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Journal

of Installation Management

Volume 2, Summer 2007

VIEWING TIPS

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Supporting Soldiers and Families on the Move

America's Soldiers and their Families are on the move as the Army transforms rapidly. The Army's footprint is shifting. The Installation Management Command is at the vanguard of this evolving expeditionary force by providing installations that enable Soldier and Family readiness and is providing the quality of life that matches the quality of service Soldiers provide to the nation.

Soldiers of 2nd Battalion, 37th Armored Regiment, march on Ray Barracks, Germany, parade field at their inactivation ceremony. (Photo by Martin Greson)

From the Commanding General

Telling the Story: How IMCOM is Transforming Installations to Support an Expeditionary Army at War

Welcome to the Summer 2007 issue of the Journal of Installation Management.

One of the Installation Management Command's (IMCOM) most important challenges is to transform our installations to better support an expeditionary Army at war. Our work is essential in an environment of rapid change to ensure Soldier and Family readiness, and to provide them a quality of life that matches the quality of their service to the nation.

The IMCOM Multifunctional Training Conference held in April in Kansas City gave us an opportunity to discuss how installations will support the Army's transformation and expeditionary challenges through understanding and executing IMCOM's vision, mission and strategic priorities. Effective communication of these priorities and strategy to provide the best and most flexible support to our Soldiers and Families must be communicated across the command at every level to build customer and stakeholder awareness and support for our installations. In short, we need to tell our story!

At the training conference, I had the privilege of speaking to nearly 80 IMCOM Public Affairs Officers (PAO) in attendance on three imperatives driving IMCOM strategic communication:

- We have a great story to tell about IMCOM's achievements in transforming installations to support an expeditionary Army transforming while at war.
- Our customers and stakeholders – senior mission commanders, Soldiers, Family members, Army civilians – including Army retirees and communities around Army installations – need to hear about the vital role that installations provide our Army.
- All Installation professionals must communicate IMCOM's achievements and capabilities by leveraging a wide range of communication opportunities and mediums, and by using examples that resonate with our customers and stakeholders.

Our public affairs professionals at all levels are the lead for strategic communication efforts on installations and in the communities where they reside. Effective communication, however, doesn't stop with PAOs. We are all communicators, just as we are all leaders in this great Army. Each of us in the Command must communicate about IMCOM and the important work we do every day to support Soldiers and Families.

Our message framework starts with our strategic vision and mission:

IMCOM's Strategic Vision: Provide the best installations in the world supporting the best Army in the

world; installations support an Army at war, support the Army sustainability strategy, and provide professional development and career opportunities and well-being for the workforce.

IMCOM's Mission: Provide Installations that enable Soldier and Family readiness and provide a quality of life that matches the quality of service they provide to the Nation.

IMCOM's nine strategic message priorities form a common, synchronized framework for highlighting the unique components and strengths of the Command and our installations:

- Installations Support an Expeditionary Army at War
- Improve Soldier and Family Programs and Readiness
- Improve Soldier and Family Housing
- Support Army Restationing and Growth
- Improve Infrastructure and Sustainability
- Achieve Business Transformation Efficiencies
- FY07 is "The Year of Manpower" (Right-Size Garrison Manpower)
- Implement Common Levels of Support (CLS)
- Employ the National Security Personnel System

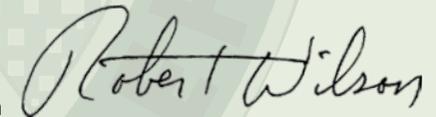
By moving out aggressively to communicate about installations within the framework of our vision, mission and strategic messages, we can tell the installation manage-

ment story with focus and intent, and influence our customers and stakeholders to become more supportive of IMCOM and its mission.

Regardless of your area of expertise, I urge you to review the Public Affairs Guidance on the IMCOM portal of Army Knowledge Online and the Strategic Message Framework on IMCOM's Web page. These documents serve as excellent tools for communicating IMCOM's and your own installation's vision, mission and strategic priorities.

Through strategic communication at every level of the Command, we will not only build awareness and support for our missions and functions, we will also help increase the readiness of our Soldiers, Families, and Army civilians.

Support and Defend!
Army Strong!



**Lieutenant General
Robert Wilson**

Assistant Chief of Staff for
Installation Management

Commanding General
U.S. Army Installation
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Topics and Contributors

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

Articles are evaluated for content and style by an editorial board of installation management experts, which will make recommendations 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, either American Psychological Association or Chicago Style manuals may be preferred.

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

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

Length

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

Submissions

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

All articles for submission should include a short biography with the author's name, current position, and any credentials or experiences that validate the writer's expertise. Also include address, daytime phone numbers, e-mail address,

and any other contact information that will enable editors to reach you.

Topics may be proposed by abstract or outline by submitting an e-mail to the editorial board at imcomjournal@hqda.army.mil

Accompanying Material

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

Clearance of Material

All submitted material contained in your article may require official Department of Defense or Department of the Army clearance. Our editorial board and members of the 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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We Want Your Feedback

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

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

We want that input, and it will appear in this column.

You can send your comments to the e-mail box, imcomjournal@hqda.army.mil. No length or style requirements apply, but the editorial board will review for clarity and, of course, civility.

Hope to hear from you soon.

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Garrison Commanders: Leading at Several Levels

By Colonel Charles D. Allen

Our Army continues to face the challenges of the 21st century posed by the strategic environment and the missions it must perform to protect the national interests of the United States. To achieve its vision of providing relevant and ready forces to combatant commanders, the Army has to simultaneously meet operational requirements and execute functional or institutional support as outlined in the United States Code Title 10.

Both the operational and functional Army requires competent leadership to fulfill its mission of preparing for, fighting, and winning our nation's wars. Most of the functional support of the Army occurs at installations where its Soldiers train, its Families live, and its civilian work force is employed.

Need for Leadership at Installations

The assignment of the installation commander is typically associated with the senior mission commander (SMC) on an Army post, who is also the commander of units that reside on the installation. Those commanders have multiple and competing responsibilities. If an SMC is commander of a division or operational headquarters, the focus is on ensuring the combat readiness of the units and the ability to deploy when called.

Fort Carson Installation Mission Statement

Fort Carson's Mountain Post Team – best opportunity in the Army for Soldiers to train, leaders to lead, Families to grow and people to work. We are a first-rate power projection platform (air and rail) and Post Mobilization Maneuver Training Center; a premier installation and committed community partner, providing combat-ready forces for the 21st Century.

Similarly, the commander of a Training and Doctrine Command (TRADOC) activity has different concerns, such as providing trained Soldiers and educated leaders to operational units. In these and several other cases, the SMC – who also serves as the installation commander – has the responsibility to provide for the quality of life and well-being of those that rely on the facilities provided by the installation.

For most major installations, there are centrally-selected garrison commanders who are dually responsible to the SMC and

the Installation Management Command (IMCOM). The garrison commander plays an integral role in facilitating the success of the SMC and other unit leaders on the installation. That role requires a unique blend of skills that crosses several levels of leadership.

While Army doctrine categorizes installation command at the organizational level, it is important that the garrison commander maintain direct-leadership skills and also execute strategic-leadership competencies. While garrisons may not be at the strategic level, their leadership has the responsibility to conduct strategic planning and management in order for the organizations to fulfill their purpose.

Importance of Mission

The purpose of any organization or institution should be clearly defined and communicated to its important constituents. That purpose gives the organizational *raison d'être* and helps to define what it is to accomplish and why. The organizational purpose is generally captured in a mission statement and, if appropriate, aligned with and supportive of a higher institutional mission. Specifically, the Army mission is to provide combatant commanders with the forces and capabilities necessary to execute the National Security, National Defense and National Military Strategies.¹ The implied and derived mission for Army garrisons must have as an essential task to provide adequate and timely base operations support (BOS) to

units and organizations stationed on the installation in order for those activities to accomplish their assigned missions.

Establish Vision

The vision of the Office of the Assistant Chief of Staff for Installation Management and IMCOM is to make "Installations of Readiness." Each garrison commander should have

a vision of what makes the installation relevant and valuable to its residents and other customers. The commander's role includes executing the functions of strategic management of resources (i.e., the effective stewardship of people, dollars, and facilities) and planning for the future. An essential part of the strategic planning process is to assess what currently it is against what it should be. In identifying the gaps, the leader establishes a desired end state, develops supporting goals and objectives, and specifies key tasks that should be accomplished to reach the end state.

A contemporary example is the assessment of Soldier requirements with the restationing of units of the Modular Force. In many cases, there is a shortfall in barracks, on-post housing, and child-care facilities that requires strategic planning for military construction integrated with the management of the installation. The process of visioning requires involvement of key stakeholders who, once the vision is developed, can assist

the organization's effort to make it a reality. For Army garrisons, a vision has to capture the essence of mission support to the tenant organizations, concern for the quality of life for its residents, and the well-being of its work force.

Vision Statement

Fort Carson trains, mobilizes, deploys, and sustains combat-ready forces. We ensure the well-being and protection of the Mountain Post Team, while operating a responsive, efficient and sustainable installation, Post Mobilization Maneuver Training Center and power projection platform.

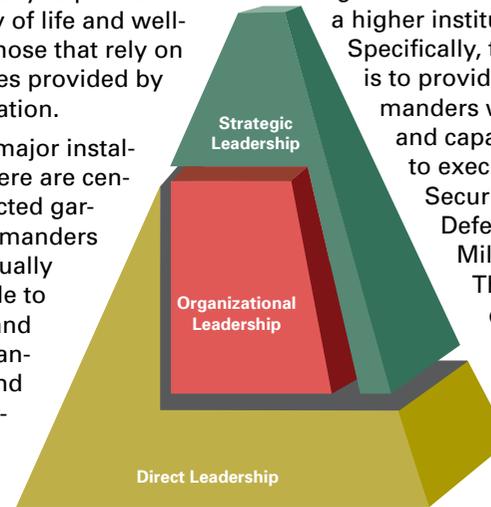


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Garrison Commanders: Leading at Several Levels (continued)

By Colonel Charles D. Allen

Build the Team

The garrison commander's direct leadership skills are indispensable in building high-performing teams within the garrison structure and in building teams of stakeholders that benefit from the installation activities. The commander is given a formal structure with the standard garrison organization (SGO) that has been developed by ACSIM and IMCOM as the template for every installation. This structure is aligned with the common functions to be performed at each garrison and captured in the listing of 95 installation support services in the Common Levels of Support (CLS). The SGO also provides the levels of management and supervision of the work force that delivers these essential services.

