail shops under offices and housing.
(Image from Army and Air Force Exchange Service and Torti-Gallas)

This sketch conveys the feel of the urban housing and park blocks planned for the historic downtown.
(Image from Urban Design Associates)

During the visioning week in the fall of 2007, the planning team subdivided the installation into identifiable districts based on geographical features, transportation patterns and existing uses. The planning team analyzed previous plans for each district and, over the last nine months, developed new ADPs for almost every district. Overlapping each district are corridor plans that include diagrams of key transportation networks, parks and open spaces, and utility corridors. When combined, these individual ADPs form the installation development plan (IDP). This approach allows commanders to focus limited planning resources on the areas most in need of planning based on existing conditions, planned improvements, or other relevant criteria.

This regulating plan for the Hillside District at Fort Lewis uses color-coding to identify parcel development types. *(Image from The Urban Collaborative, LLC)*

The ADP for each district has a set of components that, when taken together, constitute a form-based code for the district. These codes are a response to the widespread sprawl found on and off installations that resulted from traditional zoning, with its focus on segregated land uses and color-coded land use maps (Archer, 2005). Form-based codes focus on shaping the form of the public realm first and, second, on controlling land uses (Katz, 2004). This zoning approach replaces color-coded land-use maps with illustrative drawings, regulating plans, building envelope requirements, and architecture and landscape standards.

The creation of a form-based code is a method of envisioning development supportive of sustainability and livability, not the arbitrary making of

form. The form evolves in support of socio-cultural values and human behavior. It is also a method that engages design in the codifying process where design precedes the writing of the code. While typical installation design standards have many of the attributes of a form-based code, one key difference is that form-based codes are prepared after a conceptual plan has been established.

At Fort Lewis, the traditional short-range component required as part of the real property master plan is prepared as an illustrative plan. It shows graphically how development can be located on the ground. The required long range component is prepared as a regulating plan that allows for more flexibility than a typical illustrative plan. It is like an underlay to the illustrative plan. Only the most important aspects of the plan are regulated — these include build-to lines, minimum and maximum building heights, entry locations, appropriate uses, and parking and roadway configurations. Building envelope standards, streetscape standards and landscape standards become part of the installation design guide. Supplementing these plans are simple sketches that have just enough information to give follow-on design-build teams an image of what is desired.

Steve Glover, Fort Lewis planning division chief, describes the benefits of moving to a form-based approach to planning:

The planning process we used in the past did not adequately address the many changes that are today's reality, including the modular Army, an all-volunteer force, USACE MILCON Transformation, privatization of Family housing and the trend towards privatizing other services. The form-based code approach to planning allows greater flexibility, while communicating essential requirements for site development. This is especially important because we no longer have the opportunity to work closely with A/E firms during the design process, but must communicate requirements succinctly in RFPs prior to project award.

At Fort Lewis, these plans and standards were developed during intense week-long charrettes. Following a careful analysis of the existing conditions, detailed interviews with relevant users, and development of the building program, the planning team prepared numerous alternatives that were evaluated using the planning goals and objectives. The team then prepared a preferred alternative for each district and these have become the foundational plans for the installation's short and long-term development. Planning, in this case, is more of a process than an actual product. The area development plans and form-based codes are primarily a documentation of this iterative process.

Evaluating Sustainability

But even with a complete form-based code and attractive illustrative plans for every district on an installation, how do planners know if these plans are effective? Does the mere presence of a plan suffice? Or, if buildings are sited in accordance to the plan, is that adequate? At Fort Lewis, the planning team was not satisfied with such simplistic measures of planning effectiveness. Rather, they wanted to ensure that the concept of sustainability permeated all of their efforts. Using the Army's concept of the triple bottom line, planners recognize that mission, environmental, and community sustainability work together. For example, more compact communities can accommodate development that uses less energy resources and preserves valuable range and training land for mission uses. To quantify how each district is performing in terms of sustainability, the installation's Sustainable Community Team created a measurement tool that borrows key objectives from the Leadership in Energy and Environmental Design (LEED) for Neighborhood Development (ND) rating system. But because LEED-ND is not specifically designed for military installations, the team added military specific criteria including rangeland preservation and close-in training. Team members are now using this tool to rate the plans for all the districts on the installation in terms of sustainability. This is a major contribution of the Fort Lewis effort.

Roadblocks to Sustainable Planning

While the planning team at Fort Lewis has made considerable headway in changing the planning paradigm from sprawl to sustainability, there are two major hurdles that could significantly degrade the effort.

Antiterrorism and Force Protection (ATFP): While no one would challenge the goal of ATFP advocates, which is to protect people, we certainly would challenge their objectives. The idea that a 10- or 25-meter standoff distance will make a difference is suspect. Asking a terrorist in a van to obey a curb, is like asking a toddler on a tricycle to obey a street sign. These barriers are easily ignored and largely irrelevant. The solution, however, is not found in taller curbs, rather the solution is found in environments designed to prevent crime. On the surface, the current stand-off requirements and progressive collapse regulations may seem innocuous. But what they do is force more sprawling installations with longer perimeters that will be even more difficult to defend. The ATFP rules adopted by the Department of Defense ignore the empirical evidence used by communities across North America and Europe to make their neighborhoods safe from crime.

This sketch of the mixed-use town center near Madigan Hospital shows that to convey the feel of a place, expensive and detailed renderings are not always needed. *(Image from the Urban Collaborative, LLC)*

In the field of crime prevention through environmental design, which has been around for nearly four decades, experts have found that the most important way to reduce crime, including terrorism, is to allow for natural surveillance of the physical environment (Newman, 1972). Some refer to this as providing "eyes on the street" (Jacobs, 1961). When buildings and their windows face streets and public places, the people in those buildings provide an amount of surveillance that could never be matched by an installation's security forces. But when those buildings are pulled back from the street and windows are minimized or eliminated, very few people can keep an eye on the public realm. And this is when problems materialize. After all, a key problem at Khobar Towers in Dhahran Saudi Arabia, where 19 airmen were killed following a terrorist attack, was that a truck packed with explosives sat outside a secure perimeter for hours and no one noticed.

Another strategy used by crime prevention experts is territorial reinforcement. By using physical design to shape defensible areas, with clear property lines, landscape elements that define public and private spaces, and buildings sited to frame identifiable realms, the sphere of influence is expanded. Rather than requiring standoff distances we should be implementing build-to requirements. Crime prevention experts have also found that natural access control decreases opportunities for crime. Streets, sidewalks and building entries should be designed to mark public routes as distinct from private routes.

A little-known additional problem with ATFP rules that require 25 meters between every primary occupied facility and every road or parking lot is that this pattern forces installations into building fewer and bigger buildings. This is counterproductive since it, in effect, places more eggs in one basket. Dispersal rather than concentration is a better approach.

In any event, these rules are based on the last war and do not anticipate a future war. Car bombs are quite rare on U.S. military bases. The new delivery mode may be backpack bombs or rocket-propelled granades. In these cases, standoff is largely irrelevant. It is past time to reconsider ATFP rules that are making military installations even more prison-like than they have been.

Mixing Funds: In 2001, at Osan Air Base in South Korea, AAFES opened a 180,000 square foot, one-story base exchange in the center of the base. At the same time, the base was annexing land at the edge of the base (and the South Korean government was demolishing a historic village on that land) to build a nine-story housing tower for Families. The annexation led to major protests and has turned many supporters of the U.S. military into opponents. This is hardly a way to maintain an important strategic alliance. If appropriated funds for housing could have been combined with AAFES funds, and if a culture of separation could have been broken, the United States could have easily built all the housing units as three-story townhomes on top of the massive AAFES roof. On the roof deck, there would have been room for a playground and a central landscaped courtyard the size of a football field just outside everyone's front porch. Unfortunately, in the new tower, the closest playground is a five-minute walk down a dark double-loaded corridor, down an elevator and through a public lobby, across a street and past a parking lot. This is not Family-friendly housing. Moreover, the 112 Families would have been within walking distance of the base's community center, administrative core, hospital, and primary school. Ironically, some of the housing in highest demand off the base is located above retail stores.

This pattern of separating compatible uses because of funding limitations is one more reason military installations are destined to sprawl.

"We continue to compartmentalize funds," says Fort Lewis' Garrison Commander Colonel Cindy Murphy. "This leads to isolated buildings that waste money and waste land."

Exchanges, commissaries and other large footprint, single-story buildings, for example, are built as stand-alone facilities. If Safeway and Whole Foods can build housing on top of their stores, with separate entries, secure loading areas, and adequate parking, as they do in communities across the United States, surely AAFES and DECA can do so as well. This is exactly what planners are considering at Fort Lewis. And since the housing can be funded using RCI money, this approach does not mix appropriated and nonappropriated funds. But for installations building MILCON housing or barracks, this type of efficient and desirable mix for many Families and Soldiers would be impossible given current law. The good news is that laws can change and this is one in need of revision if we are to build more sustainable installations that preserve vital range and training land.

Key Planning Lessons

Over the course of this project at Fort Lewis and based on our experience in previous planning efforts at dozens of other installations, some key planning lessons have emerged that are applicable to most DoD installations regardless of their physical size or construction budget.

1. Leadership Matters: Effective leadership at all levels is of paramount importance. What planners at Fort Lewis are doing is not only changing a plan, which is the easy part, but they are also changing a culture. The culture of sprawl is deeply embedded into the planning process. Buildings are funded and built in isolation. Nearly every unit wants its own space. ATFP experts effectively mandate sprawl with their setback requirements. A stovepipe mentality shuns innovation when it comes to mixing uses or using roads for more than automobile traffic. Sadly, those involved in building Army installations have not changed their planning model for decades. Change, after all, can be difficult. But if warfighters such as General David Petraeus can change warfighting theory during a war, then surely planners can change the way installations are developed at least once in our lifetimes.

It takes effective and inspirational leadership to call for change and see it through. At the installation, this leadership role falls most heavily on the garrison commander. At Fort Lewis, Colonel Cindy Murphy decided that the era of sprawl was over. She challenged the planning team to use a model of sustainable development. She participated in planning meetings, reviewed planning documents, and briefed senior leadership on the planning effort. She made difficult decisions: AAFES could not build a bigger big box (even though it had sunk several hundred thousand dollars into preliminary designs); DECA needed to improve its store (even though it was not on the improvement list); and the housing contractor had to build downtown rather than at the edge of the installation (even though they had invested in schematic design efforts for edge development). In addition, near-term and long-term projects not in accordance with the master plan had to be re-sited. These were not easy decisions but they were the right decisions and they could only be made by an engaged garrison commander. According to Murphy, "garrison commanders must be actively involved to make sure everyone has a shared vision and to recognize that there are always historic issues between different groups, which means the commander needs to be a negotiator at times. But it is not about the commander forcing a vision. Instead the commander sets the stage for the community to create a plan together."

In addition to setting the stage for the entire effort, effective leaders also give their staff time to continually review project proposals to ensure that they conform to the master plan. At Fort Lewis, this is an ongoing process. In the past, designers were given a box to build in and pretty much left alone in terms of master plan conformance. Now, plans need to be evaluated against the planning goals and objectives and modified accordingly. Designers and project managers are not accustomed to this essential oversight.

2. Compelling Visions Attract Investment: Installations with compelling visions, documented in attractive and succinct plans, are installations that get resources. Prudent MILCON programmers are naturally drawn to installations that have an idea of their future. Smart money follows smart plans. But this does not only apply to MILCON projects. As we have seen at Fort Lewis, the vision has attracted significant interest in just under nine months. In addition to major AAFES and RCI investments, infrastructure projects, MWR projects, and other community support projects are now on the books. For example, before the planning process began, Pendleton Boulevard was not targeted to receive a significant upgrade. Now, a multimillion dollar construction project may start on converting it into a multiway boulevard as early as 2010.

Tom Tolman, an architect at Fort Lewis, explains how the vision has led to investment: "The master plan process has been an agent for change and improvement, channeling energy and investment into the areas that are most important to future operations."

3. Collaboration Fosters Consensus: "The best part about the master planning process at Fort Lewis," according to Murphy, "was being able to bring all the different entities on the installation together. They usually plan independently but if you want the plan to endure, it has to come from everyone and they need to have a shared vision." This type of collaboration also breaks down barriers said Murphy. "We realized that we do not have to be separate. In fact, to build a sustainable community, integration is essential." Planning cannot be done behind closed doors. The installation's future impacts everyone and they have a right and responsibility to participate in shaping that future.

With so many different organizations occupying land at an installation, it is imperative that the planning process be structured to allow for meaningful collaboration. At Fort Lewis, the planning team used the charrette model during the analysis and design phases. They worked on site, often through the night, and had an open-door policy during the design and review periods. Rather than jump to design, they spent hundreds of hours gathering information, meeting with users and touring the sites. Plans were developed around large tables in full view of anyone who had an interest in the process. Sequenced review meetings were held with stakeholder groups to test ideas and refine concepts. Horace Foxall, U.S. Army Corps of Engineers Seattle District, is the master planning program manager for the Fort Lewis initiative. He best sums up the value of collaboration:

One thing about the process is that it involves all the various directorates and units across the installation in the planning process. It includes the installation leadership in direct dialogue with the various departments and units, providing valuable input throughout the plan development. It provides partners, such as USACE an opportunity to work closely in the planning process with the installation management to provide technical feedback and expertise to planning consultants.

Collaboration also includes coordination with surrounding communities. As part of formulating the transit-oriented development strategy, planners re-evaluated the entrances to Fort Lewis and the installation's connection to the region's major transportation corridor (Interstate 5). The planning team hosted a planning charrette involving the surrounding communities and Washington State Department of Transportation experts. Together the participants forged an innovative strategy involving entry gate realignments that will enhance entry on and off Interstate 5, join the two main cantonment areas of the installation, and connect the installation's Great Streets with a long-range light rail system extending from Tacoma. The Washington State Department of Transportation team was extremely impressed by the Army's collaborative planning process and the focus on visioning and long-range planning.

Collaboration leads to positive compromise because planners, Corps of Engineers experts and installation staff can learn from each other and adjust plans to meet common goals and objectives. In a process as fluid and complex as installation planning, there are bound to be different ideas and these ideas must be openly discussed in order to find meaningful consensus.

As Murphy notes, widespread participation has been an essential component of this collaborative process. "Instead of AAFES, for example, being an afterthought, stuck with leftover spaces, AAFES planners were partners in the process from the beginning. They even changed their original plans. Their involvement allowed us to make a better community and everyone ends up winning," Murphy said.

Participation of all the players, including planners from AAFES, the RCI housing contractor, DECA and MWR, also helped the installation leverage its financial resources and planning expertise.

4. Transit-Oriented Corridors Focus Sustainable Development: The Department of Defense focus on green-buildings is too limited. The economic and environmental value of energy-efficient buildings is dramatically reduced if these buildings are built at the edge of an installation and are only accessible by car. Unfortunately, many installations are doing just this — building laudable buildings within a landscape of sprawl. Given that driving is an individual's most polluting daily activity, we need to find alternatives to automobile use as much as we need to find alternatives to incandescent light bulbs. According to the U.S. Department of Transportation (USDOT), by 2030, vehicle miles traveled (VMT) in the United States will increase by approximately 60 percent, which will lead to increased congestion, greater fiscal costs and negative environmental impacts (U.S. Department of Transportation. Strategic Plan: 2006-2011).

Existing arterials that combine local and through traffic contribute to this problem. Turning movements of local traffic along the arterial slow through traffic. They allow speeds that jeopardize pedestrian safety and negatively impact the quality of life along the arterial. And these streets attract auto-oriented commercial land uses. The resulting urban form includes deeply setback strip malls, single story big-box stores, gas stations, and garages. Their negative attributes help push development to the edges of installations, which threatens valuable range and training land and contributes to the social, environmental, and economic costs of sprawl (Burchell, R., A. Downs, S. Mukherji, and B. McCann, 2005).

To combat sprawl, installations need to attract a greater proportion of projected growth to cores rather than edges. Unfortunately, on most installations, land within the developed core is already dedicated to low-density commercial development adjacent to strip arterials. Redefining these arterials offers an opportunity for infill development that can relieve growth pressures on rangeland and capitalize on the benefits of greater residential densities. If arterials can be redesigned to efficiently accommodate both through and local traffic, they may also start to attract mixed-use commercial and multifamily residential developments.

One method is to convert these arterials into multiway boulevards that promote transportation variety and a broader range of land uses and building types. These boulevards, which are common throughout Europe, have dedicated through lanes separated from slow-moving local access lanes by landscaped medians. The access lanes can provide bike lanes as well as on-street parking to support ground floor retail uses. With the many opportunities for landscaping in the multiple medians, these boulevards also become attractive settings for mixed-use buildings and medium-density housing. Multiway boulevards have been shown to support infill development, reduce congestion and improve pedestrian safety (Jacobs, A., E. Macdonald, and Y. Rofe, 2002). Ground level retail uses can take advantage of on-street parking in the access lanes, and residential uses are attracted to the park-like quality of the landscaped boulevards. Given that slower vehicular speeds can reduce pedestrian fatalities, slower moving local access lanes in multiway boulevards can also enhance pedestrian safety without reducing throughput (Hall, 2005).

The link between transportation and land use is well established (Holtzclaw, 2004). Of significance to the work at Fort Lewis is the direct relationship between density, transit options and VMT rates (Duany, A., E. Plater-Zyberk and J. Speck, 2001). VMT rates drop dramatically when appropriate residential densities are built adjacent to transit routes. When residents can bike from their home to their place of work, when they can take public transit instead of their private automobile and when they can walk to a local market, their mobility options are increased, and their vehicle miles are decreased (Calthorpe, 1991). Reduced vehicle use has obvious benefits in terms of improved air quality and improved personal health (Frumkin, H., L. Frank, R. Jackson, 2004).

In recognition of these benefits, the master plan at Fort Lewis calls for converting Pendleton Boulevard from a typical urban arterial into a multiway boulevard. Not long after the idea for a multiway boulevard was put forward graphically, several tenant organizations recognized that the street would be a draw for development and changed their building plans. The housing contractor postponed plans that were already well underway for new housing at the edge of the installation and began designing infill housing for the historic downtown. And, AAFES planners shelved plans for an expansion of their big box retail store and are now designing a new Main Street and new mixed-use buildings along the boulevard.

In just the downtown core, the plan will provide homes for up to 780 Families and 460 individual Soldiers. With these increased densities, an effective transit system will be viable. Taken together, this will lead to a forecasted VMT reduction of 11.4 million miles per year, a carbon dioxide emission reduction of 12.9 million pounds per year, and a per-Family annual savings of more than $1,500. Moreover, by locating new housing and other development in the downtown core and appropriately increasing the density of other neighborhoods, the planning team found room for an additional 2,000 housing units and two

This image sequence shows the planned evolution of Pendleton Boulevard at Fort Lewis from a typical arterial that repels development (top) to a multiway boulevard that attracts development (bottom). *(Image from The Urban Collaborative, LLC)*

additional brigade combat teams all within the existing cantonment area.

Conclusion

With a new language that incorporates today's needs into a compelling vision that has clear goals and measurable objectives, installation planners have found ample room in the cantonment area to sustainably accommodate growth into the foreseeable future. They have witnessed the value of effective leadership and they have seen how compelling visions attract investment. They have also experienced firsthand the benefits of collaboration. When people work together they can find positive compromises and build lasting consensus. From a land-use and transportation planning perspective, they have demonstrated that transit-oriented corridors can focus sustainable development in the short and long term. While hurdles certainly exist, from outmoded ATFP requirements to prohibitions on mixing money, effective plans must still work within these constraints. If the content of an installation's real property master plan is developed and evaluated using a clear set of sustainability criteria, the impact of these constraints can be minimized.

Across the United States, Fredrick Law Olmsted used a recipe for development that created places that will last for generations. The Olmsted version of Fort Lewis is no exception. The now historic buildings, the majestic parade ground, the connection to the landscape, and the focus on efficiency and livability are models for a new generation of investment. The Army has the ingredients to make great places. Installations are building housing, shopping centers, parks and offices. They are, however, using the wrong recipe: sprawl. Planners just need a new recipe that can be used to build communities rather than compounds. To do this, sustainability rather than sprawl should be the new Army planning model.

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A Study of the Use of the IMCOM Regions and the Implementation of Lean Six Sigma as the Model to Achieve Regional Efficiencies

By Randall M. "Doc" Scheffler

The U.S. Army is undergoing one of the most significant transformations in its history. The Army's operating forces and the institutional Army have been on different paths in their transformation. When the Army Campaign Plan was released to the public in 2004, the transformation of the operating forces was already well underway. The transformation of the institutional Army wasn't. One of the components of transforming the institutional Army was a new agency that would manage the Army's installations.

On Oct. 1, 2002, the Installation Management Agency was activated in a ceremony in the Pentagon courtyard. Amid much fanfare, Secretary of the Army Thomas E. White announced (that) "in terms of institutional transformation, the Installation Management Agency (IMA) implements best business practices into how we run our installations and communities. It is simply a smarter way to do business."

The cornerstone of these best business practices was the seven regional offices, with major components of the transition to be implemented over a two-year timeline.

In the beginning, IMA's stated mission was to provide equitable, effective and efficient management of Army installations. Its stated vision was to become the preeminent Department of Defense agency that produces highly effective, state of the art installations worldwide, maximizing support to people, readiness and transformation. One of the major charters of the regions was to achieve regional efficiencies.

Problems

Four years later, IMA was facing some severe problems. Newspaper reports revealed some of the difficulties.

In San Antonio, Texas, Fort Sam Houston had not been able to pay its $1.4 million monthly utility bill for many months, prompting workers in many of the post's administrative buildings to get automated disconnection notices.

Fort Bragg in North Carolina could not afford to buy pens, paper or other office supplies until the new fiscal year begins in October.

And in Kentucky, Fort Knox had to close one of its eight dining halls for a month and lay off 133 contract workers.

"Every time something goes away it impacts a person … a Soldier or their Family or one of our civilians," said Col. Wendy Martinson, garrison commander at Fort Sam Houston, which has 27,300 military and civilian workers. "I'm charged with taking care of them, not taking things away from them."

The Army's Installation Management Agency was $530 million short of what it needs through Oct. 1 2006, to fund garrisons at the 117 installations it oversees in the United States, Europe and Asia, agency spokesman Stephen Oertwig said at the time.

Compounding all of this was the fact that the budget cuts to installation management were made in anticipation of savings and efficiency improvements that had not yet been identified.

The senior leadership response to this funding shortfall and resultant media attention has been interesting. Lieutenant General John R. Vines in his outgoing interview with the media as he gave up command of the 18th Airborne Corps, lamented the real impact of deferred maintenance and range spending. His comments focused on the impact on training and readiness.

IMA's charter was to implement best business practices. There appeared to be a difference in vision and priorities between IMA leaders and combatant commanders on what to focus on. Although funding for war time requirements certainly has had an impact on the successes and failures of IMA, the global war on terror is only part of the crisis that grips the Army's Installations.

Inconsistent Priorities

A look at the major headquarters and its regions reveals inconsistent visions and priorities.

On Oct. 24, 2006, the Army activated the Installation Management Command (IMCOM) to "consolidate and strengthen installation support services to Soldiers and their Families." Despite the new name, IMCOM's stated mission has changed little in the past four years, its vision – at least at the headquarters level – has remained very similar to the original vision of IMA. In 2008, IMCOM updated and changed its stated mission.

Until very recently, some of the regions, however, appear to have charted different courses. An examination of their Web pages is telling. Four of the six regions shared identical mission statements of IMCOM. The other two were identical to each other but different from IMCOM's.

Lean Six Sigma can be a valuable tool in the IMCOM arsenal.

An analysis of the vision statements of IMCOM and its regions revealed a similar state of difference. Four of the six regions shared virtually identical visions with IMCOM, while the other two were the same, but different than IMCOM.

With the recent update of IMCOM's mission and vision statements, currently all of the Regions except one, mirror IMCOM's mission statement and all except one have similar vision statements.

Field Manual 6-22, Army Leadership, discusses the differences between organizational leaders and strategic leaders. Although the focus differs from near term to long term, the systems put in place at the strategic level help the organization to properly align actions, reduce conflict and improve cooperation.

Regions Miss the Mark

Some of the problems that IMCOM faces are a result of an Army culture of chain of command. When the regions were established, the Army culture designed a higher headquarters, with directorates and functions of the garrison being mirrored at the region. The resultant effect of passing guidance from IMCOM to garrisons and information from garrisons to IMCOM is an expensive, time consuming and inefficient process. Instead of focusing on achieving regional efficiencies, the focus became one of being a higher headquarters. The very notion that the regions would have very different goals than IMCOM is illuminating. The differences and inefficiencies are obvious.

The costs of merely being a higher headquarters are huge. If a garrison has a GS-14-level director, the region often has a GS-15 and a couple of GS-14s. Staffs are mirrored at each level, with higher ranking personnel in large numbers in the region. By acting as a higher headquarters vis-à-vis a facilitator of regional efficiencies, the headquarters model is replicated over and over again at each garrison.

Much is made of copying "best business practices." Yet, no business would survive to make a profit if it was run like the current region and garrison model.

Imagine a chain of stores in the Southeast. The chain would not have a duplicate headquarters structure in each store. Those things that could be accomplished regionally would be accomplished regionally. If the store headquarters needed to work with the individual stores, one or two people might go out to the stores, or they might use technology to meet via video teleconferencing, etc. Yet, every garrison has virtually the same types of directors, the same types of divisions and the same types of branches.

In a regional model that facilitates regional efficiencies, there may only be a need for one director for a number of garrisons, with the director stationed at one post, supervising the division or branch chiefs at other posts. For example, three garrisons could share one director, with a division chief at two of the posts and a branch chief at another.

Similarly, some logistical functions could be commanded and controlled from a different post, with the execution at each post. For example, the central issue facilities (CIF) at the smaller training posts could be consolidated at one of the posts, with personnel from the larger post going to the smaller posts for the fewer times that issue is required. Fort Jackson, S.C., for example could have the main CIF and Fort Gordon, Ga., a smaller sub CIF. This concept was proven in the cold war days when transportation motor pools (TMP) in Europe had a main TMP and many sub TMPs.

The positive example of the Defense Travel System begs to be adopted into the household goods shipment arena and every other place where vouchers are filed. Levy briefs, permanent change of station and estimated time of separation briefs could easily be accomplished by VTC, with a small number of clerks on scene to answer questions.

The examples are virtually endless. Once regions recognize and embrace the notion that achieving the goal of regional efficiencies is the goal versus enforcing the bureaucratic notion of maintaining a higher headquarters, real cost efficiencies will be recognized. We don't need to replicate large numbers of high-grade personnel in every garrison.

The Army is not the only service to rely on a centralized installation management process. The Navy created the Commander, Navy Installations Command (CNIC) one year after IMA was activated. With 13 regions (six continental United States and seven outside the continental United States), the management of the Navy installations was raised a level to the CNIC and the region, with a regionalized structure for such activities as housing management, contracting, supply, business and administrative management, maintenance and warehousing. According to a Government Accounting Office study, regionalized management would generate $43 million of savings and cost avoidances throughout the region, eliminating 2,175 civilian personnel positions in a region.

Lean Six Sigma — The Solution?

In the absence of successful regional actions to achieve efficiencies, IMCOM has instead decided to embrace the Army's transformation business model of Lean Six Sigma (LSS). Using the same model for LSS fielding that was used to create the regions and garrisons, there is no overarching umbrella to achieve efficiencies across the command.

Enterprise changes at IMCOM level are all but invisible to the garrisons. Garrisons are getting increased pressure to achieve cost savings. Yet, many of the garrison improvements will be of limited value without a regional perspective of best practices coupled with regional direction to implement the same across the region.

In an attempt to rapidly embrace LSS, IMCOM has decided to depend on contractors to teach courses, train the force and direct the force from the regional level. While the contractor may be very competent at LSS, their experiences in the service industry in general, and IMCOM in particular, is nonexistent.

The very expensive training concentrates on LSS in the manufacturing sector and brings little or no experience to that prospective garrison green belt. Although the course taught matches the instruction given Armywide, IMCOM's implementation uses different analytical tools in practice from what is taught in the classroom.

In what seems to present a potential conflict, a different contractor maintains the prescribed list of potential shortfalls in IMCOM organizations. Every issue that IMCOM organizations have identified as needing an LSS solution is spelled out on this list, along with potential and failed solutions.

While the IMCOM LSS deployment director opens the training with a very enthusiastic, mission-oriented pep talk, the remainder of the training is not mission-oriented and presents no practical knowledge for the garrison green belt. The prospective green belts are told little about their new "part time" job. There is no one available at the training to share experiences with, and the trainees are informed that they will be expected to dedicate 20 percent of their work time to LSS – and, oh by the way, the normal demands of your job are still in effect. Assuming that we are choosing the higher performers to attend this training, what guidance are we really giving to the prospective green belt? If they are really working hard now, they don't have 20 percent of wasted time in their schedule. Obviously something else will be ignored or overlooked. And then we inform the force that we

are converting to National Security Personnel System that tells us that if you don't do the minimum that your job requires, you could lose pay.

Lean Six Sigma – Implement the Tool Correctly

LSS can be a valuable tool in the IMCOM arsenal. Training needs to be adapted to what we really expect our employees to do when they return to their garrison. If we are serious about the role that the Green Belt will play in IMCOM's success, we must create a training atmosphere that is both relevant and infectious in it's creation of enthusiastic practitioners.

Black belts at IMCOM and region headquarters must be experienced Army employees with a significant depth of knowledge of the Army and IMCOM. We can train practitioners in a relatively short time to use the analytical tools of LSS. It takes a much longer time to attain the knowledge and skills of how the Army operates. The goal must be for LSS to support IMCOM and not the other way around. LSS is a tool – efficiency is the goal.

LSS fielding strategy must reflect the Army's strategy and recognize that the impacts and decisions made are different at the IMCOM, region and garrison levels.

IMCOM should concentrate on enterprisewide efficiencies and new models. IMCOM-level master black belts must be civil servants with enough Army experience and appropriate grades to mentor regional level LSS practitioners.

Regions must concentrate on applying garrison efficiencies across the region, as well as providing area analysis and regional based delivery of services.

Region black belts must be credible enough to be able to mentor garrison LSS practitioners.

Garrisons should concentrate on Quick Wins and Rapid Improvement Events. LSS practitioners need to be credible within the Garrison and have the experience to embrace the Army, IMCOM and garrison missions. Consideration must be made of the notion of full-time LSS "belts" at the garrison level. In order to keep them well grounded in day-to-day garrison operations, IMCOM might consider detailing personnel into LSS assignments for a year or two.

As IMCOM approaches its sixth year, it is critical that all three levels of the IMCOM model become full partners in the Army's transformation. Achieving enterprisewide efficiencies must be anchored by the IMCOM region. Innovation will increase the quality and amount of services while spending less.

Doc Scheffler is the director of the Plans, Training, Mobilization and Security Directorate at Fort McPherson, Ga. He is a recent graduate of the Sustaining Base Leadership Management Nonresident Program of the Army Management Staff College. He is a selectee for the IMCOM Centralized Mentorship Program, and completed IMCOM's LSS green belt training. He is an IMCOM and Department of the Army certified green belt. He has more than 26 years of combined military and civilian experience. Scheffler was the only civilian employee from Fort Gordon garrison to be nominated for the prestigious IMCOM Stalwart Award. He was selected as one of three finalist selected by IMCOM-Southeast to represent the region for receipt of IMCOM's highest award.

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Increasing Environmental Services Buying Power Through Strategic Sourcing

By Randy Cerar

The operational Army has dedicated itself to transformation as a deliberate, strategic initiative to shed old concepts and processes so that we can successfully face an era of persistent conflict while laying the foundation for a lasting peace in the future.

Those of us in the generating force of the Army are also being called upon to transform. Our senior leadership has challenged us to better support our warfighters, to adapt and fully exploit technology, and to improve our installations' business processes.

Private industry has long understood the importance of optimizing business processes and using best practices in order to achieve lasting improvements. Companies in the Fortune 100 have used strategic sourcing to achieve significant savings on their purchased expenses.

The Installation Management Command (IMCOM) has an opportunity to take advantage of the tremendous scope of effort and far-reaching expertise to create the kind of "force multiplier" that strategic sourcing can generate. Currently, we have achieved many localized successes that provide value at individual posts. However, to date, there has not been a process that provides the force multiplier effect across many installations.

By changing our current business model to one that leverages the buying power of IMCOM, installations can optimize available funding and emphasize the use of best business practices and innovations routinely used by industry. The U.S. Army Environmental Command (USAEC) currently is implementing the strategic sourcing process for the acquisition of environmental services.

Background

Strategic sourcing is the "collaborative and structured process of critically analyzing an organization's spending and using this information to make business decisions about acquiring commodities and services more effectively and efficiently" (OMB, 2005 Memo). The strategic sourcing process analyzes what an organization buys, how it buys, and from whom it buys.

In 2005, the President's Office of Management and Budget required chief acquisition officers of all federal agencies to identify at least three commodities to apply strategic sourcing processes and to report the status of these efforts. As the organization tasked with acquiring all the services and products required to manage the Army's installations, IMCOM contracts for more than $4 billion in goods and services per year. These dollars represent a significant "throw weight" for the IMCOM enterprise to leverage its buying power with industry.

The chief of the enterprise acquisition branch of IMCOM's Plans Division, with the support of the strategic sourcing specialty firm Censeo Consulting Group, launched an IMCOM-wide strategic sourcing program in 2005 (IMCOM Strategic Sourcing Initiative, 2007). During the opportunity analysis phase of the program, the team initially identified five spending categories as areas of strategic sourcing opportunity:

- Facilities maintenance and repair services
- Municipal services
- Food services
- Automated data processing equipment
- Environmental services

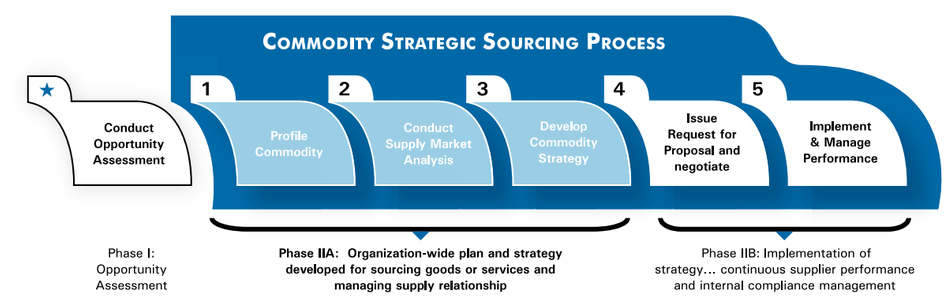

Figure 1: Strategic Sourcing – Five-Step Process.
The IMCOM team is currently in Phase IIB of the IMCOM Strategic Sourcing Initiative.
(Source: IMCOM Strategic Sourcing of Environmental Services)

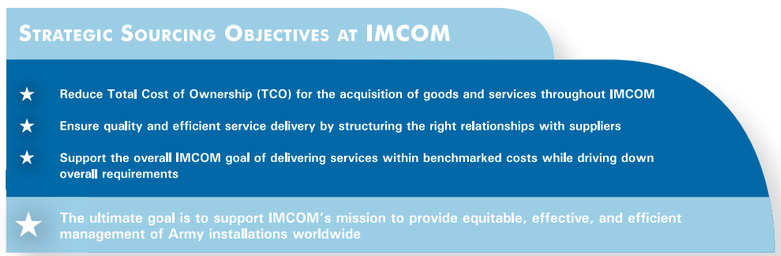

Figure 2: Summary of IMCOM's Goals for Strategic Sourcing
(Source: IMCOM Strategic Sourcing of Environmental Services)

Five region-led strategic sourcing teams were established in order to implement the standard Department of Defense (DoD) strategic sourcing process (Figure 1) to assess the five commodities.

Implementing the Strategic Sourcing Concept for Environmental Services

Strategic sourcing has become a critical focus area within the entire federal government, specifically within DoD. At the Army level, IMCOM has been at the forefront of incorporating strategic sourcing into the way it makes its purchasing decisions. IMCOM's goals for strategic sourcing are summarized in Figure 2.

The strategic sourcing analysis for environmental services was initiated by Headquarters IMCOM, and led by the IMCOM Pacific Region with support from USAEC, IMCOM installations, and Censeo Consulting Group. The strategic sourcing team is implementing the five-step process described at Figure 1 and has completed the commodity profile (Step 1), conducted a supply market analysis (Step 2) and developed a commodity strategy (Step 3). USAEC is currently in the process of acquiring contracts to provide environmental services to the IMCOM enterprise (Step 4). Details are discussed in the following explanation of the five step process.