The garrison commander sets the tone and tenor of the organizational climate of the work force. The installation work force is diverse, consisting of uniformed service members, civilians, and contractors that must function as a collection of teams with common goals. A desirable climate has members that are committed to providing service to its customers, that strive for excellence, and that embrace a sense of community. The commander's goal is to build high-performing installation teams dedicated and motivated to fulfill the organizational purpose.

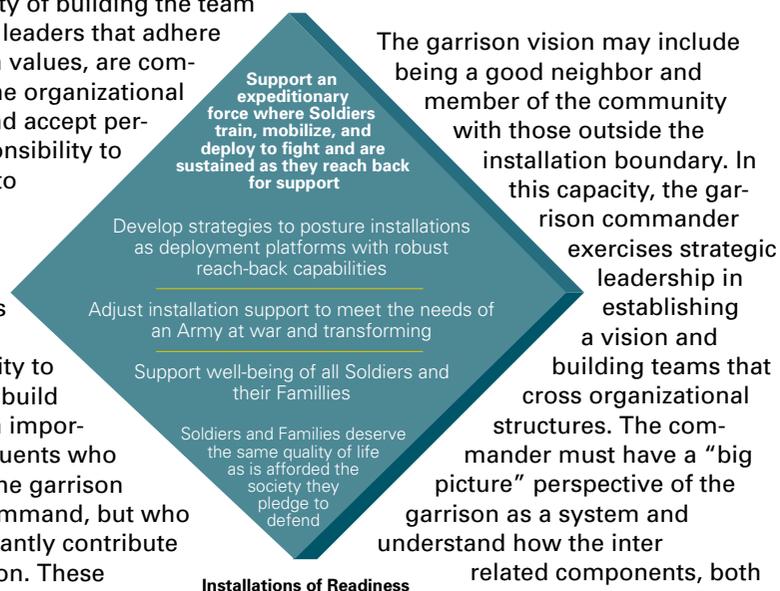
The directors of the SGO form part of the executive leadership team of the garrison along with the commander and the command team. This leadership team can contribute significantly to creat-

ing an effective vision, developing strategies to achieve the vision, and then serve as the champions with the work force for the implementation of the strategy. As such, these team members play an integral part in meeting daily challenges, solving difficult problems, and are valuable participants in the strategic decision-making process for the installation. It is important that the commander recognizes the necessity of building the team of garrison leaders that adhere to common values, are committed to the organizational mission, and accept personal responsibility to contribute to success.

The garrison commander has a unique responsibility to gather and build teams from important constituents who are not in the garrison chain of command, but who can significantly contribute to its mission. These constituents include commanders and directors of other organizations that reside on the installation; local civic, community, and business leaders; and others that provide services to the installation. While the garrison commander may have little or no formal authority over them, these groups share common values and have vested interests in post activities. In many cases, they may be able to provide support and resources that would not otherwise be available.

My challenge has been the "strategic influence" portion of the job – trying to influence or shape organizational actions of people that have no direct C2 relationship with you – on or off post but will have direct impacts on the garrison mission. Some days I feel like I am more politician running for office than commander as you try to build and sustain coalitions.

– A Garrison Commander



Installations of Readiness

domains. The concerns of a tactical unit for improvements on small arms firing ranges may compete with funds designated for road maintenance in the housing areas or for remediation of environmental hazards fields. Maintaining the "Big Picture," the garrison commander engages in master planning activities that apportion installation land as commercial, industrial, and residential for future capabilities.

At every opportunity, the commander should conduct strategic communications to ensure the installation stakeholders understand and embrace the vision. This serves to ensure that the installation executes its mission to meet the existing and near-term needs of its constituents. In addition, if the future end state is clearly understood and desirable, then long-term projects (e.g., unit moves, facility construction, land use redesignation, public-private partnerships in housing) can be couched in terms of benefits to stakeholders that exceed short-term costs. Recent Base Realignment and Closure (BRAC) activities will have negative effects on several installations, but working together with installation partners, those impacts may be mitigated and future benefits may be realized.

Execute the Strategy

Perhaps the most difficult task of the garrison commander is to execute the strategic plan. Strategic direction is provided by IMCOM

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Garrison Commanders: Leading at Several Levels

By Colonel Charles D. Allen

and its regions. Senior leadership within the Army provides input through the Installation Management Board of Directors (IMBOD). Those decisions provide policy and resources to the subordinate garrison commanders. However, while higher headquarters may provide corporate direction, the “how” to execute is still in the purview of the garrison commander. That “how” is developed, recorded and communicated in the garrison strategy to achieve its end state. The commander must use the expertise and professional experience of the installation team to implement the strategy. This will also require active monitoring, gathering feedback, and assessing performance in meeting objectives defined in the strategy. Garrison commanders conduct business process reviews with members of the staff, information-sharing meetings with tenants and external community leaders, and townhall meetings with residents to validate progress on performance measures.

Creativity and innovation is needed to confront and overcome obstacles that arise. The commander provides direction with the strategy, but must also continue to fire the motivation of the leaders and the work force. The commander must listen to the work force and other stakeholders when the strategy becomes difficult to implement. An important function is to challenge and validate the strategy so that it can be prudently modified, if appropriate.

Strategic impact at garrisons can be huge as GC’s posture installations for the future. Bad choices will prevent or limit choices the Army will have in the future. For example, if a post has invested in sustainable concepts and kept open lines of communication with surrounding communities that overtime know that the post will act in good faith, then the army has strategic options that allow it to explore expansion.

– A Garrison Commander

to accomplish the mission and improving the organization.² The garrison commander, through the process of visioning and developing strategy, provides purpose and direction to the work force. A healthy organizational climate, building and sustaining high-performing teams, and positive actions taken to implement the strategy are strong motivators to achieve mission and prepare the installation for the future.

Garrison commanders use direct-leader skills while providing organizational-level leadership. It is also obvious that they execute elements of strategic leadership with strategic effect for installations with the magnitude of resources required and longer time horizons. While not typical of other 21st century commands, the leadership of our Army installations requires officers that can function effectively at multiple levels – direct, organizational and strategic.

Colonel Charles D. Allen is the director of Leader Development in the Department of Command, Leadership and Management at the U.S. Army War College, Carlisle Barracks, PA. Assignments during his nearly 29 years of service with the Army include Germany, Honduras and South Korea. He commanded the 417th Base Support Battalion in Kitzingen, Germany, from 1997 to 1999 for an area that included six military installations. He also served as chief of inspections, Office of the Inspector General, U.S. Army Europe.

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2. Department of the Army, Field Manual 6-22: Army Leadership. Washington, DC: 2006.

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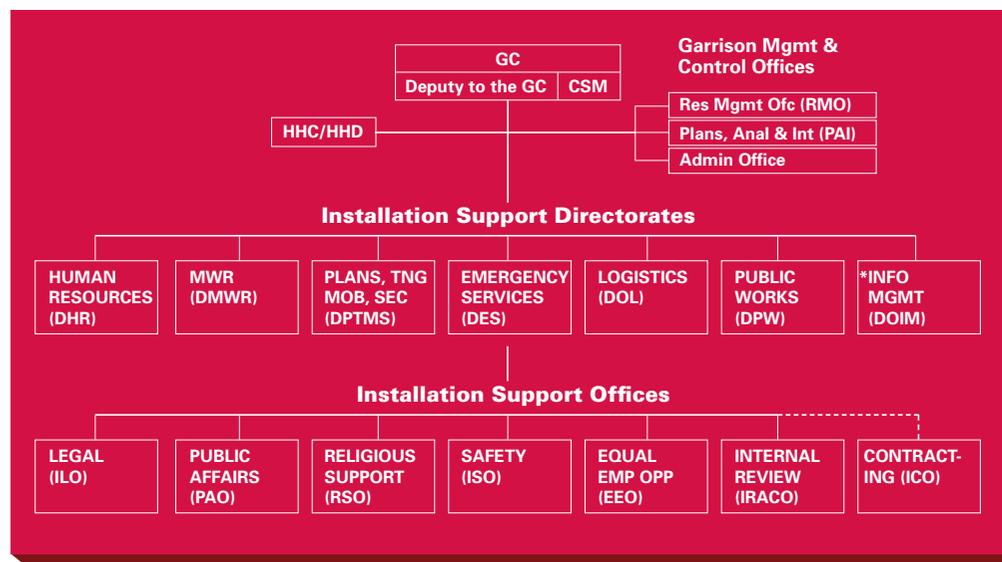
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Standard Garrison Organization

*U.S. Army Manpower Analysis Agency (USAMAA) study ongoing for Standard Garrison DOIM

Leadership Principles for Installation Management

The essentials of leadership at Army garrisons are appropriately captured in our doctrine. We define leadership as influencing people by providing purpose, direction, and motivation while operating

The U.S. Army War College definition of strategic leadership includes the following key functions: provide vision, influence culture, establish policy and direction, allocate resources, and build teams and consensus. From this examination, it is clear that garrison

Morale, Welfare and Recreation programs and their Effect on Readiness and Retention

By Richard Fafara and Dave Westhuis

Decision making about morale, welfare and recreation (MWR) may soon have an important resource at its disposal. A recurring question of particular interest to the Army is “Does MWR contribute to Soldier readiness and retention?” The short, simple and intuitive answer is “yes.”