Step 1: Commodity Profile. As illustrated by Figure 3, the strategic sourcing team examined the procurement of IMCOM's environmental services by analyzing spending data, interviewing key customers and evaluating contracts.

The Commodity Profile included several important findings:

- IMCOM's contracting of environmental services is fragmented and varies across installations and IMCOM regions. As a large enterprise, IMCOM does not leverage its buying power because it fragments its contracting support.

- IMCOM installations procure similar environmental services that are much more alike, than different. Installation interviews and contract reviews indicate that IMCOM installations procure similar services such as studies, development of plans, assessments and audits.

- As a result of the fragmentation and variation in procuring environmental services, IMCOM pays different prices for the same environmental service or product, particularly for staff augmentation.

- IMCOM installations vary in use of contracting agencies and pay varying fees for contracting services. Each installation chooses the contract method on a case-by-case basis and contract agencies may include the Army Contracting Command (ACC), U.S. Army Corps of Engineers (USACE) and General Services Administration. Additionally, installations use different contracting methods and agencies to procure the same service.

Step 2: Conduct Supply Market Analysis. Censeo Consulting Group conducted a detailed analysis of the supply market for environmental services. This analysis identified key environmental industry attributes including:

- The environmental services industry comprises several thousand companies and is marked by intense competition. The size and competitive atmosphere of the supply market provide a potential opportunity for IMCOM to leverage its buying power to get the best pricing and contract terms.

- Performance-Based Acquisition (PBA) has gained popularity among private industry clients. This presents an opportunity for IMCOM to improve quality of services and value by using PBAs where appropriate.

Step 3: Develop Commodity Strategy. Figure 4 identifies key sourcing strategies and tactics for improving the procurement of goods and services. These strategies and tactics were applied to IMCOM's contracting of environmental services to develop a commodity strategy. The strategic sourcing team evaluated these strategies and tactics in conjunction with the Commodity Profile and Market Analysis findings for environmental services in order to develop a commodity strategy for IMCOM.

Step 4: Issue Request for Proposal and Negotiate. The IMCOM team currently is implementing the recommendations from the strategic sourcing analysis and is in the early stages of the acquisition process to award contracts for environmental services. To expand on these recommendations, USAEC anticipates awarding four environmental quality contracts: cultural resources, natural resources, environmental compliance, and management and professional services.

Each of these contracts will be Indefinite Delivery/Indefinite Quantity (ID/IQ) contracts with multiple contractors on each to ensure competition at the task order level. The ACC's Fort Bragg Directorate of Contracting will be awarding and managing the contracts that will complement existing ones and provide an alternative that is more performance-based. This will be available to all installations, regions, headquarters, and reserve units under IMCOM as well as other Army Commands.

These contracts will not only allow IMCOM to leverage its buying power in the environmental services industry, but they will also standardize the identification of requirements and provide a contract vehicle to fulfill environmental support requirements with a mission-funded contract agency.

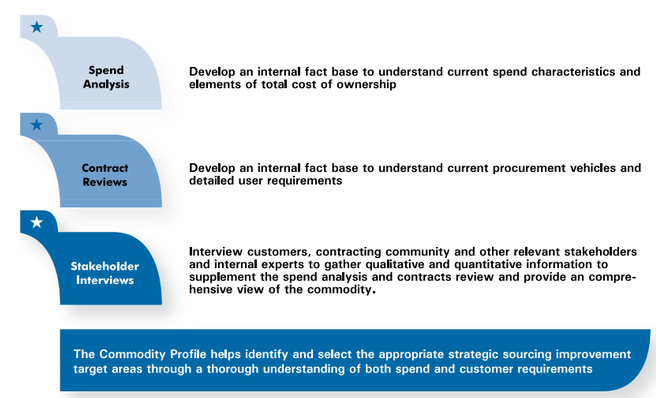

Figure 3: Commodity Profile
(Source: IMCOM Strategic Sourcing of Environmental Services)

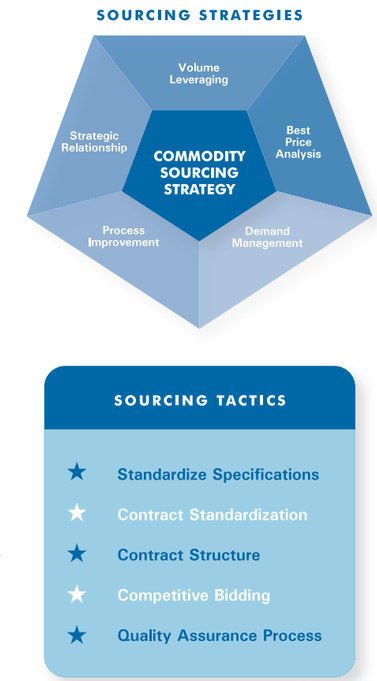

Figure 4: Key Sourcing Strategies and Tactics
(Source: IMCOM Strategic Sourcing of Environmental Services)

Step 5: Implement and Manage Performance. Following award of the environmental services contracts, IMCOM will continue to evaluate opportunities to more effectively and efficiently procure environmental services. Opportunities to implement tactics, such as the centralized procurement of similar services across IMCOM or standardized performance work statements for typical services, will be evaluated and applied where it makes business sense. As part of the PBA process, contractor performance will be evaluated against the performance and quality standards defined in each task order.

Strategic Sourcing at IMCOM
Previous initiatives to implement strategic sourcing have not only provided costs savings, but in many cases have improved the quality of products provided under strategic contracts. Three successful projects provide some insight into the successes that environmental services strategic contracting can realize.

Cultural Resources
In 2005, a pilot project to centralize cultural resources contracting identified and leveraged several strategic sourcing opportunities across multiple installations. USAEC led a team to assist installations in funding urgent studies associated with Base Realignment and Closure (BRAC) environmental requirements.

Under the BRAC 2005 realignment, major receiving installations were subject to the National Environmental Policy Act (NEPA) and required Environmental Impact Statements (EIS). IMCOM and the Corps of Engineers were faced with a very short deadline to complete multiple EIS's within 12 months, instead of the usual two-year completion period per study. As part of preparations for BRAC, environmental studies such as natural resource surveys, archeological inventories and evaluations, noise and other studies were required to determine what resources might be affected by the proposed realignments.

Given the short time frame and limited budget to provide these supporting studies, the team implemented a pilot. It tested a centralized approach and procured several of the studies at one time instead of purchasing projects piecemeal at individual installations.

The inventory and evaluation projects for cultural resource requirements that were generated by construction, renovations and training activities associated with BRAC, were combined for central procurement. The process procured similar installation actions centrally and eliminated several non-value-added approval steps.

The project team elected to use cooperative agreements as the contracting vehicles for these centrally procured projects, and identified highly qualified cultural resource firms with military and installation experience to carry out the research required. Cooperative agreements allow the Army to work directly with other entities for the preservation, management, maintenance and improvement of military installations.

During the pilot, 15 projects were procured for: Fort Benning, Ga., Fort Knox, Ky., Fort Riley, Kan., Fort AP Hill, Va. and Fort Lewis, Wash. Three firms were selected for these projects. One firm was awarded all of the projects at three different installations. At one of these installations they were competing against the incumbent ID/IQ contractor for cultural resources through the cooperative agreement procurement process and were able to cut the rates charged by the incumbent contractor in half.

One of the strategic sourcing techniques applied in this media area was the request for discounts. Cultural resource procurements are usually comprised of small projects with award values between $50,000 and $300,000. Because five installations had multiple projects, the Army was able to leverage its buying power through the synergies among multiple similar projects at individual installations as a means of saving money. Awarding all of an installation's projects to one firm would allow the firm to save money by setting up teams in the field fewer times as they moved directly from one project to the next at the same installation. The firm's savings were then translated into discounts for the government.

If firms felt that a discount for a larger procurement action was reasonable, they included a discount based on the size of the award. Examples of these discounts varied based on the size of the award, but included a certain percentage discount for every dollar over a certain threshold. As a result of these types of savings, the Army was able to procure for less than $2 million of what was estimated by individual installations' cost estimates to be more than $3 million in projects, realizing a 42 percent savings over direct installation procurement of the same projects.

All involved installations reported that the products have met or surpassed their requirements on a timely basis. An indirect result of this strategic sourcing project was that the same installation re-competed its ID/IQ contract and brought its own costs down to the rates that strategic sourcing was able to achieve now driven by new market forces. As an added benefit, Fort Benning's own ID/IQ rates were lowered to meet the rates procured centrally, and Fort Riley now uses this vehicle regularly. While the end results included significant savings to the Army, other key success factors included the overall quality of the products delivered and the speed with which crucial BRAC 2005 milestones were met.

Cleanup: Increasing Use of Performance-Based Acquisitions
One of the earliest examples of implementing an enterprise-wide solution is the use of PBAs within the Army's Installation Restoration Program (IRP).

In April 2003, the Army introduced a new cleanup strategy and accompanying plan that combined restoration and compliance-related cleanup to create consistency and accountability across the Army's cleanup program. One of the nine main objectives of the strategy was to support the development and use of cost-effective cleanup approaches and technologies to improve program efficiency.

To achieve this objective, the Army identified Performance-Based Contracting (PBC), now referred to as PBA, as a preferred business strategy that incorporates the use of proven commercial sector practices and incentives into the procurement of environmental remediation services. PBA is the government's preferred contracting approach for acquiring services. A PBA requires the contractor to achieve specific performance objectives, typically for a fixed price, based on a performance work statement.

Although the initial reason for using the PBA strategy was to lock remediation contractors into schedules to complete the cleanup program, the most dramatic outcome has been cost savings. From fiscal 2001 through fiscal 2007, implementation of PBA has resulted in cost savings of over $300 million when compared to the Army's cost-to-complete estimates. Based on the PBA record, USAEC estimates a minimum of an additional $13 million in savings from the projected fiscal 2008 PBA awards. In addition, the ability of PBA to lock in the costs and completion schedules through performance standards, fixed price contracts, and environmental insurance, ensures that the Army will not continue to experience cost-to-complete escalation and schedule slippages for more than 1,000 sites.

In 2004, Dugway Proving Ground, Utah, developed a multiphase acquisition strategy to accelerate its environmental cleanup program. With the use of the PBA approach, the installation has been able to accelerate its projected remedy-in-place/response complete dates by three years, and reduce its projected total cost-to-complete estimate by $60 million.

Since fiscal 2001, USAEC has successfully awarded 67 performance-based acquisitions for environmental remediation services through various contracting agencies. These contracts and task orders range in size from $500,000 to $52.4 million, and include both closing properties under BRAC as well as some of the Army's most complex active installations.

The USAEC PBA team has started tracking the cost and schedule execution of the PBA contracts/task orders awarded from fiscal 2001 to present. The PBAs represent a variety of Army programs, including the IRP, Military Munitions Response Program (MMRP), Compliance Cleanup (CC) program and BRAC Environmental Restoration Program. Preliminary analysis indicates that very few cost or schedule modifications have occurred. Of the 67 PBAs with a total award value of approximately $715 million, cost increase modifications have totaled less than 1 percent and only 10 percent have been modified to extend the period of performance at no additional cost to the Army.

Contract scopes address a range of activities including investigation through monitoring and site closeout, as well as a variety of technical challenges including munitions and explosives of concern. The contracts are most often a firm-fixed price and 44 percent of the contracts for active installations required contractors to purchase environmental insurance in the form of remediation stop loss insurance (also known as cleanup cost cap insurance).

Cost reductions were not the only benefits. Innovative solutions, quality services, and the reinvestment of cost savings into the investigation and cleanup of other contaminated sites are furthering the Army's program completion goals.

Military Munitions Response Program (MMRP) Site Inspections
To improve the schedules and costs associated with the MMRP Site Inspection (SI) program, USAEC and USACE Baltimore District implemented a strategic sourcing procurement by developing a PBA for MMRP Site Inspections. The PBA provided opportunities for the contractor to determine the most effective method of executing many aspects of the work and based payment milestones on acceptance of key deliverables. The contract was competed and the performance-based task order saved more than $6 million. These savings in time and money will allow the MMRP SI program to complete its

site inspections earlier than planned and invest those savings back into cleaning up the MMRP sites.

Conclusion

As these examples illustrate, the cost savings and efficiency improvements from the strategic sourcing of environmental services will allow the Army to accomplish more environmental work with equal or better quality. IMCOM will use this tool to drive change that transforms the installation environmental quality program. Strategically procured contracts for environmental services will implement the key tactics that will allow IMCOM to leverage its "throw weight" by standardizing specifications, improving contract mechanisms and ensuring competitive pricing. By implementing strategic sourcing, IMCOM will complement grass-roots efforts with enterprise-wide solutions that move the environmental program forward for the best interests of Soldiers, their Families and the long-term mission. The Army must sustain its critical resources that form an essential part of Army readiness and quality of life.

Interested parties may find more information about the current status of the environmental services strategic sourcing project on the USAEC Web site at http://aec.army.mil/usaec/business/index.html

The Defense Acquisition University (DAU) offers continuous-learning modules related to strategic sourcing, including a strategic sourcing overview, at http://clc.dau.mil/.

Randy Cerar serves as the technical director of the U.S. Army Environmental Command. He manages activities concerning conservation, restoration, compliance, pollution prevention and related program operations in support of the Army's environmental programs.

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Army's Largest Solar Array Finds Home on Former Landfill Site

By Susan C. Galentine

With land at a premium because of demands of a growing Base Realignment And Closure installation, the reuse of a former landfill as the site to host the Army's largest solar array seemed an optimal idea for Fort Carson, Colo., to pursue.

After overcoming extensive contracting and regulatory hurdles, the 15-acre, 2-megawatt, photovoltaic (PV) array was completed in December 2007 through the cooperative efforts of Fort Carson, regulatory agencies, utilities and contractors.

The solar array project exemplifies the well-worn cliché of a "win-win" from every facet. Fort Carson took a major step into the arena of renewable energy for the Army during a time where funding is hard to come by. The array is contractor-owned and contractor-operated so the construction and operation costs, outside of initial staff hours to ensure all regulatory and utility boxes were checked, weren't borne by the installation.

This project supports Fort Carson's sustainability goal to increase the use of renewable energy to sustain its mission. From a statewide perspective, the project is in line with Colorado's efforts to comply with Amendment 37 passed in 2005 requiring the state to use 10 percent of its energy from renewable sources by 2015, and 20 percent by 2020.

Fort Carson's solar array initiative provides a template for other installations to pursue under the right conditions. Requirements for success include a lot of sunshine, a willing contractor, and a positive partnering environment with the local utilities and regulatory stakeholders.

Basics of the Fort Carson Solar I Project

Fort Carson is purchasing the energy generated by the $13 million solar array that is estimated at 3,200 megawatt-hours annually. The energy output, which ties in to a utilities substation located across the street from the site, equates to about 2.3 percent of the installation's energy consumption. This is enough to power the equivalent of 540 Fort Carson homes per year.

Fort Carson provided a no-cost land lease to the contractor. The contractor will charge the installation a fixed price of $.055 per kilowatt-hour over the 20-year contract term, which

The Fort Carson Solar I array was completed in December 2007.

is higher than the current average rate the installation pays of $.0467 per kwh for electricity, said Vince Guthrie, Fort Carson directorate of public works utilities program manager. Savings yielded by the array in the next 20 years is an anticipated $500,000 from projected utility rate increases.

The ground-mounted solar array, consisting of flat-plate, thin-film solar technology, is warranted for 25 years and can be expected to produce energy efficiently for up to 40 years, according to the contractors.

Benefits for Installations That Commit to Renewable Solar Energy

Fort Carson and other federal agencies are benefiting from an innovative business model to develop their PV projects where a private entity finances the PV equipment and array construction, and provides operations and maintenance for the term of the contract, Guthrie explained.

The solar array, through this approach, is privately owned. The federal site, for its part, provides for a no-cost lease or license to the contractor for the array site and purchases the electricity through a fixed-price power purchase agreement.

"This is an attractive business model for several reasons," said Guthrie. "The primary benefit is that a private entity is eligible for various tax and other incentives that may not be available to a federal agency. In addition, the site does not have to provide up-front capital for the system."

Guthrie also said cost-effective renewable opportunities depend upon a number of factors: the existing utility rate and rate structure; available renewable energy incentives; and whether there is a solar set-aside as part of the state renewable portfolio standard. This in turn creates a solar Renewable Energy Credit market.

An installation considering such a project needs to consult with their utility provider to determine if a power purchase agreement model is an option. While federal agencies can pursue funding appropriations, when available, to develop a renewable project, third-party financing can facilitate the widespread development of renewable energy throughout the federal government.

Breakdown of the Fort Carson Solar I Project Partners

- Project investor/owner: Morgan Stanley under an LLC called Fort Carson Solar I, LLC.
- Contracting agent: The Western Area Power Administration (WAPA), a federal power marketing agent under the U.S. Department of Energy. WAPA executed a power purchase contract with the supplier.
- Local utility provider: Colorado Springs Utilities (CSU) is Fort Carson's primary energy provider. CSU provided an interconnection agreement for this system. This was their first interconnection agreement for a large power system.
- Designer, builder, long term operations and maintenance provider: SunTechnics with Kenny Electric as the local subcontractor.

Benefits from an installation pursuing renewable energy can surpass local implications and have broader value if pursued by the Department of Defense. Renewable energy use is ultimately not just a "green" initiative, it is about economic, energy and environmental security.

Guthrie outlined how renewable energy projects of this nature facilitate increased security:

- Long-term electricity contracts help federal agencies stabilize a portion of their electricity costs; this is an important benefit given energy market volatility.
- Economic development: Financial benefits were reaped from all the local contractors involved in the project. An installation able to provide an economic boost to its surrounding community becomes a more valued neighbor.
- Fort Carson's project helped create, develop and evolve various markets and technologies:
  - A new PV developer and installer evolved from the project. The initiative helped stimulate the renewables stock market.
  - First Solar's (the panel provider) stock price increased 354 percent from the start to finish of the project.
  - The average price for a PV module, excluding installation and other system costs, dropped from almost $100 per watt in 1975 to less than $4 per watt at the end of 2006.
  - With expanding polysilicon supplies, production techniques and technology improvements average, PV prices are projected to drop to $2 per watt in 2010. The PV modules used on the Fort Carson cost about $3 per watt.
- The solar array does not create hazardous air emissions as opposed to fossil fuel-generated energy.
- Significant water is required for cooling in most traditional electricity generation. Solar energy eliminates the demand for water use for cooling.

Finding a Use for "Unreusable" Installation Land

With pressure from encroachment externally and internally because of growth, constructing the array on top of a former landfill provided a unique land reuse opportunity.

Stephanie Carter, Fort Carson stormwater program manager and formerly with the Fort Carson Installation Restoration Program, proposed the former landfill as the site for the array since landfill sites have limited adaptive reuse options for development without costly excavation, capping or extensive cleanup being accomplished first.

"The combination of landfill contents, modified solar array design, site/climate conditions and site location is really what brought this project to fruition," said Carter.

The former landfill, operational from 1965 to 1973, contains mostly construction and demolition debris and is regulated as a solid waste management unit under the Corrective Action process stipulated in Fort Carson's Resource Conservation and Recovery Act (RCRA) Part B permit with the state of Colorado.

Because of the characteristics of this particular landfill, current regulation did not require that the landfill go through a formal closure process under RCRA in the state of Colorado. Therefore, some flexibility was realized within the regulatory framework for closing out landfills, such as specifications for cover design, explained Carter of the complex, sometimes lengthy, close-out a process of cleanup sites. Fort Carson worked closely with the state of Colorado every step of the project, to ensure that issues or concerns were immediately addressed.

"I believe that because the state of Colorado was able to know the end use for this site, the remedy implementation process was more streamlined, as future uncertainty of possible uses of this land was alleviated," she said.

One example of a regulatory step taken in preparation for the solar array construction on top of the former landfill required that the foundations of the solar array footers be constructed within the top two feet of the landfill cover material so the waste would not be penetrated.

As far as the landfill cover construction itself, Fort Carson used an on-post borrow source of similar native soil characteristics for the cover, which significantly minimized the costs to haul material.

"Although this project serves as an effective business model, regulations, climate and site conditions may vary depending on the proposed site for this type of project," said Carter of the applicability to use a former landfill for a solar array at other installations.

Fostering Partnerships for Renewable Energy Success

Cooperative efforts of Fort Carson, the array contractor, Colorado Springs Utilities, Xcel Energy out of Denver and the Western Area Power Administration's Rocky Mountain Region made the renewable energy project possible. The installation also had to work closely with the Colorado Department of Public Health and Environment, the U.S. Army Environmental Command and multiple contractors to expedite cleanup requirements for the landfill.

"It takes a little smarts and a lot of persistence," said Guthrie of the cooperative efforts that enabled the initiative to go forward. "Great leadership, a supportive community and tremendous vision are necessary."

For more information on the Fort Carson Solar I project, contact Vince Guthrie 719-526-2927 for utilities specific questions or Stephanie Carter at 719-526-1697 for the landfill aspect of the project.

Susan Galentine is the public relations program manager for the Fort Carson Sustainability and Environmental Team. She writes environmental articles for various programs for publication on and off the installation. Galentine has a bachelor's in political science from the University of Colorado, Colorado Springs, and has authored articles for the Waste Age Journal and Soldiers Magazine.

Saving Energy, Saving Money: How the Army in Europe Has Put Energy Conservation Methods into Practice

By Justin Ward

Here's the challenge. The Energy Policy Act of 2005 requires all federal facilities — including all military bases in Europe — to cut energy consumption 20 percent from 2003 usage by 2015.

The problem is energy prices are increasing. In fact, so are the energy consumption levels of federal facilities, making energy one of the largest (and growing) operational expenses, especially considering that budgets at most facilities haven't kept pace with rising costs. To make matters worse, these increasing financial constraints often cause facilities to cut back on new infrastructure — such as heating and ventilation systems — which usually means decreased efficiency and increased energy expenses.

But through using certain tools and practices available, the U.S. Army has implemented a few helpful programs to save energy and money.

ESPC Contracts

One of the most popular tools is the Energy Savings Performance Contracts (ESPCs), offered through the U.S. Army Corps of Engineers.

"It's called a performance contract," said Dusty Stehr, the U.S. Army Corps of Engineers ESPC manager for Europe District. "It's much different than the other contracts we do; but it's a really great tool."

Federal facilities in Europe can sign an agreement with one of three chosen Energy Services Companies (ESCOs) that will swap energy-efficient infrastructure for an agreed upon monthly amount of guaranteed cost savings. Any additional cost savings from the new infrastructure can be added to the installation's bankroll, free of charge.

"It's a really smart way to do business," said Hunter Dandridge, the District's previous contract manager. "It's like a mortgage but you pay it off with your savings."

Other than a small supervision and administrative cost, all initial costs for the new infrastructure are funded by the ESCO. This could include upgrading the existing heating, ventilation, electricity, or water systems– using renewable energy technology, installing better insulated windows and doors, or a combination.

"Sometimes an automatic thermostat could mean big savings," said Stehr. "Or sometimes you have to gut the whole thing. It just depends on the age of the building, what's currently there, and how efficient it is."

The ESPC program, managed in Europe by Installation Management Command, Europe Region (IMCOM-Europe), has been helping federal facilities finance prohibitively expensive large-scale energy savings projects for more than 10 years. According to David Yacoub, IMCOM-Europe's ESPC manager, the program's strength lies in its ability to use private investment for public gain.

"The president has encouraged federal agencies to use the program extensively to achieve mandated energy and water reduction goals," said Yacoub. "Garrisons decide what they want to implement, provided that the measure generates savings. The only criteria to qualify for an ESPC project is that the project generate savings to amortize within the life expectancy of the system."

Most contracts, said Stehr, last five years with optional three-year and then two-year extensions. "We're actually developing a new contract now that will allow for more competitive bidding. So it'll be a little different in the future," he said.

Expectations for the program, implemented through the U.S. Environmental Protection Agency, are that each facility undergoing a comprehensive upgrade financed through an ESPC achieves a greater than 50 percent reduction from current energy consumption levels. Maintenance on the new infrastructure is normally conducted by the ESCO, Yacoub said, but could instead be done by each facility's Directorate of Public Works to cut costs even further.

Currently, the largest executed contract is at the U.S. Army Garrison-Vicenza, Italy, where ESCO Siemens AG is installing a new boiler plant, which includes a cogeneration unit that will simultaneously produce heat and power by using the escaping "waste heat" from electricity production to produce steam that could help heat the installation.

"We just started," said Linda Eckley, project engineer administering quality assurance on the project. "Siemens has begun building the cogeneration unit and paperwork is being filed to authorize permits and begin clearing an area for it," she said.

The next phase is to reduce electrical demand even further by installing four high-efficiency boilers. The combination of the cogeneration unit and the boilers will result in more energy produced — and thus less energy purchased from the Italian electrical supplier — and less gas oil used.

"I'm very committed and excited," said Eckley, "very ready to get this project off the ground, especially with the increase in fuel price. I think this is becoming one of the most popular ways to conserve energy."

As with every ESPC, the payment to Siemens AG will be skimmed from the resultant cost savings, estimated to average $874,000 per year.

"The ESPC is absolutely a win-win," said Stehr. "In fact, every organization involved wins."

Army Environmental Awards Provide Valuable Lessons

Installation Management Command environmental programs that excelled in supporting installation operations and transforming environmental quality practices earned the Secretary of the Army's Environmental Awards for 2007.

Fort Hood, Texas, won the environmental quality award for a nonindustrial installation for its master planning and waste reduction techniques that provide support for the installation's elevated operations tempo.

U.S. Army Garrison, Daegu, South Korea, took the environmental quality award for a team effort by creating tangible costs savings and pollution prevention initiatives that impacted positively both the garrison and local community.

Redstone Arsenal, Ala., earned the cultural resources management award for its efforts to preserve community's significant heritage while maintaining the installation's focus on mission. Redstone Arsenal also earned the Department of Defense's environmental award for its efforts, making it the best cultural resource management practice in all of the military services.

Fundamental to each of these award winning programs was a focus on program management processes, such as an environmental management system or integrated cultural resources management plan, as well as collaboration with community stakeholders.

As part of its environmental management system the Fort Hood Environmental Quality Division developed an interactive, Web-based planning tool called "CAMPS," the Comprehensive Army Master Planning System, to create a sustainable infrastructure. CAMPs incorporates Leadership in Energy and Environmental Design standards into building design for ongoing and future construction. Structures made to these standards use 30 percent less energy and 20 percent less water. In addition, Fort Hood's analysis of waste streams brought dividends to the garrison by recycling 319,000 gallons of JP-8 fuel and 245,000 gallons of used oil. This generated $322,575 in revenue and produced a cost savings of $262,000.

The environmental team at the U.S. Army Garrison Daegu uses its environmental management system to address those issues of most concern to the environmental quality of its installation and its neighbors. The team's qualitative recycling program is a concentrated effort to reduce the huge amount of waste the garrison sends to the city of Daegu. The garrison's recycling program not only diverted 3,400 tons of waste in 2007 but also generated a 171 percent increase in revenue. The team also helped one of its major units at Camp Carroll replace its chemical agent resistant coating paint from a solvent-based to a water dispersible system, reducing hazardous air pollutants by 7.5 tons per year.

At Redstone Arsenal, the post's cultural resources managers have fostered mission enhancement through the development of an innovative programmatic agreement. The staff collaborated with the Advisory Council on Historic Preservation and the Alabama State Historic Preservation Officer to create memoranda of agreement for the treatment and management of 437 historic buildings and structures. Rather than having to perform a case-by-case assessment on every undertaking on those buildings, sometimes taking up to a year to complete, the installation staff reduced that review to just days. This agreement not only saves time and money for the garrison, it dramatically improves flexibility and responsiveness.

Yacoub agreed, adding that Europe District's project managers, contracting officers, and legal team have been a "tremendous help in making the program run easy and smooth."

Passivhaus

A more extreme version of energy conservation is underway at Urlas, an Army community in Ansbach, Germany — near Nürnberg. Through a partnership with IMCOM-Europe and the Nürnberg bauamt (or state construction office), the U.S. Army Corps of Engineers has voluntarily agreed to set a new benchmark for Army Family Housing projects in Europe — an entire neighborhood of ultra-low energy townhouses.

The new energy standards, known in Germany as Passivhaus standards, are similar to LEED (Leadership in Energy and Environment Design) or SPiRiT (Sustainable Project Rating Tool) paradigms used in the States, said Michael Hogg, the former project manager for the project. But Passivhaus standards are much more rigorous, he said, much more.

"Although it's hard to compare scales, the goal is that our Passiv-houses will use about three-fourths of the energy demanded by typical facilities constructed in Germany," said Hogg, "and these rating system levels already surpass average American standards. ... So this is really above and beyond anything we've done before."

In the new 138-home neighborhood, 22 units are slated to use Passivhaus standards, said Karla Krieger, project manager. The remaining 116 units in Phase I will adhere to what's known as the EnEV standard, the current German energy-saving standard, which still bests the typical American standard. Phases II and III, which combined call for another 392 dwelling units, might also include Passivhaus neighborhoods, Krieger said. But that decision has yet to be made.

The idea started with a discussion between the Corps, IMCOM-Europe, and the Ansbach Directorate of Public Works (DPW).

"The main impulse came from the project manager from IMCOM-Europe, who, along with the Ansbach garrison, was interested in building a showcase for the world to see," said Wolfgang Hagenau, an Ansbach DPW environmental contractor. "These houses will be like a business card the garrison and IMCOM can give to everyone, showing that the garrison is developing in a sustainable way."

Hagenau added that the Ansbach DPW and the civilian employees at the garrison were very "keen" on the project and believe that the Passiv-houses will greatly advance the reputation of the U.S. Army to even the most environmentally aware German citizens.

Although still in the design process, these Passivhaus townhouses will incorporate a "whole building" perspective. This entails not only responsible stewardship of natural resources, but also responsible stewardship of financial resources through lower operating costs and improved facility life-cycle management, said Krieger.

They're called Passiv (or passive, in English) because the interior climate is intended to be maintained without active heating and cooling systems. Thus, the house heats and cools itself. The way it does this is very complex, involving a precise interior airflow design using computational fluid dynamics, multizonal airflow models, and an innovative heat exchange system, said Krieger.

"The way in which it recovers heat during the winter is probably the most interesting part of a Passivhaus," said Krieger, "especially here in Central Europe, where the winters are often very cold."

Like many low-energy houses, Passivhaus standards include the employment of specialized thermal insulation, triple-paned and insulated glazed window technology, and carefully sealed air barriers, all of which serve to retain existing and incoming solar heat. However, fundamental to the Passivhaus is the innovative heat exchange system, which controls building temperature using only the normal volume of ventilation air. It does this by heating ventilation air from the hot water tank and then recovering about 92 percent of "waste" heat from the exhaust air.

It even recycles "waste" heat from major appliances, lighting fixtures, and body heat from people or animals inside the building. Plans are also in the works to supplement the current energy demand from these houses with renewable energy sources such as thermal solar panels.

Living in these new townhouses will be junior and senior noncommissioned officers and field-grade officers from the 12th Combat Aviation Brigade, U.S. Army Europe's first modular aviation unit, merging Soldiers from five units around Germany. These Soldiers will move in to their new homes — anticipated to be run by low-energy appliances — in 2010, Krieger said, when Phase I is scheduled to be completed.

FG03 Multiunit Animation: A multiunit rendering of the upcoming townhouse neighborhood in Urlas, a U.S. military training area near Ansbach, Germany, shows an artist's depiction of what the ultra-low energy community could look like when completed in 2010. The townhouses, currently in design, are proposed to meet what's called the "Passivhaus" standard for energy use and will be the U.S. Army's most modern and energy efficient housing units in Europe.

Other Alternatives

Other, less draconian energy and cost-saving initiatives are implemented at installations across Europe every day. During fiscal year 2006, the Army's top achievers in energy and water conservation saved a combined total of more than 737,132 million British thermal units of energy, 214 million gallons of water, and $9.2 million.

One person individually recognized for their service by Secretary of the Army Peter Geren, was U.S. Army Garrison Wiesbaden's Ernst Kusiak. He received the Lifetime Impact Award from the U.S. Army in 2007 for almost 30 years of energy-saving efforts.

"We've done a lot of initiatives in the entire Wiesbaden community," said Kusiak, "energy-saving, heat-saving, water-saving." He said that at all three major military family housing areas in Wiesbaden, his team has awarded a contract to privatize all the heating distribution lines. This project, about 30 percent complete and expected to be done by 2011, would mean completely replacing or upgrading the 50-year-old lines, which would save unnecessary heat loss.

Kusiak is also overseeing other utility modernization initiatives like offer energy-saving light bulbs to facility managers, recommending heating control devices and energy star appliances during all design review meetings, and installing hot water circulation pumps. The pumps shut off automatic hot water heaters from 11 p.m. to 5 a.m. at all military housing areas.

"If you have to guarantee savings," said Kusiak, "there are easy ways to do it."

Justin Ward is a public affairs specialist with the U.S. Army Corps of Engineers, Europe District, located in Wiesbaden, Germany. He received a bachelor's degree in journalism from the University of Maryland, College Park, in 2002 and received a master's in business administration from the University of Maryland, University College, in 2005. In his current job, he is heading an effort to invoke more strategic communications into the workplace. He has been with the Corps of Engineers since April 2006.

Army Medical Action Plan Transforms Army Health Care

By Colonel Jimmie Keenan and Major Steve Gventer

In February 2007, the Army initiated a transformation of how it delivers outpatient care and supports wounded, ill and injured Soldiers, their Families and caregivers. This transformation led to the replacement of legacy organizations and systems designed and resourced during the Cold War era that proved inadequate to 21st century requirements and challenges. These legacy systems were overwhelmed by the return of thousands of combat-wounded Soldiers from Iraq and Afghanistan. When the extent of the strains on the system became apparent, the Army leadership quickly and decisively fixed not only obvious problems, but the underlying systems themselves.

The Army Medical Action Plan or "AMAP" is the Army's initiative behind this transformation. AMAP, implemented through a Department of Army Execution Order (DA EXORD), prescribed a series of comprehensive changes to the Army's health care delivery system, policies, organizations, administrative processes and infrastructure supporting wounded, ill and injured Soldiers. The DA EXORD encompasses more than 270 separate tasks conducted in five phases.

To oversee the implementation of AMAP, the Army formed an AMAP staff cell that eventually became the Warrior Care and Transition Office, subordinate to both the Office of the Surgeon General and the director of the Army Staff. The new office provides Army-level integration, monitoring and synchronization of strategy and policy for warrior care initiatives and related programs dedicated to the support, care and healing of wounded, ill and injured Soldiers, their Families and caregivers.

One of the most critical changes made through the DA EXORD was the creation of 35 Warrior Transition Units (WTUs) across the Army, which manage the care of more than 12,000 Soldiers. The WTU replaced the legacy "Medical Hold" and "Medical Holdover" units, combining them into a new patient-centered command and control organization in which Active Component, Reserve Component and National Guard wounded, ill and injured Soldiers were incorporated. These wounded, ill and injured Soldiers assigned or attached to the WTU are called, "Warriors in Transition."

Opening New Warrior Transition Unit: Lieutenant Colonel Michael Doyle, Wiesbaden, Germany, Health Clinic commander, Russell Hall, former director of Installation Management Command, Europe Region, Sergeant 1st Class Sonny Valdez, Warrior Transition Unit platoon sergeant, and Colonel Ray Graham, U.S. Army Garrison Wiesbaden commander, cut the ribbon to officially open the Warrior Transition Unit on Wiesbaden Army Airfield Feb. 5, 2008.

WTUs of company size or greater include a commander, 1st sergeant, platoon sergeants, squad leaders and care managers who provide leadership, command and control, and care management. These cadre members also come from all Army components. At the heart of this new structure is the "triad" that consists of the primary care manager (PCM), nurse case manager (NCM) and squad leader (SL). The triad is the WTUs center of gravity that directly supports the Warrior in Transition's mission of healing.

New Soldier Family Assistance Centers (SFACs) work hand-in-hand with the WTUs and the hospitals to assist Soldiers and their Families with issues such as pay, benefits, transportation, lodging, recreation, education services, child care transition services, transition and legal assistance, religious services, identification cards, vehicle registration and more. If the SFACs cannot accomplish a task directly, they work to connect the Soldiers and Families to the appropriate agencies and volunteer organizations. The goal is to ensure that Warriors or their Families only have one stop to make in order to get the services or support they need.

Nearly 2,700 Soldiers with severe wounds and injuries are managed through the U.S. Army's Wounded Warrior Program (AW2). Originally known as the Disabled Soldier Support System, AW2 was enacted in April 2004 by the Secretary of the Army to provide severely wounded Soldiers and their Families with an additional system of advocacy, follow-up and personal support.