Survey data suggest that Soldiers and Families value MWR programs and facilities, use them frequently, and consider them important to morale, retention and readiness. But program managers, policy makers, and researchers have been confronted by the challenge of getting behind what may be intuitively obvious and supported by survey data and being able to demonstrate MWR’s contribution to readiness. A comment in a recent RAND Corp. study regarding Family support programs holds true of all MWR programs.

“Questions about program effectiveness have endured since the early days of the all-volunteer force, but progress toward answering these questions has been very slow, which suggests how difficult this problem has turned out to be. Problems persist in determining the correct sampling design and the analytic and statistical approaches to follow. Overdue is a valid and reliable research design for the collection and analysis of information to assess the performance of the variety of family support programs.”¹

Direct and Indirect Links

The Family and Morale, Welfare and Recreation Command (FMWRC) and the research community have been wrestling with this issue for a long time and have attempted to address it by a variety of methods. Two reports have synthesized and evaluated those efforts.² Each report identified possible links (direct and indirect) between MWR usage and readi-

ness dimensions, but identified serious limitations in studies to date.

First, whether or not the links identified between programs and outcomes could be generalized was questionable; second, few studies provided empirical support for the links; third, some studies did identify statistically significant links between use and outcomes but were unable to specify the strength of the links.

Many readers of research focus only on “statistically significant” findings, without really understanding what this means. When a statistic is significant, one can be sure that the statistic is reliable and that the difference between the groups is real and not due to chance. Statistical significance does not mean the finding is important or that it should be used

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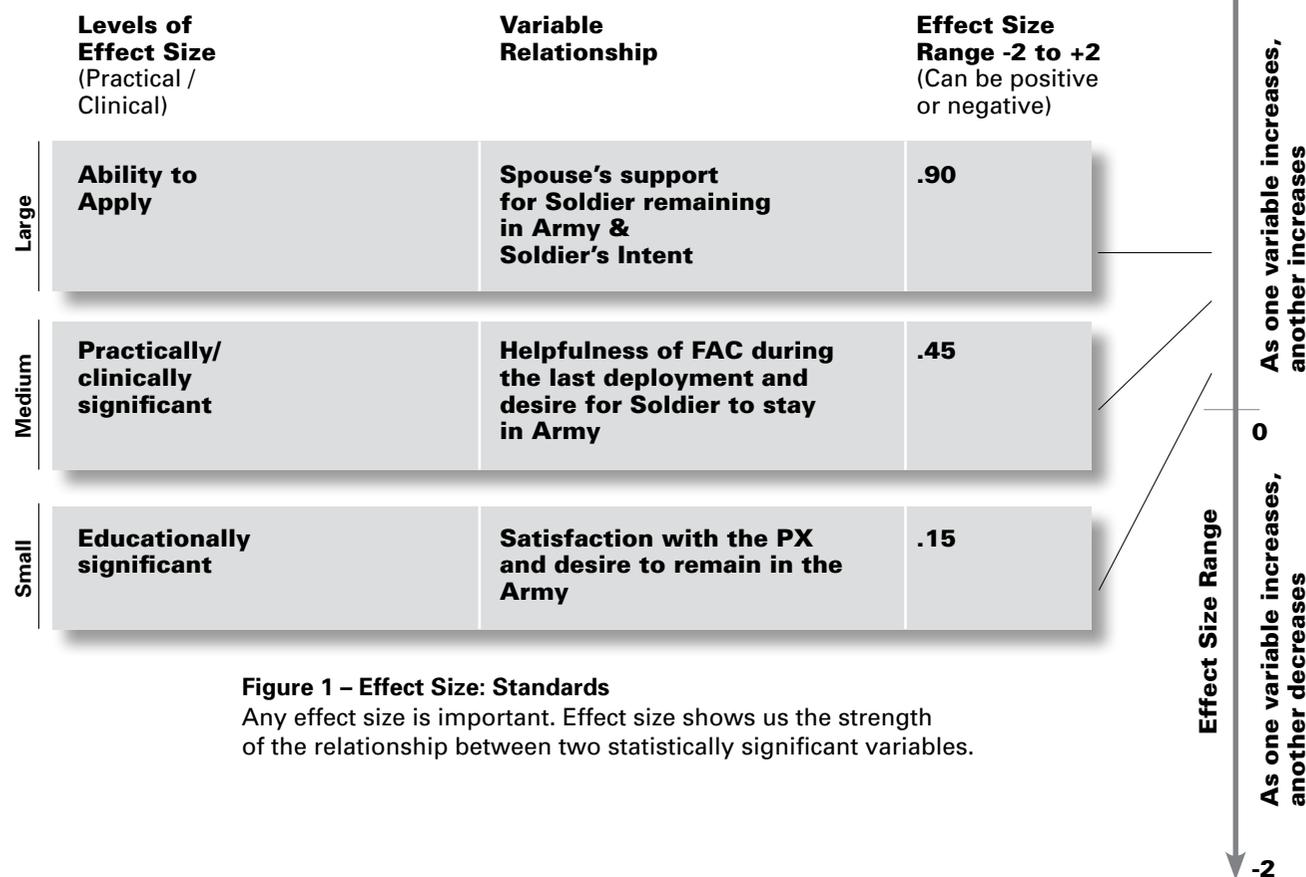


Figure 1 – Effect Size: Standards

Any effect size is important. Effect size shows us the strength of the relationship between two statistically significant variables.

Morale, Welfare and Recreation programs and their Effect on Readiness and Tetention (continued)

By Richard Fafara and Dave Westhuis



Figure 2 – Emotional Attachment (EA) to Army and Retention
 The desire to stay in the Army increases as emotional attachment to the Army increases. (Effect Size = .93) (SSMP)
Usage of MWR has a strong positive impact on emotional attachment, which has a positive effect on retention.

ate its strength. This is done by calculating the “effect size” of the difference.

Effect size (ES) measures the strength of the relationship between two variables. In practical situations, especially clinical settings, effect sizes are very helpful for making decisions. The effect size usually is calculated as the difference between the mean values of the two groups, divided by the standard deviation: $ES = (\text{mean of group 1} - \text{mean of group 2}) / \text{standard deviation}$. Generally, the larger the effect size, the greater the importance of the difference between the groups.

Jacob Cohen, an expert in this area, proposed the following levels of importance or standards for understanding effect sizes: “large” (0.9 or greater), “moderate” (0.45), and “small” (0.15).³ For example, the effect size between satisfaction with the Post Exchange and desire to remain in the Army is small, whereas the effect size between a spouse’s support for a Soldier remaining in Army and the Soldier’s intent to remain is large. (See Figure 1.)

Methodology

In an attempt to go beyond the limitations of existing studies of links between MWR usage and readiness dimensions,⁴ an analysis of Army-wide data from active-duty Soldiers from the Army-wide “Spring 2005 Sample Survey of

as the primary standard for making program decisions. Because of the way statistical significance is computed when a sample size is large, very small differences will be detected as statistically significant. This does not necessarily mean that the difference is “large” or important enough to warrant the

attention of policy makers or program managers; it only means that the difference is most likely not due to chance.

Statistical Significance

In brief, statistical significance indicates how sure one can be that a difference between groups might exist. To say that a significant dif-

ference or relationship exists only tells half the story. One wants to be very sure that a relationship exists, but the follow-on question is whether or not it is a strong, moderate, or weak relationship. After identifying a significant relationship, it is important to evalu-

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By Richard Fafara and Dave Westhuis

Military Personnel (SSMP)" was undertaken. The purpose of the analysis was 1) To determine if statistical significance exists between MWR usage and four outcomes (desire to stay in Army, unit teamwork/esprit de corps, career issues, and satisfaction with quality of Army life), and (2) If so, measure the strength (effect size) of the associations.

The notion of "Emotional Attachment" or an individual's emotional or affective linkage to an organization played an important role in the analysis. Social science studies have established that employees report higher levels of affective commitment to an employer when they feel their employer has invested in them.⁵ Other research suggests that affective organizational commitment is linked with increased job satisfaction, commitment, motivation/effort, and decreased absenteeism and turnover.⁶ Each of these outcomes is an essential dimension of readiness.

The link between affective commitment to the Army and increased Soldier retention was borne out by the analysis of SSMP data. (See Figure 2.) We found that the desire to stay in the Army increases as emotional attachment to the Army increases. Equally as important, the effect size of this relationship is very strong (.93).

In order to place usage of MWR and emotional attachment to the Army in a broader and meaningful context, we compared the Effect Size of MWR's impact on emotional attachment to the Army with those

of other major benefits/aspects of Army life: benefits/retirement, medical and dental care, and respect from superiors. The ES of use of MWR and emotional attachment to the Army (.35) compared very favorably with the latter three (.39, .41, and .58 respectively). Likewise, the ES of emotional attachment to the Army based on statistically significant relations with the four readiness outcomes is impressive: .88 unit teamwork/

esprit de corps, .92 desire to stay in the Army, 1.2 career issues, and 1.03 satisfaction with quality of Army life. (See Figure 3.)

As can be seen from Figure 4, use of MWR also had a statistically significant direct relationship with these four readiness outcomes. The effect sizes for these relationships range from moderate to small. Thus, MWR usage has both direct and indirect (via emotional attachment) effects on key Army outcomes.

Finally, the total direct and ES of MWR usage on each of the four readiness outcomes is very impressive. The total ES of usage of MWR on desire to stay in the Army, career issues, and satisfaction with Army life are in the "large" range; the one ES of usage of MWR on unit teamwork/esprit de corps is in the "medium" range. (See Figure 5.)