These institutional changes required new facilities to create the unique environmental and social settings that promote healing: WT barracks; SFAC; and WTU C2 and administrative facilities – ideally located in close proximity to the Medical Treatment Facility (MTF). This unique arrangement is called a Warrior Transition Complex. The Army requested $138 million in the fiscal 2008 Global War on Terror (GWOT) Supplemental request to fund a total of seven projects, of which three are Warrior Transition complexes. The Army also spent more than $50 million refurbishing current buildings, including widening doorways and building ramps for Warriors in Transition with disabilities.

Beyond the organizational and installation changes, the Army has also transformed the way it provides medical care. This transformation has introduced a more holistic and coordinated approach to care delivery that provides an individual focus on each Soldier's and Family's needs.

Transforming Warrior Care Achievements

- Medical Command (MEDCOM) consolidated Medical Hold (MH) and Medical Holdover (MHO) into single Warrior Transition Units (WTU) and assumed command and control.
- Installation Management Command established Soldier and Family Assistance Centers to provide administrative and financial assistance; assist with coordinating government entitlements, benefits and services; and provide information and assistance in obtaining non-governmental benefits and services to Warriors in Transition and their families.
- Institutionalized the structure of WTUs with multicomponent staffs and a triad of support (primary care manager, nurse case manager and squad leader) to provide a synergistic level of support incorporating leadership, medical oversight, and medical coordination and management. Documented one brigade, 14 battalions and 20 separate companies in a Table of Distribution and Allowances.
- Installation senior commanders are giving top priority to improving facilities and furnishings for Warriors in Transition.
- Installation senior commander's are conducting monthly town hall meetings for Warriors and their Families, with the Medical Treatment Facility, WTU and garrison commanders in attendance to respond to issues and concern.
- The 1-800-984-8523 Wounded Soldier Family Hotline is operational and provides Warriors in Transition and their Families 24-hour access to information and assistance.
- Flexible housing policies are established for Warriors in Transition that put them on par with key and essential personnel for military housing vacancies.
- MEDCOM trained and assigned ombudsmen to medical treatment facilities to identify and resolve medical problems at the earliest opportunity.
- MEDCOM updated the Soldier Family Hero Handbook to assist families who have not had experience dealing with the military system and distributed them to medical treatment facilities.
- G1 drafted consolidated guidance to facilitate support for Active and Reserve Component Warriors in Transition and their Families.
- Warrior Transition Units provide escorts for Families of Warriors in Transition to include meeting them at airports and taking them to medical treatment facilities to meet Warriors.
- Family Readiness Support Assistants are authorized and funded to establish Family Support Groups for wounded Warriors at locations where deemed appropriate by local WTU commanders.
- MEDCOM drafted a doctrinal manual that governs operations of Warrior Transition Units.

Each Warrior in Transition is assigned a primary care manager, a nurse case manager and a military squad leader to help deliver leadership and coordinate and manage care. This team, or triad, follows a prescribed methodology that focuses on healing the mind, body and spirit. This methodology is delivered through the Comprehensive Transition Plan (CTP) that manages not only medical care, but focuses life skills, relationship coaching, employment and education counseling. The Comprehensive Transition Plan is intended to return Warriors in Transition back to duty, or transition them to the Department of Veterans Affairs and civilian life as seamlessly as possible with the skills they need to succeed.

The overhaul of Warrior Care was not just comprehensive – it has been implemented with unprecedented speed. All WTUs were directed to be fully operational by Jan. 2, 2008, less than a year after the effort began. The Army met that goal with the first unit stood up April 2007. To accomplish this degree and pace of change, the Army had to leverage its resources and move staff members into new positions to ensure the needs of Warriors in Transition were met as rapidly as possible. In some cases, cadre and staff members were moved into positions temporarily while their permanent replacements either arrived from other assignments, or were recruited and hired. The Army continues to analyze and adjust staffing levels to ensure we are effectively meeting the needs of Warriors in Transition.

Through surveys, sensing sessions, and town hall meetings for Warriors in Transition and their Families, the WTU leadership actively seeks feedback from Soldiers and their Families on how these changes are affecting their lives. Soldiers and Families can address their concerns and issues through a number of venues including their chain of command at Warrior Transition Units, Military Treatment Facility ombudsmans, the toll-free Wounded Soldier and Family Hotline at 1-800-984-8523, wsfsupport@conus.army.mil, or the satisfaction surveys provided to all Warriors.

Transforming Warrior Care has required leaders at all levels to be innovative and exhibit great dedication and flexibility. It is through the vision and dedication of leaders, and by Soldiers taking care of Soldiers, that the Army has improved the care and support it provides to its most valuable resources: Soldiers and Families.

Colonel Jimmie Keenan is an Army Nurse Corps officer who serves as the chief of staff of the Warrior Care and Transition Office. She previously served as the chief nurse of Dewitt Army Community Hospital, Fort Belvoir, Va.

Major Steve Gventer, an Armor officer, is currently assigned to the Warrior Care and Transition Office and commanded the Army's first Warrior Transition Unit Company at Walter Reed Army Medical Center, Washington, D.C. He has served multiple tours in Iraq, where he was wounded twice.

Implementing a Viable Strategic Communication Plan Down to Garrison Level

By Davis D. Tindoll Jr. and Dave Childers

"Focused United States Army efforts to understand, engage, and enhance credibility with key audiences to promote awareness, understanding, commitment, and ultimately positive action in support of the Army."

Secretary of the Army approved definition of Strategic Communications

At a recent garrison commanders' conference, an assembly that included representatives from the Installation Management Command (IMCOM) staff, IMCOM Southeast Region staff, garrison commanders and command sergeants major, the group was asked if they had ever seen a strategic communication plan. Despite the diversity of assignments and years of experience represented, only three people raised their hands.

Such is the dilemma confronting not only IMCOM, but the Army, when it comes to strategic communication.

The term strategic communication has developed in recent years as a buzz word, but in reality, the familiar saying has become one of the more maligned terms in the military lexicon.

Perhaps it's first necessary to define what strategic communication is not. It's not the immediate response to a revealing expose by the Washington Post and it's not the first response to an unforeseen event that attracts national level media attention.

Responses to media about events or situations that tend to blindside leaders can be best categorized as crisis communication. Army public affairs once defined a crisis as "an event that creates, or threatens to create, a firestorm of harshly negative media coverage that could damage the reputation or future viability of an organization."

While leaders at all levels attempt to anticipate potential crisis situations, and such planning should be reflected in strategic communication plans, it is impossible to account for them all. Army organizations must always be ready to deal with crisis situations and the ensuing media interest in those events. However, the majority of communication in any organization should be grounded in a strategic communication plan that features themes and messages that reach specific and targeted audiences.

Within the realm of strategic communication, there are many voids, beginning with the lack of a clear definition of strategic communication.

This article examines strategic communication, provides ideas as to how strategic communication might be formulated within Army organizations, and how a strategic communication plan can be implemented down to the garrison level.

As stated, an area that appears to be lacking in strategic communication planning is definitions, not only of strategic communication, but also several key associated terms such as themes, messages, and talking points.

Defining Strategic Communication

Strategic communication is undefined in much of the literature. One definition provided by a former Secretary of the Army was: "Focused United States Army efforts to understand, engage, and enhance credibility with key audiences to promote awareness, understanding, commitment, and ultimately positive action in support of the Army."

That's a good starting point, at least until doctrine writers or critical thinkers decide to adopt a universal definition. However, in addition to the term being largely undefined, most attempts at developing strategic communication plans are absent key elements, such as the plan's purpose, the method it employs, and more importantly, a desired end state.

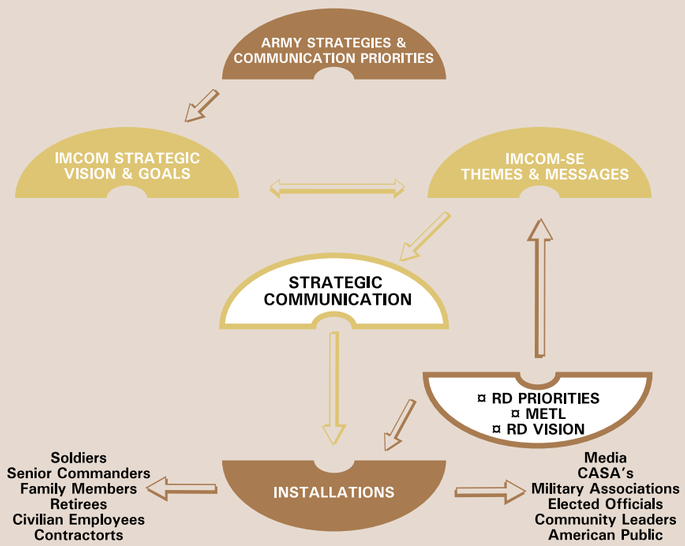

Figure 1: Strategic Communication Plan Blueprint

The Installation Management Command, Southeast Region, undertook a task to develop a strategic communication plan that fits the needs of the organization. While the region strategic communication plan certainly is not intended as a "be all" for other organizations, it does possess the potential to provide an effective method to deliver communication products, keep stake holders informed, and do the region's part in telling the Army and IMCOM story.

Key to the development of any plan is identifying its purpose, outlining a method to accomplish key elements of the plan, and to establish an end-state. IMCOM-Southeast developed the following purpose, method and end-state for its strategic communication plan:

Purpose: Portray to all audiences that IMCOM-Southeast and its garrisons are responsible for management of installations in the region and strengthen relationships and enhance understanding of IMCOM-Southeast among centers of influence.

Method: Emphasize the Army's top communication priorities and Headquarters IMCOM's vision, mission, goals and core competencies and present them with command-wide relevance in all available venues through all communication enablers available.

End state: IMCOM-Southeast is better known, understood and appreciated by Soldiers, Family members, retirees, senior commanders and other internal and external audiences, including the American public.

With the goal of the plan set, another aspect of strategic communication often neglected is defining key terms. Senior leaders are routinely provided talking points, themes and messages, but what exactly do those terms entail? Simply put, what's the difference between a theme and message, and what are the roles of themes and messages in the plan?

IMCOM-Southeast developed the following definitions of key terms used in its strategic communication plan:

Enduring theme: An imperative that will not change over time. Example: The Army provides the infrastructure and support to enable the force to fulfill its strategic roles and missions.

Theme: A topic of immediate interest that can be emphasized to multiple and various audiences. Example: IMCOM provides a quality of life for our Soldiers and Families commensurate to their service to the nation.

Message: A significant point, idea or fact captured or developed to communicate to a medium in such a way to coincide with an organization's goals and seeks to benefit mutual interests wherever possible. Example: RCI obtains private sector expertise, creativity, innovation and capital.

Talking point: Often used interchangeably with messages, but consists of facts that support a theme and message: Example: RCI includes 45 locations – with 88,500 homes – more than 99 percent of the U.S. Army Family housing owned inventory.

Information strategies: Methods to deliver themes, messages and talking points to media. Examples: News releases, press conferences, town hall briefings and production of command information products.

Figure 2: The Strategic Communication Process

At the center of any strategic communication plan is not only the key themes and messages to communicate to specific audiences, but the method in which those are developed and communicated.

For IMCOM-Southeast, the process encompassed taking into consideration the Army's top communication priorities and strategies applicable to installation management. These priorities and strategies have been incorporated in IMCOM's strategic vision – such as improving facilities – and cross walking those against the region director's vision, mission essential task list (METL) and priorities to develop specific themes and messages (Figure 1).

Once the themes and messages were developed, they were furnished to garrisons and further refined to be targeted at a specific audience. Those include internal audiences, such as Soldiers, Family members and retirees; or external audiences such as media, elected officials and community leaders. The themes and messages are incorporated as information strategies and may be used in a variety of media products to reach target audiences (Figure 2).

For example, one of IMCOM's goals is to provide standard, predictable support services that optimize available resources and support the Army. That IMCOM imperative was captured in the IMCOM-Southeast strategic communication plan and used to develop the IMCOM-Southeast theme: "IMCOM-Southeast exercises installation management and provides services/programs to enable readiness." The messages developed that support the theme are:

- IMCOM-Southeast provides Army installations to support readiness and mission execution.
- IMCOM-Southeast is implementing proven business improvement practices like Lean Six Sigma to transform installation management.
- IMCOM-SE provides equitable services and facilities, optimizes resources, sustains the environment, and enhances the well-being of the military community.

Another crucial element in making the IMCOM-Southeast strategic communication plan functional is the information strategies that it employees to deliver critical themes and messages (Figure 3).

Information strategies vary in range and frequency from producing an information DVD annually that visually captures changes to a garrison, based on Base Realignment and Closure or Growing the Army initiatives, to a monthly post newspaper article for issues more central to Soldiers, such as wounded warrior care. It also capitalizes on other available media, such as professional publications and Army-level coverage, including Soldiers magazine, and the Pentagon Channel.

Measuring Success

As with any challenging plan, a key to overall success is including a method to measure its effectiveness.

The measurement may be accomplished by several methods at the discretion of the garrison commander. Those include a periodic content analysis of the post newspaper, use of common levels of support, informal feedback from internal and external customers, regularly scheduled strategic communication working groups, and feedback from leaders on and off the garrison.

A final key element of the IMCOM-Southeast strategic communication plan is that it is treated as a living document, meaning that changes to the plan must be made periodically to capture information strategies to emerging leadership issues, such as the Army Family and Community Covenants and single-Soldier housing improvements.

GOAL: Provide the Army standard, predictable support services that optimize Available resources and support the Total Army

MESSAGES — INFORMATION STRATEGIES — THEMES

EVENT	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
News Release		X		X			X			X		
Town Hall Meeting			X				X			X		
Post Newspaper	X	X	X	X	X	X	X	X	X	X	X	X
Community Briefing				X						X		
Internet	X	X	X	X	X	X	X	X	X	X	X	X
Event on Post												
Brochure	X					X						
Professional Article		X								X		
Produce DVD												
Guide Book	X											
Army Level Coverage						X				X		
Military Associations				X						X		

Figure 3: Information Strategies

The effectiveness of IMCOM-SE's strategic communication plan remains to be seen as it's early in the implementation process. However, it is a concerted effort to make the Region and its efforts in supporting the Army better known and understood among our audiences.

Dave Tindoll has served as the director, Installation Management Command Southeast Region, since June 2007. Previously, he served as deputy director of the Korea Region, a position he held since October 2004. Before his assignment in South Korea, Mr. Tindoll served as the chief of staff of the Southeast Region. Mr. Tindoll served a regular Army officer with assignments in Europe, South Korea and the United States for 30 years before entering civilian service. He served as the deputy director of the Southeast Region, Installation Management Agency, chief of staff for the Army Aviation Center and garrison commander of Fort Rucker, Ala., and squadron commander of 2nd Squadron, 17th Cavalry, 101st Airborne Division (Air Assault). Mr. Tindoll earned a Bachelor of Science Degree from Eastern Kentucky University and a master's degree from the Command and General Staff College, Fort Leavenworth, Kan. He also attended the School of Advanced Military Studies and the Army War College.

Dave Childers served as a regular Army officer for almost 28 years before entering civilian service in 2002. He commanded two military police battalions for more than four years and also served as the public affairs officer for the 4th Infantry Division and for the Military District of Washington. He is a resident graduate of Command and General Staff College and the Army War College. He also holds a Master of Arts degree in Journalism from the University of Mississippi. His first position as a civilian employee was chief of community outreach and command information at Forces Command headquarters. He has served as IMCOM-Southeast public affairs officer since March 2003.

Reading Between the Lines: Are Installation Newspapers Relevant in Today's Army?

By Susan Silpasornprasit

With all the news that is fit to print and then some just a keystroke away, the challenge of today's print media is to maintain its relevance in the face of streaming video and real-time Web coverage. Like many civilian newspapers, the Army's installation newspapers are transforming to find their place in the digital world. Given that most installations publish an electronic version of their command information newspaper on the Web, is the printed paper still relevant in today's Army?

Spreading the Word

Over the past five years, the Army Installation Management Command, Korea Region, (IMCOM-Korea) has been at the forefront of transforming Army installations across the Korean peninsula. Part of that mission involves ensuring installation commanders have an efficient and effective means to communicate command information to their Soldiers, Family members, and the civilian workforce – whether they reside at remote camps along the Demilitarized Zone (DMZ) or work and live in the heart of Seoul.

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Inside

The Morning Calm Weekly will resume publication Jan. 11, 2008. Happy Holidays!

Casey makes the rounds in Area I — Page 5

Humphreys skiers hit the slopes — Page 16

Army leaders solidify promises to Families at Yongsan, Humphreys

See page 9 for Yongsan story and photos

ARMY FAMILY COVENANT

Families gather behind leaders from Installation Management Command-Korea and U.S. Army Garrison-Yongsan to watch them sign the Army Family Covenant Dec. 13 at Yongsan Garrison. (From left to right) Brig. Gen. Al Aycock, IMCOM-Korea Commanding General; Command Sgt. Maj. Kevin Witt, IMCOM-Korea command sergeant major; Col. Dave Hall, USAG-Yongsan commander; and 1st Sgt. Darryl Wright, acting USAG-Yongsan command sergeant major. — U.S. Army Photo By Edward Johnson

Army Family, Chief of Staff celebrate strength

Humphreys community witnesses covenant signing by leadership

story and photos by Andre Butler
USAG Humphreys Public Affairs

The United States Army Chief of Staff, Gen. George W. Casey Jr., visited United States Army Garrison Humphreys to participate in the Army Family Covenant-formal signing ceremony Dec. 14.

More than 300 Soldiers and their Family members shared in the signing which is the Army's commitment and partnership with U.S. Army Families.

- See Covenant page 21 -

(Right) United States Army Chief of Staff, Gen. George W. Casey Jr., participated in the United States Army Garrison Humphreys Army Family covenant signing ceremony Dec. 14. More than 300 Soldiers and Family members took part in the event, along with USAG-Humphreys Commander Col. John E. Quinsulle Jr., Eighth Army Commanding General Lt. Gen. David Valcourt, Brig. Gen. Al Aycock, IMCOM-Korea Commanding General, Command Sgt. Maj. Kevin N. Witt, IMCOM-K command sergeant major and Command Sgt. Maj. Jason K. Kim, USAG Humphreys command sergeant major. — U.S. Army Photo By Andre Butler

ARMY FAMILIES ARE ARMY STRONG

ARMY FAMILY COVENANT

SOLDIERS ★ FAMILIES ★ ARMY CIVILIANS

Dec 14 at the Post Gymnasium

With the growth of the Internet and the introduction of new multimedia tools applications, IMCOM-Korea continues to transform its strategic communication package to take advantage of emerging technologies and better connect with the diverse geographic, demographic, and psychographic segments of the force in Korea. However, this transformation will have a diminished level of success if done at the expense of traditional media platforms like community radio, television and the installation newspaper.

There are more than 27,000 U.S. service members stationed in the Republic of Korea (ROK). If you factor in the civilian workforce, Family members and retirees, that number exceeds 75,000 – many of whom reside or work in relatively remote regions of the peninsula. Of course not all members of this audience rely on print media as their primary source of command information, but with an audience as widespread and diverse as this, commanders require a time-tested means to reach out to their installation community. Simply put – forward deployed commanders continue to see the installation newspaper as a critical component of the complete command information package.

Rumor Control and News from the Front

World history abounds with the archaic predecessors of today's command information newspaper – whether it be an intricate system of wooden tablets, dispatched on behalf of a Roman cohort, or the use of town criers during the American Revolution.

The concept of the modern "Soldier's newspaper" gained momentum in the United States during the Civil War. "Stars and Stripes" was one of the first such publications, making its debut as a Union Army newspaper in 1861. According to

"Stars and Stripes," Union Soldiers set up shop in an abandoned newspaper office in Bloomfield, Mo., undertaking a mission to inform their brothers in arms of troop activities. "Stars and Stripes" was first distributed at the regimental level to keep Soldiers "in the know." Now it is a Department of Defense-authorized daily newspaper distributed overseas for the U.S. military. Although the role of "Stars and Stripes" has changed over time, the mission of the command information newspaper has remained the same.

Keeping the lines of communication open between commanders and their Soldiers remains a fundamental element for victory in battle, be it a military campaign or a war of ideas. Just as it was during the Civil War, the flow of factual information in the field remains paramount.

Today installation newspapers are typically published weekly. Unlike a daily newspaper, weekly publications are not intended for communicating late-breaking news. Instead, the installation newspaper highlights those command issues that remain relevant over the course of a few weeks or months. It's an "evergreen" communication tool used to keep the community up to date on events, activities, and command policies important to the commanders and relevant to the force.

"The installation newspaper is a great source of information for our Soldiers, their Families and our civilian workforce – especially when stationed overseas," IMCOM-Korea Command Sergeant Major Kevin Witt said.

"Providing our personnel with easy access to news and information is essential to maintaining high levels of morale and motivation. Anyone who has ever been deployed has seen first-hand how valuable an installation newspaper can be to our Soldiers in the field and our Families back at the garrison," he added.

Rumor control is also a vital mission of the installation newspaper. When information isn't readily available, people inevitably begin to fill in the blanks with their own assumptions. In 2006, an isolated case of Avian Flu emerged on the Korean Peninsula, putting Soldiers and their Families on edge. As word spread, inaccurate rumors became more of a problem than the actual virus. Correcting these rumors warranted an immediate and rational response from Army authorities. By having an established and credible installation newspaper, the Army in South Korea was able to rapidly and effectively counter the rumors. Information featured in the peninsula-wide newspaper played a significant role in separating fact from fiction. This situation illustrates a secondary focus of the military newspaper – crisis communication.

Just the Facts

While commercial periodicals often thrive on the premise that sensationalism sells, installation newspapers must focus on presenting factual information that is relevant and interesting to the target audience. As such, an installation newspaper could be likened to a lengthy organizational newsletter – presenting the facts without the frivolity. Like commercial newspapers, the ideas expressed in an installation newspaper are intended to inform and entertain, but within a limited scope and time frame.

The installation newspaper exists for Soldiers and Families to get the news they need regarding command policies, local events and information related to their day-to-day lives on the installation. It is not a First Amendment newspaper. It is not a tabloid. It is the commander's forum to highlight the interests of the command.

According to the Army Public Affairs Program (Army Regulation 360-1), the primary function of the installation newspaper is to support the commander's internal communication objectives and provide the audience with factual Army-wide and local information.

"An installation newspaper's relevance is directly related to its credibility," Edward Johnson, chief of public affairs for IMCOM-Korea, said. "Installation newspapers, grounded in factual reporting, offer the commander a long-lasting and credible forum for communicating local and Army-wide news."

The installation newspaper also allows commanders an opportunity to recognize the accomplishments of their units and personnel. As anyone whose unit has been featured in an installation newspaper knows, a bit of recognition can do wonders for morale. The message is simple: "What you do matters."

A Picture is Worth a Thousand Words

One way to keep installation newspaper papers relevant is to speak to the readership through the use of relevant digital imagery and photographs.

According to the Defense Information School, a well-written news story, containing all the facts, will suffice for telling the reader what happened, where it happened, who was involved, etc. This is only if the reader reads the story. Well-designed graphic elements, effective headlines and high-impact photographs must also be offered to attract the reader's attention to the story – particularly in this age of breaking news and rapid-fire Web-based communications. By sheer impact, a good photograph will attract a reader's attention faster than most headlines or art work. In addition, a good photo reinforces the information contained in the story.

Headlines seldom are remembered. News stories, too, rapidly fade from memory, but the "I was there" aspect of a good news photograph may live in the audience's memory for years to come.

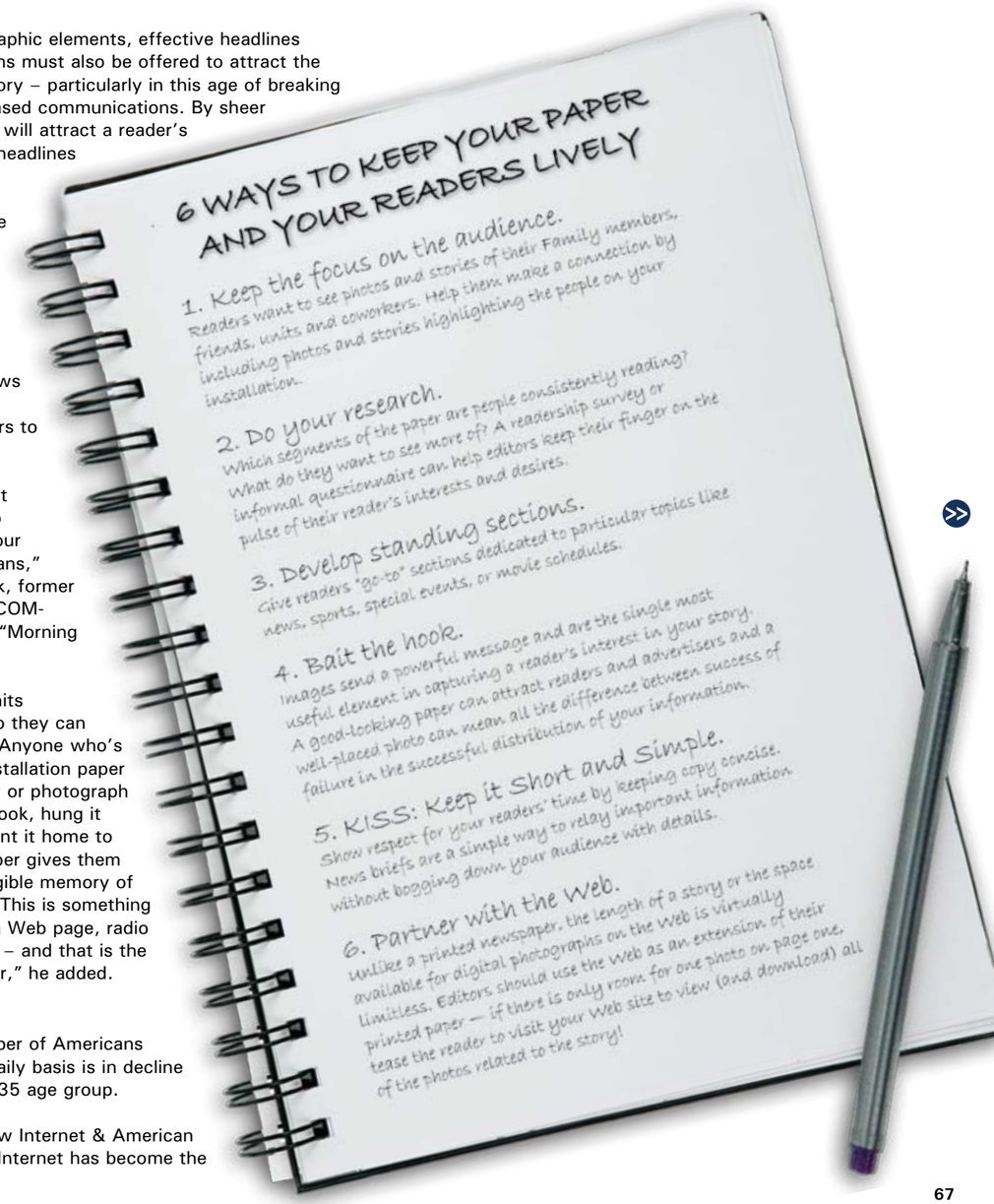
"One of the best things that an installation paper can do is to chronicle the lives of our Soldiers, Families and civilians," Brigadier General Al Aycock, former commanding general of IMCOM-Korea and publisher of the "Morning Calm" newspaper, said.

"People love to see their units documented in the paper so they can say, 'I was a part of that.' Anyone who's ever been featured in an installation paper has likely clipped that story or photograph and slipped it into a scrapbook, hung it in a unit display case, or sent it home to Family and friends. The paper gives them a distinct, positive and tangible memory of their experiences in Korea. This is something that is difficult to do with a Web page, radio spot, or television segment – and that is the true value of the newspaper," he added.

By the Numbers

It's no secret that the number of Americans reading newspapers on a daily basis is in decline — particularly with the 18-35 age group.

A study released by the Pew Internet & American Life Project found that the Internet has become the



"The printing press is the greatest weapon in the armoury of the modern commander…"
—T.E. Lawrence

primary source of daily news for the average American (Johnson, 2006).

"We're seeing the beginnings of a significant segment of the population having their daily newsgathering habits formed by what they see on the Internet," the study's author, John Horiggan said.

"To maintain relevance in a community, a local print paper has to have a very robust online presence," he added.

Likewise, a 2007 survey conducted by Zogby International places newspapers a distant third, behind both television and the Internet, as the primary source of news for all age groups, and in the 18-29 age group, newspapers trail fourth behind radio (Zogby, 2007).

But in the context of command information newspapers, these numbers don't tell the whole story. The average military community, particularly those overseas, do not consist of the same psychographic or demographic groups found in typical civilian communities.

According to Johnson, it is a mistake to compare commercial with command information newspapers. The premise that there is a direct correlation between the readership trends of the U.S population as a whole, and military audiences, fails to account for the distinct differences between the two.

"Consider for a moment the fact that, while representing a cross section of America, Army garrisons still consist of a very unique segment of the overall population – suddenly, many of the commonly accepted statistical trends don't add up," Johnson said.

"While we certainly need to embrace the Web and use it as an extension of our command information newspaper, the two should be seen as companions, not competitors. We also need to acknowledge the uniqueness of our audience and understand that newspapers still serve as a vital tool in any commander's communication tool box," added Johnson.

Newspapers continue to maintain the advantage of being a reliable source in news reporting. According to a study by the Newspaper National Network LP, "Newspapers are ranked by respondents as the most trustworthy forms of media, as measured on a 1 to10 scale, with television and the Internet ranked as the least trustworthy."

A study by the Newspaper Association of America further reveals that "72 percent of newspaper readers enjoy the newspaper reading experience, 64 percent would miss reading it if it were taken away and 54 percent say reading the paper is an absorbing activity – even non-readers are engaged in the newspaper. According to the study, 31 percent of nonreaders used the newspaper in some fashion over the past week, including checking sales in local stores, using a classified ad, checking movie listings, or using a coupon." When it comes to military audiences, these numbers are often amplified because the command information newspaper also serves to showcase their individual or unit achievements.

Another survey by Journalism.org revealed, "Newspaper readers on balance learn about the widest range of topics and get the deepest sourcing and the most angles on the news among consumers of all media studied, except one. That exception, the Internet, still relies for the heart of its content on print journalism."

The key to keeping the command information newspaper relevant in the Internet Age is to ensure that it is posted to a robust Web.

The Casual Reader

In recent years, a combination of manning shortages and funding concerns required the Air Force to adopt a Web-focused approach to command information dissemination.

Last year, Osan Air Base, Republic of Korea, went "electronic," ceasing production of its hard copy newspaper. Now, the 51st Fighter Wing Public Affairs Office is assessing the decision to dispense with print media.

"The upsides to a Web-based paper are that it saves money, it's more current because there's a quick turn around — providing same day news instead of waiting a week — and there are no space concerns," 1st Lieutenant John Ross, chief of the 51st Fighter Wing Pubic Affairs explained.

"The downside is losing casual readership. Casual readers pick up a paper while riding the bus, sitting in a clinic waiting room or having lunch at the dining hall. With a Web-based paper, people need a computer to read it," he added.

According to Johnson, Web-based publications offer an instantaneous 'snapshot' of the news, whereas print publications provide readers with a broad, long-lasting source of information.

"As we continue leveraging emerging technologies in support of our overall communication strategy, we must understand that it is the aggregate of the combined components of our strategy – both Web and print media – that will define our ultimate success in communicating the commander's message to our audience," he added

The Army in South Korea remains committed to utilizing the full spectrum of print, Web, television and radio tools to convey its command information. This is indicative of the Army's commitment to maintaining a multiplatform communications strategy.

"We believe in taking a holistic approach to command information," Johnson said. "The goal is to target the audience on all fronts by utilizing the full-range of communications tools at our disposal."

Although installation newspapers are just one segment of the command communications network, it is the sum of these outlets that gives strength to the command message. According to Aycock, "command information can't be funneled into one area, but must be transmitted along an extremely broad spectrum, using as many means as possible, to get the information out to our audience. One of the real advantages to a hard-copy newspaper it that it allows people to see a variety of news from around the (Korean) peninsula. If you are only doing Web-based searches, you may limit yourself."

As in all things, commanders and public affairs professionals must strive for a balance between traditional approaches to command information and emerging communications technologies. Perhaps the best way to ensure the U.S. Army installation newspapers remain relevant is to keep the focus of the paper where it belongs – on the audience. Make sure the spotlight remains on Soldiers, Family members and the civilian workforce by highlighting the interests of the community. Make the information easy to access, and continuously looking for ways to keep the audience engaged and aware of the paper's overall command message.

According to Aycock, a solid paper still makes a difference: "When an installation newspaper focuses on the community, readers feel like it's their hometown newspaper. Within its pages, they find friends, coworkers, proud moments and familiar faces. While keeping the community informed, morale high, and rumors in-check are the foundation of the installation newspaper, chronicling the achievements of its readership remains the proud legacy of the installation newspaper."

Susan Silpasornprasit is the editor of the "Morning Calm" newspaper, a weekly, 32-page, command information newspaper published by the Army's IMCOM-Korea for those serving in the Republic of Korea. The "Morning Calm" is distributed to installations across the Korean peninsula and can be downloaded online at http://imcom.korea.army.mil

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Time Machines, Leadership and the Fourth Dimension

By John L. Harrison Sr.

One of the great things about the end of the year is the opportunity to sit back, relax and look at issues from the perspective of time. In doing so, we find a frame of reference that can be a story or film – fiction or fact. Such a film and idea is that of a "time machine" and all that it might entail.

The movie the "Time Machine" (1960), based on the writings of H.G. Wells (1895), involves an inventor in Victorian England who uses a time machine to travel into the future to see what progress mankind has made in learning to live together in peace. This is made possible by use of a "fourth dimension" – the first dimension (movement up and down); the second dimension (movement from side-to-side) and the third dimension (movement forward and backward). In Wells' book, he does not provide a precise definition of the fourth dimension, but the controls on the machine and conversation imply space. Years later, Albert Einstein published his theory of the fourth dimensional continuum of space-time that eerily supports Wells' story line.

After the miniature time machine disappears before their eyes during the Time Traveler's demonstration, his friends are driven to distraction by trying to understand the explanation offered about the machine – that it hasn't moved, that it still occupies the exact space it was in a moment before disappearing, but only now in another dimension and time. In their struggle to "see" and "understand" the theory, they are caught in the "way things are" when the traveler is seeing the way things "really are" or can be, if his friends can expand their minds and senses to allow for all the possibilities.

In "The Problems of Philosophy," philosopher Bertrand Russell (1872-1970) observes that "philosophy, if it cannot answer so many questions as we could wish, has at least the power of asking questions that increase the interest of the world and showing the strangeness and wonder lying just below the surface, even in the commonest things in daily life." To take Russell's statement one step further, I would offer that we could replace "philosophy" with "leadership," and it would hold equally true.

What exactly is leadership? Where do you find it? There are many definitions for this word – and its dimensions and distinguishing characteristics have changed over time. Conscious effort by each of us can better enable us to inspire and influence others as we seek to improve ourselves. Each of us possess a time machine in our minds that allows us to examine the "strangeness and wonder" of the past, as we strive to make a better future for ourselves and our country.

In the final scene of the movie, the time traveler selects three books from his library and then again travels to the future. His friend is intrigued – what three books did his friend choose to use as guides for building a society?

Bringing this question into the year 2008, and considering your leadership style, what three books would you take with you into the future? Would they be books that you like to read, books that will help others or books that challenge the way people think? Would they be factual or fictional? Is there any real distinction between the two in the fourth dimension of your mind? Those are interesting questions to ponder as we venture into the future.

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Developing Additional Measurement Tools for the National Security Personnel System to Monitor Progress of Equal Employment Opportunity Groups

By Dr. Clinton M. Covert

The Department of Defense (DoD) comprises more than 680,000 federal service appropriated fund (AF) employees. As part of DoD efforts to transform to a more responsive personnel management system in order to meet critical security demands, many organizations have converted from the legacy or General Schedule (GS) system to the National Security Personnel System (NSPS).

The GS system is the General Schedule classification and pay system established under Chapter 51 and Subchapter III of Chapter 53 of Title 5, U.S. Code. The National Security Personnel System (NSPS) is a new management system established under Title 5 U.S.C. 9902(a) and described in Code of Federal Regulations (CFR) 9901. It does not include the labor relations system established under Title 5 U.S. Code 9902(m).