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Figure 3 – Direct and Indirect Impacts of MWR Usage

● Large ● Medium ● Small

Morale, Welfare and Recreation programs and their Effect on Readiness and Tetention (continued)

By Richard Fafara and Dave Westhuis

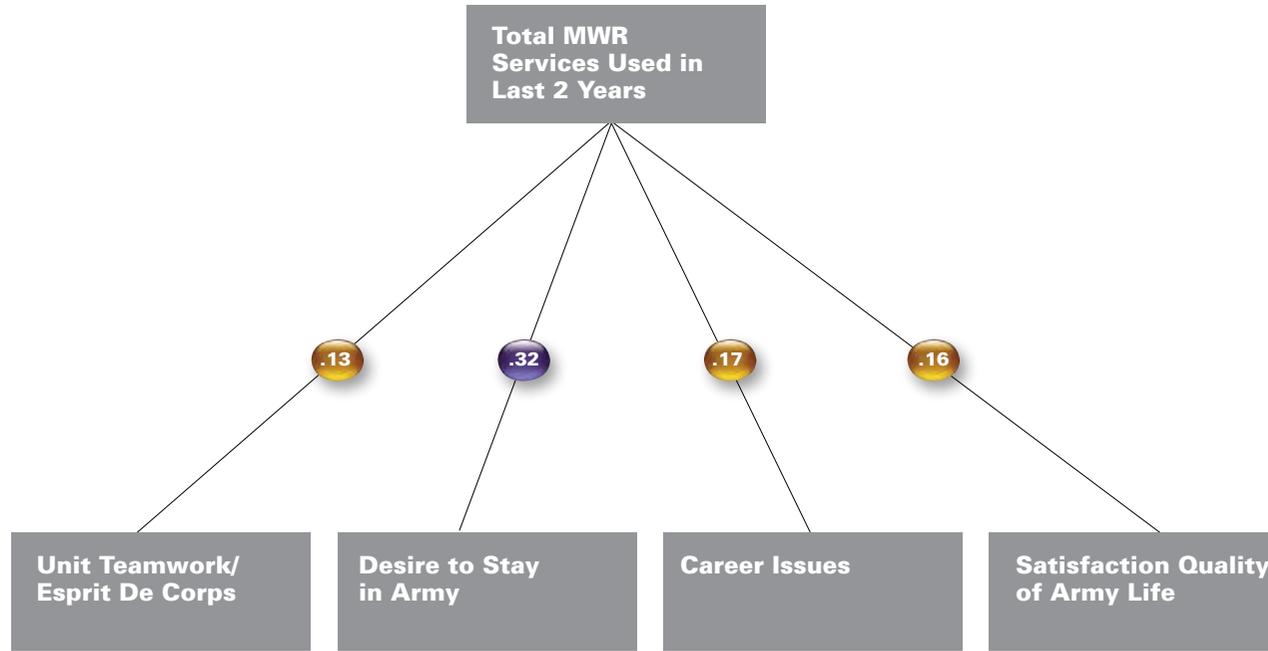


Figure 4 – Direct Impacts of MWR Usage

● Large ● Medium ● Small

Implications and Conclusions

These preliminary findings clearly indicate that use of MWR contributes to readiness in a variety of ways. MWR has a positive effect on Soldier emotional attachment to the Army, which, in turn, has a strong, indirect, positive effect on all four readiness outcomes. Use of MWR also was found to have a medium, positive, direct effect on retention and a small effect on the three other readiness outcomes. And the combined, direct effect of

MWR on each of the four outcomes is impressive: .44 on unit teamwork/esprit de corps, .64 on desire to stay in the Army, .59 on career issues, and .52 on satisfaction with Army life.

A Big Step Forward

More work remains to be done. As with any exploratory study, these initial results based on SSMP data will have to be duplicated and then replicated on other large scale data bases before playing a part in influencing any program

and policy decisions. FMWRC has analyses underway to attempt to replicate and validate the initial SSMP results and include the perspective of spouses of active duty Soldiers by analyzing data from the 2004/2005 Survey of Army Families (SAF) V. These follow-on analyses will attempt to determine the strength of the effect on readiness and retention outcomes that subgroups of MWR services such as Army Community Service,

recreation programs or child and youth programs might have. They also will determine whether or not MWR usage and effect size varies based on rank and marital status of Soldiers, living on- or off-post, Soldier/spouse ethnicity, continental United States (CONUS)/ outside continental United States (OCONUS), Soldier deployment status, and gender of the Soldier and spouse.

In addition to contributing to a better understanding of work and nonwork life needs that influence Soldier retention and turnover, the findings on MWR, when replicated, will likely have important policy and program implications. One could, conceivably, facilitate organizational commitment by reinforcing or expanding MWR programs or specific categories of MWR programs. One could also use modeling studies to attempt to detect additional links between MWR usage and key Army outcomes.

We are optimistic that the analyses of MWR will constitute a big step forward in enabling the Army to demonstrate with precision MWR's important contribution to Soldier readiness.

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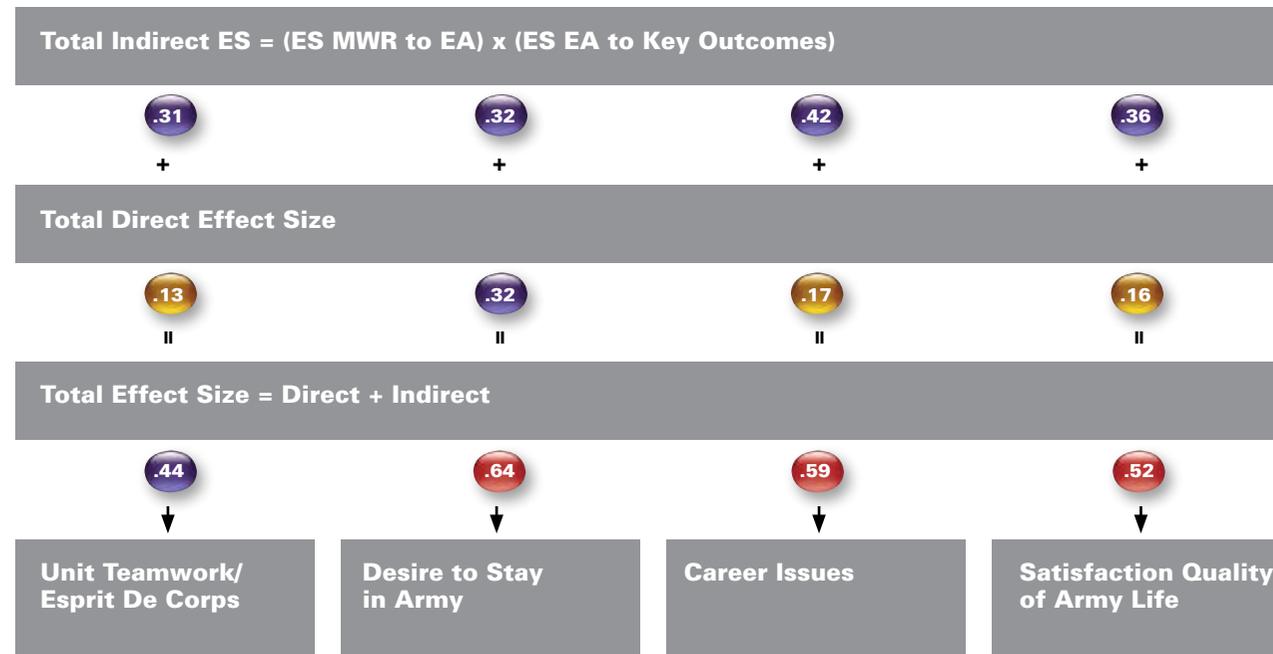


Figure 5 – Total Effect Sizes (ES) of MWR Usage

● Large ● Medium ● Small

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Top 10 Things To Do When An Auditor Calls

By Bertha J. (BJ) Trivett

What is your first reaction when an auditor calls? Is it similar to thoughts of a root canal or fender bender? Or is your reaction more like: "This is a great chance to do something about ____."

Reactions to audit notices are mostly a matter of perspective and approach – and there are actions you can take to minimize interruptions and get the most out of any audit. The following steps are suggestions to ensure you get the best possible outcome from your audit or internal review experience.

First: Confirm the office or agency conducting the audit.

If your first contact comes from anyone other than your installation's Directorate of Internal Review (IR) or the mission commander's inspector general (IG), it is imperative that you contact your IR office immediately to discuss the audit. Audits can also be called inspections, studies or reviews, so be alert for these terms and inform IR about your contact. Don't make commitments for interviews or provide information to anyone purporting to be an auditor or inspector until you have talked with IR personnel. (The term auditor is used for all personnel performing audit or review work. When the term Internal Review (IR) is used, the reference is to the command's Internal Review and Audit Compliance staff.)

Second: Work through the DIR staff. All audit teams (including contractors doing studies) must provide entrance conferences to command leadership that detail

the audit objectives and proposed methodology, and validate the clearance levels of participating auditors. While auditors have their mission to accomplish, it must always be done in consideration of installation and mission requirements. IR will coordinate the audit teams' interviews and data calls to minimize work interruptions. Most installation or garrison internal reviews, audits and inspections are directed by command, so your initial contacts will already be from the IR or IG.

Third: Gather critical procedural documentation.

In advance of the audit team's arrival, copy relevant organizational standard operating procedures (SOPs), flow charts, guidance documents and internal control checklists onto a CD for the audi-



tors. These provide helpful background information and can minimize questions. If the team provides advance questions, prepare those answers and gather the documentation to support your response. Keep the topic of the audit in mind, however, and avoid including extraneous information.

Fourth: For follow-up audits.

Gather documentation about actions you have taken to implement prior audit findings. The best idea is to keep this documentation together as you complete the implementation. Include best-practices and innovations accomplished that supported the intent of the original recommendations. Positive audit reports are another way to tell the great story of your installation and mission.

Fifth: Identify Key Contacts.