To date, more than 100,000 civilian employees have converted to the NSPS performance-based system. In April 2006, about 11,000 DoD civilians converted into NSPS as part of Spiral 1.1. This included more than 2,400 Army employees. In November 2006, about 66,000 DoD civilians converted as part of Spiral 1.2. This second conversion included more than 14,400 Army employees. As part of Spiral 1.3, in April 2007 about 34,400 DoD civilians converted. During this third spiral, more than 25,300 Army employees were converted from the legacy system into NSPS. The Army currently has the largest number of employees in NSPS of any DoD component (CPOL, 2008).

It is helpful to outline the new terms associated with NSPS as compared to the legacy or GS system. As Figure 1 depicts, under the GS system, there were occupational families, pay plans, grades, title and occupational series and Office of Personnel Management (OPM) classification standards. Under NSPS, occupational families are replaced with career groups. Career groups are a broad grouping of occupations that perform similar types of work and have similar career progression patterns. Pay plans are replaced with pay schedules. Pay schedules are a set of related pay bands for a specified category of employees within a career group. The GS pay grades are replaced with pay bands. A pay band is a work level and associated pay range within a pay schedule. Title and occupational series are replaced with title and occupational codes. Under NSPS, occupational codes are a group or family of positions performing similar types of work. Occupational codes are assigned a number for workforce information purposes (for example: 0110 Economist Series; 1410 Librarian Series).

Under GS	Under NSPS
Occupational Family	Career Group
Pay Plan	Pay Schedule
Grade	Pay Band
Title and Occupational Series	Title and Occupational Code
OPM Classification Standards	NSPS Classification Standards

Figure 1: Comparison of Personnel System Terms

Finally, OPM classification standards are replaced with NSPS classification standards. Classification standards are the assignment of a job or position to an occupational code, career group, pay schedule, pay band, and title for pay and other human resources processes (NSPS, 2008).

Given the depth and breadth of changes between the legacy and this new human resources system, the implementation and maintenance of NSPS has important implications for agencies and the Equal Employment Opportunity Commission (EEOC) to monitor the progress of Equal Employment Opportunity (EEO) protected groups and the identification of barriers to advancement. The core differences highlighted here have the potential to fundamentally change the way agencies strive toward achieving a model EEO program under the tenets of EEOC Management Directive (MD) 715. Below, I provide a brief overview of the historical development of NSPS.

Historical Development

In November 2005, OPM and the DoD issued final regulations to establish NSPS within DoD. Authorized by Congress as part of the fiscal 2004 National Defense Authorization Act, NSPS was developed and implemented to increase effectiveness in all areas of the human resource process to include staffing, classification, workforce shaping, compensation, performance management, labor relations, adverse actions and employee appeals. The intent for this new personnel management system is to offer agencies within DoD more flexibility to recruit, retain and motivate a high-performance workforce.

DoD and its components are mandated by Congress to make information about NSPS rules, policies, and practices available to the workforce in the form of published regulations, published implementing issuances, training and other sources. Dimensions of accountability for fair decisions and practices under NSPS will include human resources management accountability reviews within DoD and will be used to identify and address issues regarding the observance of merit systems principles, regulatory and policy requirements. In addition, DoD is charged with monitoring the outcomes of NSPS personnel processes to include administrative grievances, performance rating reconsiderations, equal employment opportunity complaints, and whistleblower complaints. In turn, these program evaluation findings provide the DoD with an opportunity to correct problems as they develop and determine if the design and outcomes of NSPS meet statutory requirements to include fairness and equity (Federal Register, 2005). As outlined below, one tool designed to assist in EEO program oversight and coordination is Management Directive 715.

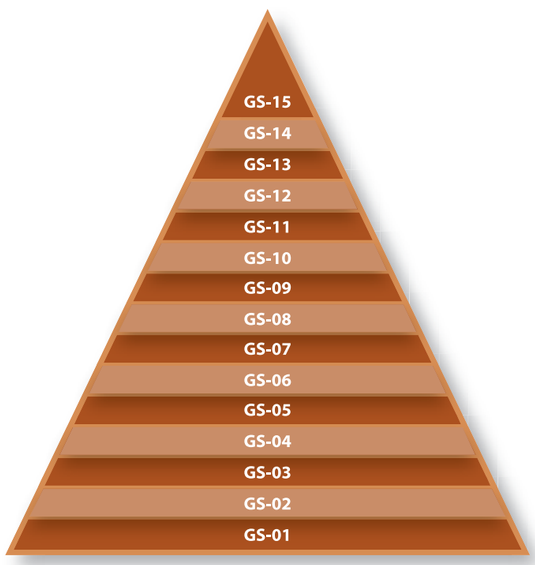


Figure 2: General Schedule Pay Grades

NSPS and MD 715 Reporting

The EEOC enforces federal laws that prohibit job discrimination. Title VII of the Civil Rights Act of 1964 (Title VII) prohibits employment discrimination based on race, color, religion, sex or national origin. The Equal Pay Act of 1963 (EPA) protects men and women who perform substantially equal work in the same establishment from sex-based wage discrimination. The Age Discrimination in Employment Act of 1967 (ADEA) protects individuals who are 40 years of age or older. Title I and Title V of the Americans with Disabilities Act of 1990 (ADA), prohibit employment discrimination against qualified individuals with disabilities in the private sector and in state and local governments. Sections 501 and 505 of the Rehabilitation Act of 1973 prohibit discrimination against qualified individuals with disabilities who work in the federal government and the Civil Rights Act of 1991 provides for monetary damages in cases of intentional employment discrimination.

In addition to the enforcement of the above laws, the EEOC is charged with providing oversight and coordination of federal EEO regulations, practices and policies. EEOC MD 715 is designed to facilitate effective affirmative programs of equal employment opportunity to include barrier analysis. In order for the United States government to attract, develop and retain a quality and motivated workforce consisting of diverse individuals, equal opportunity – to include employment decisions that are made without regard to race, color, religion, national origin, sex, age or disability – must be established and maintained in order to maximize the talents of individuals and to promote fair and productive workplace relations.

This creation of a level playing field for employment opportunities results in individuals achieving their full potential. At the same time, an organizational culture that values employee contributions leads to an agency being able to attract and retain the best and the brightest. The tenants of MD 715 provide a roadmap for agencies to inculcate equal employment opportunity in the workplace and to identify and remove barriers to fair and open competition (EEOC, 2003). As mentioned above, OPM and DoD are charged with overall accountability for NSPS program evaluation to ensure fairness and equity in outcomes across the full spectrum of regulatory and policy requirements to include grievances, performance rating reconsiderations, equal employment opportunity and whistleblower complaints. In addition, under Section 9901.108 of this final rule, DoD and OPM make clear that there is nothing in the regulation that prevents evaluations of NSPS by other appropriate organizations.

Figure 3: NSPS Pay Band Examples

Beginning in 2003, federal agencies reported their workforce profile by race, ethnicity, sex and disability in comparison to the legacy or GS pay system with MD 715. Prior management directives were MD 712, MD 713 and MD 714. As Figure 2 illustrates, under the GS pay system, promotions are hierarchal in nature with numerous promotion opportunities over one's career. This chart does not represent actual GS grade distribution. Rather, it depicts the multiple grades under the GS system when compared to NSPS pay bands.
Tracking and reporting where protected groups were situated on this job ladder by race, ethnicity, sex and disability was relatively straightforward. As opposed to a vertical or hierarchal ladder, it is helpful to conceptualize NSPS as a flattening of organizational hierarchies in the form of horizontal pay bands as depicted in Figure 3.

While the basis for NSPS pay bands is to allow for more flexibility, this movement from a hierarchal to a horizontal structure will lead to a blurring of job boundaries and has important implications for agencies to identify and remove potential barriers to advancement as well as reporting on the composition of its workforce. Pay bands will challenge practitioners to easily categorize individuals into quantifiable groups for statistical comparison. Under NSPS, the traditional institutional markers are no longer available to gauge opportunity and progress in representation of EEO groups across the full spectrum of position types. For example, the number of women promoted from GS-9 to GS-11 was clearly visible under the GS system and MD 715 reporting requirements. However, under NSPS the number of women reassigned with or without an increase in salary is not currently reported. Void of data tables that capture such transactions, MD 715 reporting will be inconsistent and incomplete.

Employment practices and decisions under NSPS, such as management directed reassignments to key positions for employee development and advancement or involuntary reassignments to less coveted positions, have the potential to decrease opportunities for disfavored groups. Currently, such management decisions cannot be easily tracked and monitored.

Another example of employment practices and decisions under NSPS with potential pitfalls is the DoD NSPS implementation instructions that do not allow for notes to be retained from the pay pool panel deliberation process. At the same time, pay pool members are required to sign a nondisclosure form and are directed not to discuss the lowering or raising of performance ratings of record. Making a determination as to whether intended or unintended discrimination did or did not occur becomes problematic under NSPS.

To be sure, the new pay-for-performance systems are in line with the private sector and the corporate approach. However, the changes

highlighted here have the capability to create pitfalls for NSPS agencies whereby discrimination is possibly enabled by new structures, policies and systems. Additional monitoring systems that are not currently required by MD 715 are potentially needed in order to ensure equal opportunity in the federal sector.

Measuring Tools

Key components of NSPS include workforce composition, performance payout, request for reconsiderations, promotions, reassignments and pay setting. Below, I outline these factors in detail in proposing new measuring tools and additional data tables for NSPS and MD 715 reporting.

Under NSPS, the pay pool consists of the organizational elements, units or other categories of employees who are combined for the purpose of determining performance payouts. Each employee is in only one pay pool at a time. The term pay pool also means the amount designated for performance payouts to employees covered by a pay pool.

The pay pool manager is the individual designated to manage the pay pool, resolve discrepancies, and ensure consistency. The pay pool panel is usually comprised of senior management officials, including the pay pool manager, of the organizations or functions represented in the pay pool that assist the pay pool manager in the exercise of his or her responsibilities (CHRA, 2008).

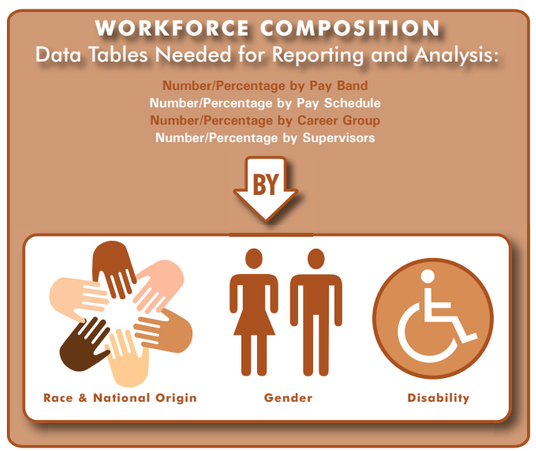
The NSPS Pay Pool Analysis Tool combines with the Compensation Workbench (CWB) to provide analysis of the pay pool results to include ratings, shares, performance payouts and funding. Specifically, the CWB has the capacity to generate reports on:

- Average share and rating by rating official, sub-panel manager and pay pool
- Overall rating distribution charts
- Overall share distribution charts
- Rating and share distribution for selected combinations of pay schedule and pay band
- Statistics on payout, salary increase and bonus (amount and percentage) by pay pool
- Counts by pay schedule and pay band combinations
- Average salary by pay schedule and pay band combinations

Additional data tables and other measuring tools are potentially needed to include an analysis of agency performance payouts in order for federal components and the EEOC to track the progress of EEO groups within a pay system and identify barriers to EEO protected group advancement. At the same time, current data tables used for MD 715 reporting remain relevant because many agencies have yet to convert to NSPS. Other agencies are functioning with multiple personnel management systems in place with a workforce that has partially converted to NSPS with the remaining employees still under the GS system. The additional data tables and the survey instrument outlined below are not mutually exclusive. Rather, they are designed to complement the current data tables used for MD 715 reporting and barrier analysis.

Workforce Composition

Workforce composition represents all employees of an agency subject to 29 CFR Part 1614 regulations, including temporary and permanent employees. Under NSPS, a pay band is a work level and associated pay range within a pay schedule. A pay schedule is a set of related pay bands for a specified category of employees within a career group. A career group is defined as a broad grouping of occupations that perform similar types of work and have similar career progression patterns (NSPS, 2008). Therefore, additional NSPS-related data tables that are potentially needed for workforce composition reporting and analysis include:



NSPS Performance Payout

Employees covered by NSPS participate in a performance payout at the end of the performance cycle. This payout replaces the merit step increase process under the GS system. The performance payout is the total monetary value of a performance pay increase and bonus resulting from the performance appraisal process. The performance appraisal process is based on the performance management system.

RATING OF RECORD	SHARE RANGE	ELIGIBLE TO RECEIVE...
5 - Role model	5 - 6	Base salary increase, bonus, or combination
4 - Exceeds expectations	3 - 4	Base salary increase, bonus, or combination
3 - Valued performer	1 - 2	Base salary increase, bonus, or combination
2 - Fair	0	No performance based pay increase
1 - Unacceptable	0	No performance based pay increase

Figure 4: NSPS Performance-Based Payout

More specifically, NSPS performance management is defined as applying the integrated processes of setting and communicating performance expectations, monitoring performance and providing feedback, developing performance and addressing poor performance, and rating and rewarding performance in support of organizational goals and objectives. The performance management system is defined as the policies and requirements for setting and communicating employee performance expectations, monitoring performance and providing feedback, developing performance and addressing poor performance, and rating and rewarding performance.

A rating is the number assigned at the end of an appraisal period covering an employee's performance of assigned duties against performance expectations over the period of time established under an agency NSPS performance management system for reviewing employee performance. Rewarding performance under NSPS ends after the pay pool panel deliberations. Employees are then assigned their final ratings of record between levels 1 through 5. In turn, this rating directs the number of shares awarded based on individual agency policies and business rules. The ratings of record also determines the type of performance-based payout employees are entitled to receive.

For example, an employee receiving a rating of record of 5 (role model) would be awarded five or six shares and be eligible for a performance-based payout consisting of a base salary increase, bonus or combination of the two. Again, the payout percentage of salary, bonus or a combination is determined by local business rules. A level 5 or role model employee is defined as exceeding the assigned job objective at a level of performance equal to, or above, the level 5 performance indicator. Performance indicators are general descriptions of levels of performance used to measure, evaluate and score employees' achievement on their individual job objectives.

An employee receiving a rating of record of 4 (exceeds expectations) would be awarded three or four shares and would also be eligible for a performance-based payout consisting of a base salary increase, bonus or combination of the two. Level 4 or exceeds expectations is defined as exceeding the assigned job objective at a level of performance above the level 3 indicator, but below the level 5 performance indicator.

An employee receiving a rating of record of 3 (valued performer) would be awarded one or two shares and would also be eligible for a performance-based payout consisting of a base salary increase, bonus or combination of the two. Level 3 or valued performer is defined as the employee having met the assigned job objective at a level of performance equal to the level 3 indicator.

An employee receiving a rating of record of 2 (fair) would be awarded zero shares and would not be eligible for a performance-based payout. Level 2 or fair is defined as an employee having met the assigned job objective at a level of performance below the level 3 performance indicator or who has needed guidance and assistance beyond that described in the level 3 indicator.

An employee receiving a rating of record of 1 (unacceptable) would be awarded zero shares and would not be eligible for a performance-based payout. Level 1 or unacceptable is defined as an employee failing to achieve the assigned job objective or failed in the performance of a single assignment where such failure had a significant negative impact on accomplishment of the mission or where a single failure resulted in or could result in death, injury, breach of security or great monetary loss.

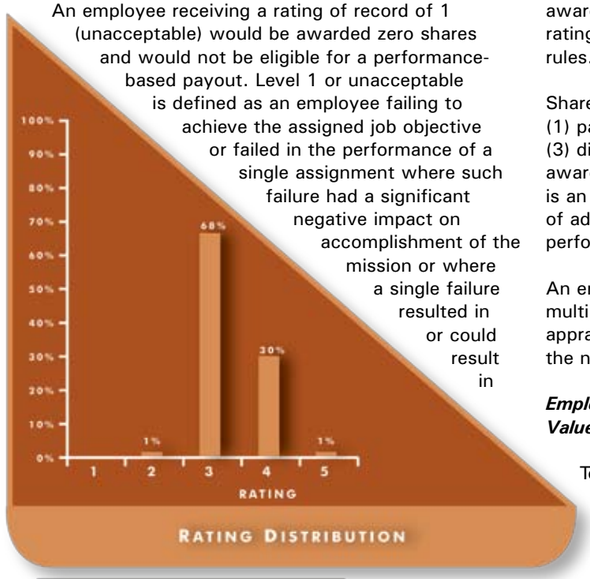


Figure 5: Pay Pool Rating Distribution

The rating of record determines the number of performance shares an employee receives. A performance share is a unit of performance payout awarded to an employee based on performance. Performance shares may be awarded in multiples commensurate with the employee's rating level and is determined by agency specific business rules.

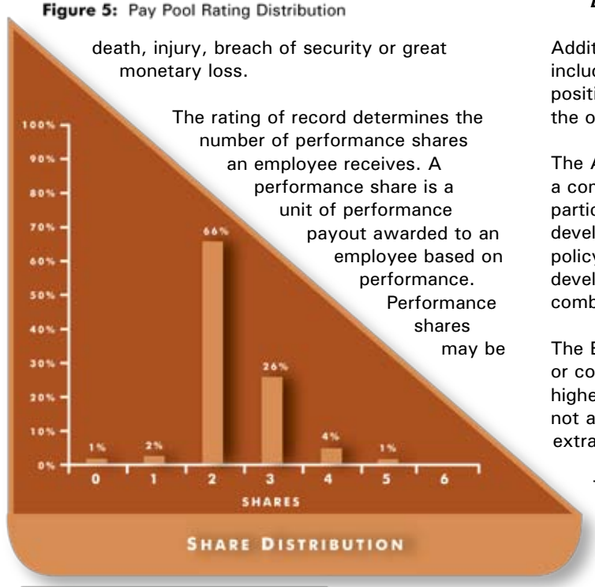


Figure 6: Pay Pool Share Distribution

Share values within a pool depend on these variables: (1) pay pool fund amount, (2) employee base salary, and (3) distribution of shares in the pool. The more shares awarded in a pool, the lower the share value. Base salary is an employee's pay before any deductions and exclusive of additional pay of any kind. Figure 4 depicts the NSPS performance-based payout.

An employee's performance payout is calculated by multiplying the employee's base salary at the end of the appraisal period by the share value percentage, and then by the number of shares earned by the employee:

Employee Performance Payout = Base Salary X Share Value per Share (percent) X Number of Shares

Total performance payout is distributed between an increase in base salary or a bonus, or a combination of the two:

Employee Performance Payout = Salary Increase + Bonus

Additional performance compensation awards under NSPS include the accelerated compensation for developmental positions (ACDP), the extraordinary pay increase (EPI) and the organizational/team achievement recognition (OAR).