Give your unit staff any preliminary information about the audit's purpose and the schedule of planned interviews as soon as available. Advise them to be open, candid and informative in interviews, while remaining focused on the purpose of the audit. Comply with auditors' requests for documentation as much as possible.

During the audit, contact the supervisor or the IR office if they have questions regarding an auditor's request for information.

Sixth: Assist the auditors in their review.

If auditors aren't asking the right questions to gather relevant, accurate information, say so. Your team has the best real-time information about your area of responsibility. Since audit reports often influence policy and future mission guidance, it is important that they contain accurate findings and recommendations. Remember that those who receive the report are likely to make decisions based upon the information provided – it is in your best interests to ensure the basis for those decisions is accurate.

Seventh: Carefully examine draft audit reports.

Check the accuracy of facts and validity of assumptions as they relate to your processes and environment. Pay particular attention to audit findings and recommendations. Since management must implement recommendations with which it concurs, apply the following tests to all recommendations:

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Top 10 Things To Do When An Auditor Calls (continued)

By Bertha J. (BJ) Trivett

a) Is this within your authority (the authority of the directed command) to perform? For example, a recommendation to “direct unit commanders to...” is likely outside the authority of an IMCOM Army commander. In particular, pay attention to potential gray areas between mission and IMCOM responsibilities, because the directed command must have the responsibility (and funding) to make the needed changes. Also, that command will be accountable for realizing any benefits claimed in the report.

b) Is the real issue or problem identified? If the visiting audit team had a narrow focus and little flexibility to address associated areas, the real problem for your organization may not be addressed in this audit. Or, in spite of your cooperation and best efforts, perhaps the audit report just didn’t get at the heart of the issue. In either case, be sure to say so when responding to the audit report. Stating the unresolved concerns in the command response to the audit report ensures that higher levels of command aren’t left with inaccurate expectations for audit results. Also, such instances are ideal for requesting IR assistance to resolve the “left behind” concerns.

c) Is implementation possible within your current/anticipated resources? A recommendation to purchase software packages or use new technology may be outside the resource capability of the unit. Excellent recommendations that require additional resources must be elevated to higher command,

and resource issues resolved before concurrence with the audit report is finalized.

d) Does it solve the problem identified? Does it improve the process? In particular, does it pass the “so what?” test? A recommendation to write an SOP detailing current procedures is inadequate to address fraudulent activity. If the recommended action won’t really fix the problem, what will? If you have a better solution, your response to the audit report should include the actions you will take instead of those recommended in the report.

e) Are projected monetary savings realistic? Do the math. Army budget projections for future years reflect anticipated savings. Make sure when you concur with monetary savings the calculations are correct and don’t miss implementation costs, etc.

Also, monetary savings based on historical data that is mathematically projected to

future years may be unrealistic based upon chang-

ing missions, Army transformation, Base Realignment and Closure (BRAC), etc. Take another look at subparagraphs b) and d) above. Be sure the recommendation will really fix the problem. Even if the math is right, if the real problem remains, or wasn’t addressed, future savings aren’t likely to be realized.

Eighth: Use the Experience.

Audits are learning opportunities. Installation IR personnel bring a perspective that appreciates the challenges of your environment, but offers insight gained from a wide variety of sources and experiences. And, since external auditors often see how other installations or organizations accomplish similar work, they can share lessons learned during informal discussions and audit interviews. Remember, audit recommen-

dations should direct improvements. If a “nonconcur” is the right response to a draft audit recommendation, be prepared to stand your ground, to articulate what the right answer is, and to describe what can you do to improve the situation. Offering alternatives

is a proactive approach that can affect optimal solutions.

Ninth: Document Progress on Recommendations.

Track progress toward implementing audit recommendations, including related cost savings. When implementation is complete, contact your IR office to request a follow-up to corroborate completion and close the recommendation. Final validation of tentative monetary savings is done as part of the follow-up review.

Tenth: Relax. Root canals are usually a lot worse than audits. Call your IR office anytime with questions. If you haven’t met your Installation’s IR staff – make a point of doing so soon. Your IR staff is a resource for your organization that can serve to expand your capability if utilized. Internal Review is your local resource for independent, disciplined, and professional assessment services. So use this ready resource for the best benefit of your organization.

Your Internal Review Office Services are:

Independent. Internal Review and Audit Compliance is the command’s independent and objective, assurance and consulting activity designed to improve operations. IR’s mission is to foster the collective improvement of the command – so they have no vested interest in any particular answer. Their audit services can assist your organization to better meet its objectives. IR will consult with you to make



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an objective assessment of your operations and share ideas for best practices. They provide risk assessment and counsel for improving the right internal controls, and guidance in removing unnecessary controls that restrict flexibility. IR reports go to the command/directorate/office requesting the review, thus fostering immediate improvement or corrective action, without need for intervention or direction from a higher command. Only where fraud, waste or abuse was identified must IR provide the report to the chain of command above the requesting directorate/office.

Professional. IR personnel must meet specific professional qualifications. Internal Review evaluators/auditors are CP-11 careerists who have at least 24 hours of college accounting credits, and must continually maintain their skills with a biannual minimum of 80 hours of continuing professional education. Most auditors have business or accounting degrees, and many auditors achieve professional certifications as accountants, internal auditors, fraud examiners, government audit professionals or government financial managers. The analytical tools made popular by the Lean Six Sigma initiative have been part of the audit/internal review arsenal for many years – so IR personnel are uniquely qualified to lead, participate in, or serve as consultants for these teams, as well as validate any identified potential monetary savings. The personal and professional standards of integrity adhered to by IR

personnel mean critical, secure, mission functions and processes. And, private information is protected when part of an IR audit.

Disciplined. IR methods must meet the high evidentiary and documentation standards of the Government Accountability Office's (GAO) Generally Accepted Government Audit Standards (GAGAS). These standards require the audit records to be internally sufficient and appropriately cross-referenced so any competent auditor, otherwise unfamiliar with the matter, who reviewed the file would come to the same conclusions as those presented by the original auditor. Audit/review files conducted in accordance with these standards are widely accepted in administrative, civil and criminal courts as competent evidence of presented facts. In accordance with Army Regulation 11-7 and Office of Management and Budget Circular A-123, IR audits are performed with a particular focus on risk and the effectiveness of management controls to foster the greatest efficiency while protecting scarce resources.

Results Oriented. Across the Army, Internal Review offices regularly identify cost savings (monetary benefits) plus procedural improvements (non-monetary benefits) through their reviews. In fact, IR offices consistently provide a return on investment in monetary benefits to the Army at a 3:1 benefit/cost ratio. Data from only one IMCOM region clearly demonstrates the potential contributions

by actively engaging your IR staff. In one recent six-month period, 158 audits provided 160 recommendations that positively validated or improved controls, improved safety, readiness, and or provided quality analysis/data to decision-makers. Some of these same audits identified monetary benefits totaling nearly \$1.6 million¹.

IR Services Menu

- Risk analysis/troubleshooting
- Evaluate internal controls
- Confirm/ensure compliance with laws, regulations, etc.
- Internal reviews/audits of known or suspected problems
- Liaison with external audit teams
- Follow-up on external audits
- Ensure accuracy of records
- Data integrity assurance, and reliability of reporting
- Analyze processes, costs, evaluate potential risks for process changes
- Audit alleged and potential fraud, waste and abuse
- Assess effectiveness and efficiency of operations

Stewardship Focused

Recent laws like the Sarbanes-Oxley Act have forced increased attention on the critical skills and contributions of the internal audit staff of corporate entities. Financial reports and historical information indicate that corporations like Enron, WorldCom and others who experienced significant financial failures had effectively diminished

the ability of their internal audit staffs to properly function.² Now, active internal audit organizations in private industry work to restore/retain the public trust eroded by Enron-type failures.

In the Army, IR is uniquely suited to assist both mission and garrison organizations to ensure their records are accurate, and their actions constitute good stewardship of scarce resources while effectively executing the Army's mission. IR can help commanders and managers ensure their operations comply with the public trust they hold. IR is the unique, professional organization that brings a systematic, disciplined approach to organizational risk assessment, process improvement, and control evaluation.

Bertha J. (BJ) Trivett, JD, CGAP, is director of Internal Review for III Corps and Fort Hood, Texas. She has served as a civilian with the Army for more than 20 years in the comptroller career field. Her Army service spans two Army Commands as a senior accountant, management analyst, budget analyst, auditor and strategic planner. She is a graduate of the University of Nebraska at Omaha (B.S.B.A.-Accounting), and the University of Nebraska-Lincoln Law School (J.D.).



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Employing Low-Cost Security Enhancement at Access Control Points

By Colonel Tim Weathersbee and Eric Cashin



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In late August 2006, the Fort Leavenworth, Kan., installation commander expressed concern that the post had no effective means of identifying individuals at access control points who were barred from entry to the installation.¹ In addition to simply enforcing the bars, the purpose of identifying and stopping these individuals before they entered the installation was to reduce crime on post.

The garrison took on the challenge. Working with limited financial resources and a self-imposed short suspense, the garrison team² identified, procured, modified, and employed an effective automated system in three weeks. The system cost less than \$4,000 and in three months identified a dozen barred persons and one individual with suspended on-post driving privileges attempting to illegally enter the post.³

In seeking a solution, the garrison team initially focused on systems it had been assessing for several months. These systems were in use at other Army installations. The challenges with these systems were they were expensive, costing up to \$250,000, and in most cases did not have the capability to perform the necessary task without modifications to software. Even if

software could be modified to perform searches for barred persons, the cost of these systems was simply too great.

In an effort to find a more economical solution, the garrison team began looking to the civilian sector to find businesses that might be screening for individuals on some type of watch list. The team identified a potential solution that was being used to check identification cards (IDs) at casinos, nightclubs, bars, and other establishments that developed local watch lists or screened for underage persons. Although this system required some software modifications, it was a low-cost system that could be fielded almost immediately. The initial intent was to use this off-the-shelf system as a short-term solution until funds could be obtained to purchase a more permanent system similar to the ones in use at some other Army installations.

In September 2006 Fort Leavenworth began using hand-held ID readers at access control points (ACPs) to screen for individuals barred from post or with suspended driving privileges. The initial system employed at Fort Leavenworth consisted of two CardVisor III Pro handheld scanners by Tokenworks and a stand-alone computer. The Physical Security Office analyzed the capabilities of the system and developed a protocol for importing the bar and suspended driving lists and retrieving the system events log. Using an off-the-shelf electronic ID reader, Fort Leavenworth security personnel have been able to scan Department of Defense IDs, U.S. driver licenses, and other government IDs

that employ either 2D barcode or magnetic strip technology. Information from the ID is matched against databases of individuals who are barred from the installation or have suspended driving privileges.

The readers are deployed in the nondecal lanes at the ACPs. When an individual's ID is scanned and the last name matches a name on the bar list, a screen pops up and gives a list of potential matches. The security guard personnel then verify the name on the hard copy of the lists kept at the ACP.

Because of the success of the system, the garrison is building on it as opposed to using it only as an interim solution. The Physical Security Office has expanded the initial capability of these readers to include scanning for the FBI "Most Wanted" criminals, FBI "Most Wanted Terrorists" and most wanted lists from several surrounding states and metropolitan areas. The garrison will continue to build these watch lists to enhance security and reduce crime on the installation. Additionally, the garrison will procure and employ scanners in the decal lanes now that the concept has proven successful.

The scanners have not been in use long enough for the garrison to draw any solid conclusions on crime rates; however, when compared to the same three month period for the previous year, detected shoplifting at the Post Exchange is down by 95 percent.⁴ Additionally, the scanners add an element of unpredictability for potential adversaries.

Anyone interested in learning more about the system in use at Fort Leavenworth or providing recommendations for improving the system should contact Eric Cashin, Physical Security Office, Office of the Provost Marshal, at 913-684-3536 or via e-mail at eric.cashin@us.army.mil.

Colonel Tim Weathersbee is the Fort Leavenworth garrison commander.

Eric Cashin is the Fort Leavenworth chief of Physical Security.

Explanatory Notes

1. Because all former inmates at the U.S. Disciplinary Barracks are included on the installation's bar list, the bar list includes several hundred names. The only way security personnel could screen for barred persons at the ACPs was to manually search the dozens of pages of names of barred individuals.
2. The garrison team included members of the Provost Marshal's Physical Security Office, the Directorate of Information Management, and the garrison commander.
3. The manual system used before employing these scanners identified significantly fewer violators, about six per year.
4. For the period Oct. 1, 2005, to Dec. 31, 2005, security personnel detected 19 shoplifting incidents at the Main Exchange. For the same period in 2006, only one incident was detected. No direct linkage can be drawn between use of the ID scanners at ACPs and the number of shoplifting cases since other factors may have been involved.

Transforming Franconia Style: Placing People First in Europe

By Richard C. Davis, Billy Smith, Ramona Taylor and Bradley Hannum

The Installation Management Command, Europe Region (IMCOM-Europe), is spearheading the Army's primary missions of supporting Transformation and the War on Terror. U.S. Army Garrison Franconia conducted the first major installation closures in Germany as part of the Secretary of Defense, Global Defense Posture Realignment (GDPR), Army Modular Force, and Global Restationing and Rebased (GR2). USAG Franconia supported three indirect report garrisons, encompassing 33 installations, and more than 35,000 Soldiers, employees, Family members, and retirees.

On July 29, 2005, the Department of Defense (DoD) Public Affairs announced plans to return 11 Army bases to host nation officials in 2007. The commander of USAG Franconia, Colonel Russell D. Santala, embraced transformation, recognizing and responding to needs of customers, while shaping the environment to accomplish strategic goals. Colonel Santala's transformation strategies focused on people (Soldiers, Families and civilians), communication, processes, technology, and our tried-and-true host nation partner relationships. The ultimate goal of transformation in Franconia was to move units, Soldiers, Families and equipment to other installations while accounting for everything and everyone, and to convert, inactivate, and return units to the United States in accordance with U.S. Army, Europe (USAREUR) transformation orders. The bases affected by the closure announce-

ment within the USAG Franconia (Wuerzburg community) area of responsibility include those listed in the installation table at right.

On Jan. 27, 2006, the Army announced further force changes in Europe. The Army Modularity Force changes specifically affected the design and development of a Combat Aviation Brigade (CAB) and stationing the unit at U.S. Army Garrison Ansbach. The CAB is now the standard design for U.S. Army aviation brigades under the Army modular force design. The plan is to combine remaining V Corps aviation assets to form a single aviation brigade capable of performing all Army aviation missions. USAREUR will accomplish this by maintaining a tailored force with attack and airlift capabilities to conduct early-entry, rapid-reaction, humanitarian-assistance, and disaster-relief missions. In addition to the CAB, theater aircraft and helicopter elements remain to support USAREUR, 7th Army and U.S. European Command commanders. These unit transformation actions affected more than 3,200 Soldiers, 4,800 Family members, and 22 U.S. and 20 German civilian employees.

In the midst of the above transformation, USAG Franconia also transformed. On Oct. 13, 2006, USAG Franconia cased its colors and inactivated. A small temporary organization, the European Region Transformation Group (ETG) (Nord Bayern) (Provisional), was created.

Installation Table

Installation	Installation Name	Number of Bldgs	Sq. Feet Bldgs	Acres
Giebelstadt	Giebelstadt Army Airfield	100	918,183	635
Kitzingen	Harvey Barracks	189	1,524,695	630
	Kitzingen Family Housing	96	1,352,777	79
	Kitzingen Training Areas	26	40,948	2,760
	Larson Barracks	137	1,505,690	654
	Schwanberg DCS Site	4	9,105	3
Wuerzburg	Faulenberg Kaserne	48	670,380	63
	Leighton Barracks & Skyline Family Housing	213	2,790,018	333
	Wuerzburg Training Area	5	3,884	24
	Wuerzburg Hospital	18	524,324	14
Aschaffenburg	Breitsol Communication Station	4	486,854	10
	Combined Total	840	9,826,758	5,205

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The ETG provided transformational command and control authority of USAGs Ansbach, Bamberg, and Schweinfurt to prepare them to assume duties and responsibilities as IMCOM-Europe direct report garrisons. Upon completion of its mission, by September 2007, the ETG will deactivate according to IMCOM-Europe guidance.

USAG Franconia established a multi-disciplinary transformation team to sustain continuity of operations, increase innovation and collaboration responsiveness, separate fact from fiction, and assimilate all current and future plans. This team developed systematic, methodical, dynamic, creative, and critical thinking strategies to execute and analyze transformation plans and operations. To accomplish these dynamic goals, the transformation team developed a transformation operation order with four distinct phases.

Phase 1: Sustainment and transformation planning and preparation

This phase included sustainment operations, transformation planning, redeployment, reintegration, reconstitution, retraining, and establishment of the validation criteria to transition three direct report garrisons. USAG Franconia sustained base support to tenant units and activities, and conducted a deliberate military decision making process (MDMP) to develop the road map to support restationing, deployments, redeployments, reintegration, inac-

USAG Franconia

Wuerzburg Area
USAG Franconia
HQ, 1st ID
HQ, 106th FIN BN
HQ, 69th SIG BN
101st MI BN (-), 1ID
HHC, 1st ID
1st MP CO (-), 1ID
517th Eng DET, 1ID
510th ENG DET, 1ID
67th CSH
286 MP (CID)
38th POSTAL CO
2nd ASOS (AF)

Kitzingen Area

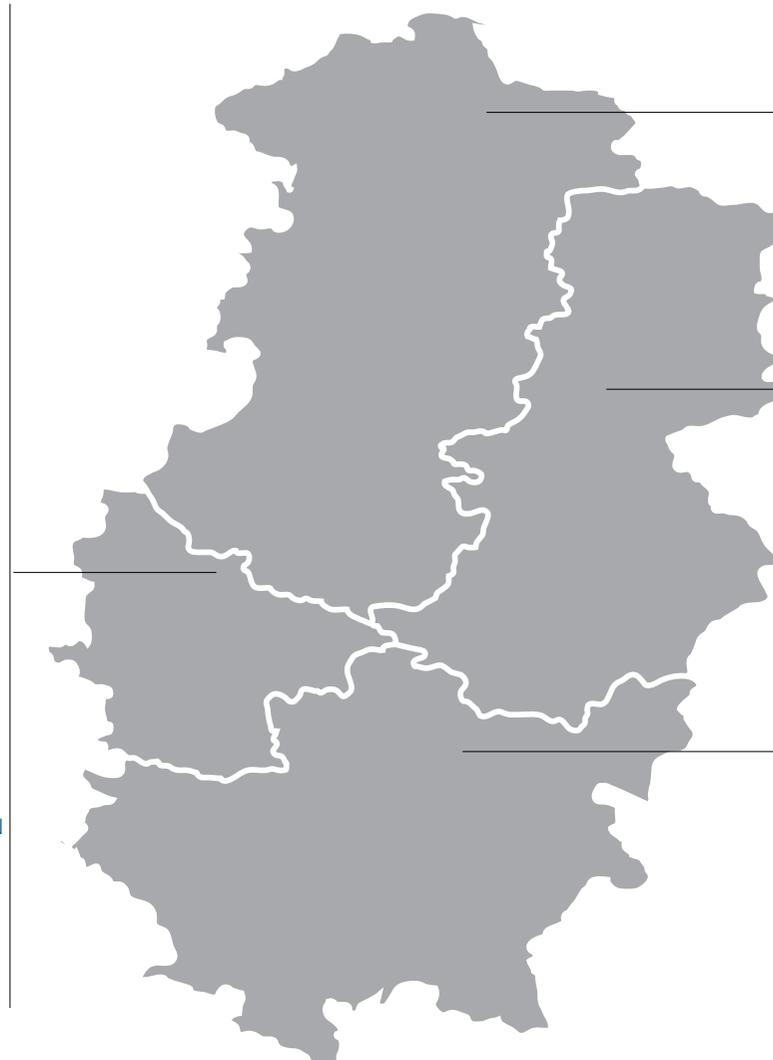
1st ID DISCOM
701st MSB, 1ID
4/3rd ADA BN, 1ID
121st SIG BN (-), ID
17th SIG BN
38th PSB
147th MAINT CO
212th MP CO
12th CHEM CO, 1ID
560th MP (Customs)