The ACDP is an increase to employee base salary, bonus or a combination of both that may be provided to employees participating in component training programs or in other developmental capacities as determined by component policy. The ACDP is awarded to recognize growth and development in the acquisition of job-related competencies combined with successful performance of job objectives.

The EPI is a discretionary base salary increase or bonus or combination of both to reward an employee at the highest performance level when the payout formula does not adequately compensate the employee for his or her extraordinary performance results.

The OAR is an increase to an employee's base salary, a bonus or a combination of these to recognize the members of a team, organization or branch whose performance and contributions have successfully and directly advanced organizational goals (NSPS, 2008).

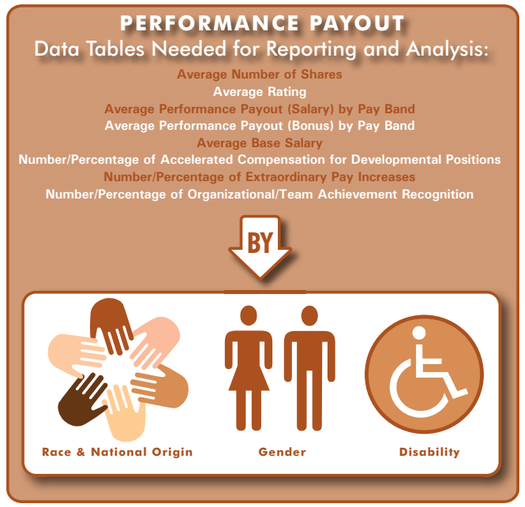
As outlined in the recommendations section, the current NSPS pay pool analysis tool (PAT) used as part of the NSPS compensation workbench can generate reports and tables to include a pay pool average rating, average shares, average payout in dollars, average payout as a percentage, average salary increase in dollars, average salary increase as a percentage, average bonus in dollars and average bonus as a percentage. Figure 5 is an example of a pay pool overall rating distribution chart and Figure 6 depicts a pay pool overall share distribution chart.

While these charts provide a snapshot of a pay pool payout by total counts and percentages, they do not depict the payout distribution by race, national origin, sex, disability, etc. One way to overcome this limitation is for the current Defense Civilian Personnel Data System (DCPDS) and business objects applications (BOA) to be built and directly linked to the NSPS pay pool analysis tool and compensation workbench (DCPDS, 2004).

This linkage would allow for the CWB charts to show rating and share distributions by race, national origin, sex, and disability percentages. Under NSPS, the rating drives the number of shares awarded to individual employees. The number of shares assigned then determines the monetary value of employee performance payout. The charts would provide additional data (in the form of percentages by RNO, sex, disability) that depict a possible data anomaly such as Hispanic employees within a pay pool receiving a lower than pay pool average rating, share and payout distribution.

Of course additional barrier analysis would be needed to probe such triggers. The point is that by linking DCPDS/BOA application to the CWB, agencies will be able to meet reporting requirements for their annual MD 715 report that shows statistical profiles of workforce composition such as promotions, awards, and other aspects of equal employment opportunity by race, national origin, disability and gender.

To be sure, glass ceilings can in fact occur within a pay band and it is important to identify if a group is experiencing barriers at a specific pay level. Therefore, additional NSPS-related data tables that are potentially needed for performance payout reporting and analysis include:



NSPS Reconsideration and the EEO Process

DoD and OPM issued final regulations to establish the National Security Personnel System within DoD in the Federal Register, Vol. 70, No. 210, in 2005. This volume of the Federal Register contains instructions to ensure that DoD human resources and labor relations systems align with mission requirements and to protect the civil service rights of employees. In addition to the performance management and performance payout measuring tools outlined above, an additional aspect of NSPS entails employees' right to seek redress of key employment decisions.

Under NSPS, all employees are afforded the opportunity to request reconsideration of their performance ratings through an administrative grievance procedure. Reconsideration requests that have been resolved in the employee's favor result in an increase in the rating of record and the number of shares with the exception of a Rating of Record of 1 being changed to a Rating of Record of 2 as depicted in Figure 4. Implementing issuances limit reconsideration to those requests alleging an error or omission that would result, if corrected, to a change to the final rating of record. Below, the NSPS reconsideration and EEO process are explained in detail.

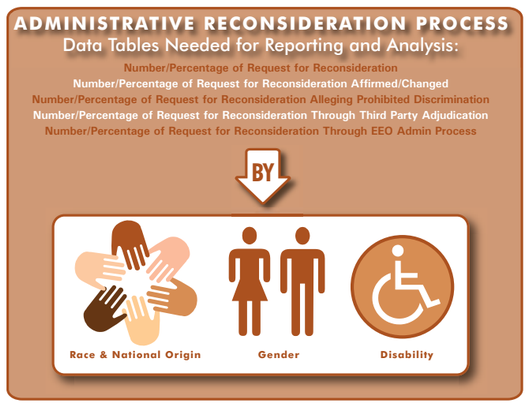
What Cannot Be Challenged

- A performance payout, number of performance shares assigned, value of performance shares, or distribution of payout between increase to base salary and bonus
- A recommended rating of record
- An interim review
- A closeout assessment
- An individual objective rating or adjusted rating if the requested remedy shall not result in the recalculation of the rating of record.

What Can Be Challenged

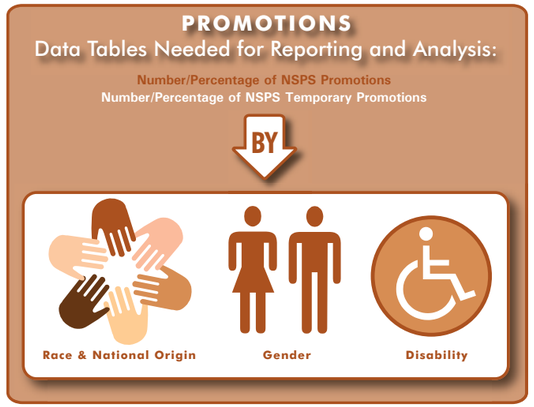
- The rating of record
- An individual objective rating or adjusted rating if the requested remedy shall result in the recalculation of the rating of record (CPOL, 2008).

MD 715 analysis and reporting for the reconsideration process within NSPS could be an additional requirement as part of program evaluations in order to assist in determining whether the design and outcomes of NSPS meet statutory requirements to include fairness and equity. For example, it would be important to know if and why reconsideration requests for one racial group within a given pay pool were always changed (ratings that are raised), while another racial group within the same pay pool were never changed (ratings that are lowered or remained the same). As mentioned earlier, such personnel decisions become tenuous as notes from the pay pool panel deliberations are destroyed and participants of the pay pool panel are bound to secrecy through the use of nondisclosure forms. Therefore, additional NSPS-related data tables that are potentially needed for the administrative reconsideration process reporting and analysis include:



Promotions

Under NSPS, promotions are defined as the movement of an employee from one pay band to a higher pay band on a permanent basis. Temporary promotions are defined as the movement to a higher pay band on a temporary basis. Additional NSPS-related data tables that are potentially needed for promotions reporting and analysis include:



Reassignments

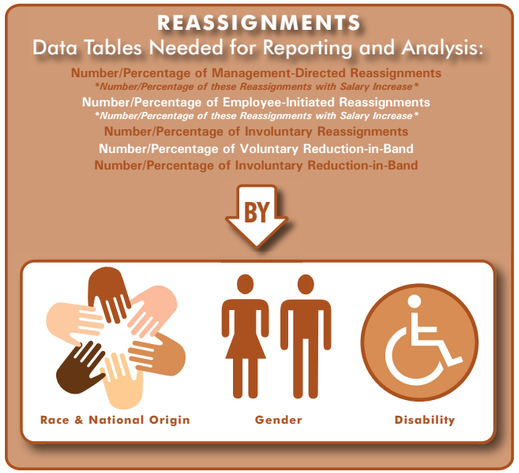
Under NSPS, reassignments are defined as the movement of an employee to a different position or set of duties in the same or comparable pay band on a permanent basis. Temporary reassignments are defined as the movement, either employee-initiated or management-directed to a different position or set of duties in the same or a comparable pay band on a time-limited basis.

There are three basic types of reassignments:

1) Management-directed reassignments
2) Employee-initiated reassignments
3) Involuntary reassignments

Management-directed reassignments are when management reassigns an employee within his or her current or comparable pay band. Employee-initiated reassignments are when an employee reassigns normally as a result of selection via an open vacancy. Involuntary reassignments are when an employee is involuntary reassigned within his or her current pay band and/or to a comparable pay band through adverse action procedures (as a result of poor performance or misconduct). A reduction in band is the movement of an employee from one pay band to a lower pay band (NSPS, 2008).

Because of the range of possible management decisions about reassignments, these new data tables are critical to conducting effective and consistent barrier analysis under NSPS. For example, it would be important to know if one equal employment opportunity group is more subject to involuntary (or voluntary) reassignments than another group. Therefore, additional NSPS-related data tables that are potentially needed for reassignments reporting and analysis include:



Pay Setting

NSPS allows for managers to set pay based on such factors as an applicant's skill, experience, education and training. In addition, pay is set after considering the current job market, type of position and organizational location. One possible pitfall for NSPS pay setting is the potential for pay discrepancies between employees performing similar work. For example, under NSPS managers have the flexibility to set pay for a first time federal employee or reinstatement eligible (former employee with a break in service) at the equivalent GS grade of the position plus an additional 30 percent to the step 1 salary of the GS grade. At the same time, a current employee performing the same type of work with similar credentials (e.g. experience, education, and training) will possibly be paid at the GS step 1 salary only.

While it is also true that a first time GS employee can be hired and enter federal service above the GS grade step 1 of the position, one of the core tenets of NSPS is ensuring equal pay is provided for work of equal value. This key merit system principle must be monitored as performance payouts are made on an annual basis (Cornell University, n.d.). Over time, there is the potential for there to be a disparity between employees' salaries because performance payouts in the form of annual salary increases are calculated based on base salary.

Above, I have identified additional measuring tools for promotions, reassignments and reduction in band by RNO, sex and disability. As shown below, additional factors for these elements includes the percentage of salary increases or decreases for each of these personnel actions by demographic markers.

- Promotion - movement to a higher pay band
  -Example: Promotion from Pay Band 1 to Pay Band 2
  -Pay Setting — increase minimum 6 percent up to 20 percent
- Reassignment - movement within the pay band
  -Example: Movement within Pay Band 2 (previously GS-9 through GS-13 is noncompetitive)
  -Pay Setting
    - Voluntary (employee initiated) — increase up to 5 percent in 12-month period
    - Voluntary (management directed) — increase up to 5 percent each reassignment
    - Involuntary — reduce up to 10 percent
- Reduction in Band — movement to a lower pay band
  -Example: Pay Band 2 to Pay Band 1
  -Pay Setting
    - Voluntary — increase up to 5 percent in 12-month period
    - Involuntary — reduce up to 10 percent (CPOL, 2008).

In order to measure individual and internal equity, additional NSPS-related data tables that are potentially needed for pay setting reporting and analysis include:

NSPS Survey

Currently the MD 715 reporting requirements involve the collection of quantitative data and analysis. OPM and other federal components have survey tools designed to measure employees' perceptions about a range of topics to include personal work experiences, recruitment, development, retention, performance culture, leadership, learning, job satisfaction and satisfaction with benefits (OPM, 2006). Missing from current surveys are standardized questions that focus on employees' perceptions about fairness and equity under NSPS in promoting equal opportunity in the federal workplace.

In addition to the quantitative data, EEO practitioners could use qualitative and anecdotal data about employees' perceptions to further probe triggers of potential barriers to equal opportunity and compile a more holistic and comprehensive MD 715 report. During barrier analysis and as a result of the qualitative data from a survey questionnaire, agency EEO personnel could use voluntary focus group interviews to identify where potential barriers exist that lead to disparities in hiring, work assignments, training opportunities, discipline, promotions and pay. Incorporating survey questions that are NSPS-specific will assist senior managers and leaders within their respective agency to improve productivity, efficiency, morale, and equal employment opportunity without regard to race, national origin, sex and individuals with disabilities. Responses to the survey questions would be: strongly agree; agree; neither agree nor disagree; disagree; and strongly disagree. This format aligns with the current response format of the biannual survey administered by OPM.

In addition, survey participants would be provided an opportunity to further explain their responses in the form of a short narrative statement. Baseline demographics to include RNO, sex and disability data would also be collected with an explanation to survey participants about the purpose and confidentiality of the survey instrument.

Key components of NSPS include:

1) Training and development
2) Performance management
3) Rewarding performance
4) The pay pool process
5) Management employment decisions
6) EEO

Currently under MD 715 reporting, capturing employees' attitudes and perceptions about the fairness and effectiveness of NSPS is limited to quantitative or statistical data tables. Incorporating a qualitative element to MD 715 reporting in the form of a survey will assist practitioners in collecting anecdotal data for the key components of NSPS in measuring and analyzing perceptions about morale, motivation, fairness, and equity. Therefore, the NSPS-specific survey will potentially include:

Training and Development

- I am provided training opportunities to develop and further enhance my skills and abilities to perform at a high level in my work unit.
- My supervisor provides the appropriate tools for me to do my job.
- I receive mentoring and coaching from my supervisor that improves my work performance.

Performance Management

- My supervisor sets and communicates to me NSPS performance expectations in a timely manner.
- My supervisor monitors my NSPS performance and provides helpful feedback on an ongoing basis.
- My NSPS job objectives are directly aligned to my organizational goals, objectives and mission.
- My NSPS performance appraisal of my contributions, achievements, and demonstrated competencies is a fair and accurate reflection of my performance.

Rewarding Performance

- My performance payout in the form(s) of salary increase and bonus is fair and equitable in relation to my performance objectives, organizational contributions, and achievements in comparison to similar employees in the organization.
- Under NSPS in my work unit, I receive equal pay for work of equal value when compared to my peers performing comparable work.
- My agency lowers initial performance ratings in order to achieve a forced distribution of ratings.
- NSPS has positively affected my individual work performance.
- NSPS positively affected my peers' work performance.
- NSPS has positively affected my motivation.
- NSPS has positively affected my morale.

Pay Pool Process

- I know the composition and panel membership of my NSPS pay pool panel at my work unit.
- I know who the NSPS pay pool manager is at my work unit.
- I understand the NSPS pay pool panel's role, functions, and responsibilities.
- I understand the pay pool manager's role, functions, and responsibilities.
- I understand my agency's pay-setting policies.
- I understand my agency's pay pool panel's business rules.
- My agency provides to the workforce a summary of rating distributions and performance payouts.
- My agency NSPS performance payout process is fair and equitable.

Management Employment Decisions and EEO

- Management employment decisions at my agency about pay-setting are fair and equitable.
- Management employment decisions at my agency about NSPS management-directed reassignments are fair and equitable.
- Management employment decisions at my agency about NSPS employee-initiated reassignments are fair and equitable.
- Management employment decisions at my agency about NSPS involuntary reassignments are fair and equitable.
- Management employment decisions at my agency about NSPS voluntary reduction-in-band personnel actions are fair and equitable.
- Management employment decisions at my agency about NSPS involuntary reduction-inband personnel actions are fair and equitable.

Recommendations

First, the Defense Civilian Personnel Data System and Business Objects Applications should be built and directly linked to the NSPS Pay Pool Analysis Tool (PAT) and Compensation Workbench so that agencies can meet EEO reporting requirements for their annual MD 715 report. DCPDS is a computer-supported system designed to improve the management of data required for civilian personnel management within the Army and the Department of Defense. In DCPDS, each civilian employee has a master record that contains data on job position and employee personnel management information such as performance ratings, education level, work experience, awards and completed training. Business Objects is a commercial Windows-based reporting tool that enables licensed users to query and analyze data from a corporate database; in this case, DCPDS. Within Army, Business Objects is configured to query from the Modern DCPDS Customer Service Unit (CSU), Resumix and Productivity (Tier 1) databases.

Currently, the NSPS Pay Pool Analysis Tool (PAT) and Compensation Workbench can run reports that show a pay pool average rating distribution (Figure 3), average share distribution (Figure 4), average payout in dollars, average payout as a percentage, average salary increase in dollars, average salary increase as a percentage, average bonus in dollars, and average bonus as a percentage. By linking DCPDS and Business Objects Applications directly to this

tool, the PAT will be able to generate statistical reports by race, national origin, disability, gender, etc., and will assist agencies in meeting EEOC reporting requirements (data tables and measuring tools) for their annual MD 715s. Confidentiality concerns can be eliminated by the use of nondisclosure forms, keeping access to the application limited to the pay pool administrator, and issuing certificates and viewing rights to EEO practitioners at their respective reporting levels.

As additional measuring tools and data tables are potentially developed in the near future by the EEOC for new personnel management systems such as NSPS, this initiative will allow for more in-depth reports to be generated by the PAT. At the same time, surveys continue to reveal that more transparency is desired from personnel working in new performance management systems such as NSPS. This recommendation will lessen the perception of a human personnel process that operates in secrecy and leads to mistrust of the entire system (Survey of the Senior Executive Service Pay and Performance Management System, 2006).

Second, the NSPS-specific survey developed above could serve as a pilot instrument within a DoD organization to ensure questionnaire validity. This qualitative data would buttress current data reporting to ensure that all employees and applicants for employment enjoy equality of opportunity in the federal workplace regardless of race, sex, national origin, color, religion and disability. Finally, additional research is needed to determine if the proposed measuring tools and data tables developed in this paper for NSPS organizations can be applied across other pay-for-performance personnel management systems.

Conclusion

I have outlined the historical development of the new personnel management system known as the National Security Personnel System. After highlighting the key differences between the legacy pay system (GS) and NSPS, I have proposed additional measuring tools for the MD 715 reporting requirements to include a NSPS-specific survey. To be sure, NSPS and other pay-for-performance systems are in-line with the private sector and the corporate approach to employee pay and compensation. However, the data and survey posed highlight key differences in personnel management from the legacy system and potential pitfalls for NSPS agencies whereby discrimination is possibly enabled by new structures and policies. Therefore, additional monitoring systems that are not currently required by the MD 715 are needed in order to ensure equal opportunity in the federal sector for all employees. In doing so, I suggest that these additional tools will permit agencies and the EEOC to identify any barriers to advancement and assist federal agencies in achieving a model EEO program.

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