Giebelstadt Area

HQ, 12th AVN BDE
HQ, 69th ADA BDE
3-58th AVN RGT (ATS)
3-158th AVN BN
HHC & A/5-158th AVN BN
B/7-159th AVN BN (AVIM)
F/159th AVN RGT
DET 10, 7th WS (AF)
OL-C 435th CSS (AF)
523rd MED CO (Dental)
67th FST
DET 6966th TTT
72nd MED CO (VET)

The return of the bases was part of the Army's transformation effort that resulted in the 1st Infantry Division's return to Fort Riley, Kan. This affected 6,100 Soldiers, 11,000 Family members, 1,000 Department of the Army civilians and 1,000 host nation workers. The Army has recently announced future plans to close the remaining operations in Wuerzburg, including Leighton Barracks and Wuerzburg Hospital

USAG Franconia Footprint FY 05/06 Transformation



Color Codes

Units Inactivated (may reflag)
Units Returned to CONUS
Units Rebased within USAREUR

USAG Schweinfurt

Schweinfurt Area
1-4 CAV (ID) reflag to 1-91 CAV (ABN) (LT) (173rd ABN)

USAG Bamberg

Bamberg Area
DIVARTY, 1ID
DIVENG, 1ID
BAND, 1ID
82 ENG reflag to BTB 173rd ABN
1-33 FA reflag to 4-319th FA
1-6 FA

USAG Ansbach

Katterbach Area
HQ, 4th BD (AVN), 1ID reflag to 12th CAB
6-52 ADA BN (-)
1-1 AVN BN (ATK)
2-1 AVN BN reflag as 5-158 AVN
549th MAINT CO
601st ASB reflag as 412th ASB

Illesheim Area

7-159 AVN BN (AVIM)
2-6 CAV reflag to 3-159 AVN (ATK)
6-6 CAV reflag to 2-159 AVN (ATK)

Kaserne. The retention of these two installations added to the complexity of the Franconia transformation because of the need to continue community support services while conducting a reduction in force of local national employees. Installation management duties have been turned over to U.S. Army Garrison Schweinfurt to provide consistent quality-of-life support for Soldiers, civilians, and Family members.

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tivations, and returning units to continental United States (CONUS). This phase also included the fundamental planning to transition the garrison workforce.

Phase 2: Transformation Support to Tenant Units

This phase is ongoing and will end when all units have successfully transformed according to USAREUR directives. During this phase, USAG Franconia provided support to tenant units that were restationing, inactivating and returning to CONUS, while maintaining quality community services to Soldiers and Families throughout the transformation process.

Phase 3: Validation of Three Direct Reporting Garrisons and Transfer of Daily Operations to USAG Schweinfurt

During this phase the ETG conducted the necessary training and rehearsals and “left seat – right seat rides” to successfully transition three direct report garrisons to IMCOM-Europe. The ETG validated USAGs Ansbach, Bamberg and Schweinfurt to stand up as direct reporting garrisons. This phase occurred simultaneously with phase 2 and culminated with a ceremony on April 4, 2007, when the ETG successfully transitioned three direct report garrisons to IMCOM-Europe. During this phase USAG Franconia successfully transferred the daily operation of the remaining installations in the Wuerzburg community to USAG Schweinfurt.

Phase 4: Closure and Inactivation Activities

This phase included closure and inactivation activities, occurred simultaneously with phases 2 and 3 and ended upon the inactivation of the USAG Franconia. USAG Franconia conducted closure activities according to USAREUR and garrison commander checklists and returned the installations to host nation officials. Overall, USAG Franconia successfully returned 11 installations to the host nation.

At the high point of transformation, three phases of the transformation operations order were operating simultaneously with more than 280 major unit and garrisons tasks being tracked and completed.

Colonel Santala was serious about taking care of the Soldiers and their Families, especially during periods of turbulence and change to ensure a smooth transition while undergoing base realignment and closure. An event driven synchronization matrix was developed in direct coordination with the Bundeswehr (German Army), Medical Command, U.S. Army Corps of Engineers, Department of Defense Dependent Schools – Europe, Defense Commissary Agency, Army and Air Force Exchange Service, Bank of America Community Bank, Andrews Federal Credit Union, Armed Forces Network, U.S. Air Force, and the 7th Army Training Command. This process ensured synchronization of community quality-of-life programs with transformation timelines, and ensured that adequate services were available throughout the

withdrawal, closure, and repositioning of the units.

There are many lessons learned over the 18 months of transformation. Success was determined by how well doctrine, communications, personnel, funding, logistics, and facilities were managed throughout the process. Communication, coordination and synchronization were conducted with regularity and a high-degree of success in support of the transformation mission.

The following depicts the major lessons learned:

Doctrine

Upon receipt of Base Closure Round 37 Announcement, USAG Franconia used the meticulous military decision making process (MDMP) to cross-level staff expertise, identify, and evaluate possible courses of actions (COA), and recommended a specific COA that allowed Santala to make timely and informed decisions. This mission analysis identified that the following key elements of Transformation must be communicated and accomplished:

Event driven – Transformation should be focused on events and not on timelines.

Systematic Approach – Complexity of transformation requires a structured, systematic approach from initial planning through completion.

Planning – Flexible and adaptable plans, orders and policies using the talents of a cohesive, comprehensive staff are critical to success.

Communications

Strategic Communications Planning:

Establish battle rhythms and meetings to maintain flexibility in execution during the rapidly changing battle space. Timely, accurate and consistent information dissemination was key throughout the transformation process. By establishing a set battle rhythm for internal and external meetings, the command group and directorates consistently provided a wealth of information in a timely manner to unit commanders and community members. People may not have liked what they heard, but they were given ample venues to hear and see vital transformation news and information.

Request for Information (RFI) Process:

Elevate complex issues to the higher command. IMCOM-Europe developed early in the transformation process a systematic process to respond to critical command information requirements quickly and efficiently. This process was vital to the overall transformation success.

Transformation Working Groups:

Early in the process, establish critical lines of communications with all unit commanders to disseminate pertinent information and provide a forum for tenant units and activities to raise issues. All directorates were represented during these working groups and most issues were discussed and answered immediately. Addition-

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ally, other community related meetings – town halls, tactical unit commander’s conferences, and community roundtables – were transformation centric.

Personnel

USAG Franconia Civilian Work Force Placements:

Place people first. Colonel Santala emphasized early in the transformation process that priority will be given to finding follow-on assignments or positions for both local national and Department of the Army civilian (DAC) garrison employees. He quickly educated himself on the rules and regulations concerning employment reduction in force (RIF) actions and German Labor Law, and established a team approach with the Resource Management Office, Civilian Personnel Advisory Center and the local works council to place personnel. His efforts proved successful by placing more than 90 percent of the affected local national employees and 100 percent of the DACs affected by the RIF. Efforts continue to find all employees follow-on assignments with the goal of placing 100 percent of employees.

Incentives for Critical Personnel:

Identify critical personnel early in the transformation process and provide incentives to retain these personnel. The requirement to maintain services throughout the process necessitated maintaining more employees longer than originally anticipated.

Surge of Personnel:

Executing transformation while maintaining garrison operations strains the staff. Many critical tasks must be accomplished simultaneously, which requires planning to surge employees to meet critical timelines and to perform the tasks to standard. Planning for surge requirements is key.

Permanent Change of Station (PCS) Orders Process (Full Cost Moves (FCM), Low Cost Moves (LCM), and No Cost Moves (NCM) and Paired Community Restrictions):

The updated USAREUR Regulation AER 600-8-11 governing paired community specifically outlines the rules of PCS NCM, FCM. Transformation of units was affected to some degree by orders that were incorrect or late. Early confusion over NCM and LCM moves to paired or unpaired communities was a challenge, but was resolved by establishing key working linkages between S1, Personnel Services Command, and Army Human Resources Command. Each issue was handled on a case-by-case basis. The new regulation eliminates confusion and increases the successful reassignment of personnel for future transformation actions.

Accountability of Soldiers:

A plan must be developed early in the process to identify an enduring headquarters to account for all Soldiers until departure. Experience has shown that nearly all transforming units will have a number of Soldiers that will not transform

with their original unit for a multitude of reasons – Expiration of Term of Service, PCS, retirement, medical, legal, or school, and will remain at the installation beyond the unit’s execution date.

Funding:

Forecast costs associated with transformation and request funding early. Synchronize funding to enable renovation of facilities while they are vacant.

Logistics

Installation Property:

Early on, direct a 100 percent inventory of all installation, Installation Property Book Office (IPBO) property and all excess “found on installation” property at the company level before the turn-in process. Once identified, separate all serviceable from all unserviceable scrap metal, wood, etc. Require all units and activities supported by the IPBO to conduct an inventory and provide this to the IPBO. Direct units and activities to establish a disposal officer to be responsible for monitoring recycling containers and ensuring that furniture disposition is properly managed.

Transportation:

Arrange a volume move for larger household goods (HHGs) shipments. Enable the Consolidated Personnel Property Shipment Office to provide the unit with a designated carrier.

Dining Facility (DFAC)

Management:

Address DFACs command and control early in the planning stages. Most garrison DFACs are operated by the tactical units in the footprint, which presents a problem when the unit is preparing for departure and must give up the C2 of the operation while there is still a requirement for dining facility support due to the existing population. In a normal situation, when the controlling unit is unable to operate the DFAC, another unit in the footprint takes C2; however, when all the units in the area are inactivating or rebasing, there is no one left to take charge. Inactivating garrisons should establish a contract for the C2 of all DFAC operations one year in advance.

Petroleum Management:

USAREUR checklists and closure SOPs should be very specific in identifying the action agency for the various aspects of a project. Funding for the inactivation of the capitalized (automated-electronic key) fuel sites located on the installations was delayed and finally approved only weeks before the planned barracks closure. Part of the cause for the delay involved clarifying and identifying the responsible agency for initiating and processing the funds request through the Defense Energy Support Center (DESC). Additionally, with IMCOM-Europe Logistics, DESC, 200th MMC, DPW and DOL, all having a part in the process,

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there was some confusion about which agency was responsible. Future transforming garrisons should put policies and procedures in place to ensure synchronization.

Facilities

Army Family Housing:

Address each Soldier's situation individually. The synchronization, coordination and emotional stress on the Soldiers and their Families of closing housing areas is emotional and complicated. USAG Franconia effectively cleared 725 units from government controlled Army Family Housing to meet USAREUR timelines by taking a personal approach to this sensitive issue. The command team worked with those units and Soldiers with problematic E-Dates or date estimated return overseas station (DEROS), which was ultimately the secret to success.

Throughout the entire transformation process, Colonel Santala coordinated with our host nation partners and allies informing them of all actions involving the Wuerzburg, Ansbach, Bamberg, and Schweinfurt communities.

The unprecedented events of Sept. 11, 2001, changed the world forever and created a sense of urgency for Army Transformation. The events clearly depicted the destructive potential of terrorists and the vulnerability of the United States and of its allies to unwarned attack. It showed the effectiveness of asymmetric methods in countering U.S. con-

ventional military superiority. We now live in a dynamic, turbulent, complex and uncertain world. The U.S. military will transform our global defense posture to meet the security environment challenges of the 21st century. Under the U.S. Department of Defense's Integrated Global Positioning and Basing Strategy, plans were developed and are being executed to move from a Cold War force structure and basing strategy to one tailored to address the asymmetrical threats.

This expeditionary transformation of our military will increase strategic responsiveness and flexibility in the face of current and anticipated future threats. IMCOM-Europe will remain on the tip of the spear by providing equitable, effective, and efficient management of Army installations to support mission readiness and execution, enabling the well-being of Soldiers, civilians and Family members, improving the Army's aging infrastructure and preserving our environment.

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Partnership for Protection: The Army's Compatible Use Buffer Program

By Nancy Natoli, Gary Belew and John Housein

Out on the tall grass prairie of Kansas, a butterfly protects a Soldier at Fort Riley. In Hawaii, a sacred waterfall guards Special Forces. And in the heart of Oklahoma, a family ranch provides cover for artillery fire.

The butterfly, the waterfall and the ranch have no military value by themselves. But, by working with partners to protect these and other natural and cultural resources, the Army puts a buffer space between the development of growing communities and the conduct of realistic Soldier training and equipment testing.

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This successful interdependence of mission, environment, and community is the result of the Army's innovative installation sustainability effort called the Army Compatible Use Buffer (ACUB) program. ACUB is a tool for protecting an installation's accessibility, capability and capacity for training and testing by sustaining natural habitats, open space and working lands near Army installations. The ACUB program helps to achieve conservation objectives and supports the Soldier's ability to "train as they fight" through partnerships with public and private organizations, as well as willing landowners in local communities.

Title 10 of the United States Code, Section 2684a, Agreements to Limit Encroachments and Other Constraints on Military Training, Testing, and Operations, allows the secretary of the Army to enter into agreements to limit encroachment and preserve habitat. The Army implements this authority through the ACUB program, which is jointly managed by the offices of the Assistant Chief of Staff for Installation Management (ACSIM) and the Director of Training.

This partnership for protection allows an installation to work with both government and non-government entities, as well as individual landowners, to conserve land outside the installation fence line without acquiring any new land for Army ownership. Through

ACUB, the Army reaches out to partners to identify mutual objectives of land conservation and to protect critical open areas that, in turn, protect Soldier training and equipment training. Numerous non-governmental organizations such as The Nature Conservancy and Ducks Unlimited, as well as state and county governments, are playing key roles, in addition to federal agencies such as the U.S. Fish and Wildlife Agency and the U.S. Natural Resources Conservation Service.

The program allows the Army to contribute funds to the partners' purchase of easements or properties from willing landowners. The partner, not the Army, receives the deeded interest in

the property and provides for long-term habitat management. The Army acquires an interest in the land through a cooperative agreement and deed language, which allows the Secretary of the Army to demand a transfer of the interest in real property if the partner fails to meet the requirements of the cooperative agreement. These partnerships protect high-value habitat and limit incompatible land use in the vicinity of Army installations.

The cooperative agreement approach provides several advantages for ACUB. First, it enables the Army to obligate funds against



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an existing multi-year cooperative agreement. The funds, once obligated, are available for expenditure over a five-year period to acquire priority properties identified in the cooperative agreement. The Army's conservation partners, with the local Army installation's coordination and approval, can then proceed with negotiations with private landowners for the purchase and sale of an interest in real property. Second, the cooperative agreement process enables the Army's conservation partners to shift their focus quickly from acquiring one parcel to another if negotiations failed for the first parcel. Third, the multi-year nature of the account reduces pressure on the Army and its partners to acquire a parcel before the end of the current fiscal year.

The cooperative agreement approach is particularly useful in light of complex proposals involving multiple parcels needed over the long-term for a comprehensive buffer that limits incompatible land use around installations' training and testing ranges. This approach

provides the Army and its conservation partners the flexibility necessary to adjust the timing and phasing of parcels identified for conservation.

Working with willing, private landowners takes time. The conservation partners must establish relationships of trust among them-

Location of Grasslands and Agricultural Fields Around Fort Riley



selves, understand the landowner's needs, and structure a transaction, potentially involving multiple sources of funding, that is suitable to both the Army and landowner. The Army's conservation partners have the primary responsibility for appraising, negotiating, purchasing and managing the parcels they acquire, and for enforcing the

terms of the restrictive easements they obtain from landowners.

The Army includes requirements in each cooperative agreement to ensure that our interests are protected over the long-term. These provisions survive termination or expiration of the cooperative agreement. While the Army avoids

Projected Areas of Residential Growth to Occur Within Noise Contours



being a co-holder or co-grantee of the land interest in question, it is granted cognizable property rights in the deed of transfer necessary to implement the terms of the cooperative agreement. In certain transactions, the Army also receives a deeded right of access for monitor-

ing and management of natural resources.

This has been a successful approach for a number of reasons. First, ACUB is an "assistance" program. It is not an Army land acquisition program. Our conservation partners assume the burden of developing, preparing

and closing transactions, and providing for post-acquisition monitoring, enforcement and management. Second, many conservation partners and private landowners are reluctant to engage in land transactions where the Army will be a co-grantee. Requiring co-grantee status is often inconsistent with the policies of conservation partners and limits their flexibility. In addition, some private landowners harbor mistrust of the Army based on past history when communities experienced condemnation of property during the build-up for World Wars I and II. The ACUB cooperative agreement approach has resulted in \$77 million in military

funds leveraged against more than \$125 million nonmilitary contributions to the program. This success can also be attributed to the partners' expertise with landowner interactions and time-sensitive real estate transactions.

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The many stakeholders in the process bring together expertise and financial resources that meet shared objectives of landscape-level conservation planning.

This is the proverbial "win-win" situation. The Army avoids incompatible land use in the vicinity of our borders and reduces the likelihood of our installations being the only refuges for endangered species or other natural resources with associated restrictions. Partners meet their organizational objectives, such as natural resource protection, hunting, agriculture, public recreation, and cultural resource preservation. The bottom line is that these partners have land interests that are compatible with the military operations of our installations, rather than interests in development that brings urban and suburban sprawl along installations' fence lines.

The first compatible land-use buffer was purchased by The Nature Conservancy near Fort Bragg, N.C., in 1999 by using Sikes Act authority [16 USC-1(a)]. The Sikes Act authorizes the military services to enter into cooperative agreements with private entities to benefit the Department of Defense's natural resources.

The training restrictions that affected airborne Soldiers on Fort Bragg, N.C., in the 1990s due to the need to protect the red-cockaded woodpecker and its long-leaf pine habitat inspired this initiative. This innovative first step permanently protected this important natural

Some installations need the buffer to protect the ability to conduct current missions.



Fort Sill, home of the U.S. Army Field Artillery School, wants to protect approximately 20,000 acres of buffer land between its field artillery training areas and communities such as Lawton and Cache, Okla.

resource on private lands along the boundary of Fort Bragg.

That first step grew into a regional conservation partnership of eight different organizations whose efforts allowed Fort Bragg to move more rapidly towards its red-cockaded woodpecker recovery goal and reduced training restrictions.

"We are protecting one of the most endangered ecosystems in the country," said Katherine Skinner, executive director of the North Carolina Chapter of The Nature Conservancy, during the conservation partnership's initial public event in 2002.

Fort Bragg met its red-cockaded woodpecker recovery goal in 2006, five years ahead of schedule, with the help of this partnership.

The Army and partners shared the cost of the purchase, even though the Sikes Act does not require any cost-share or cost-match. Limitations on this authority included an on-post military natural resource focus and lack of clarity regarding off-post work, realty requirements, and the type of federal funding to be used.

In the fiscal 2003 National Defense Authorization Act, Congress acknowledged the value of this cooperative approach and provided comprehensive legislative authority to use it as a tool to limit or avoid encroachment on the boundaries of military installations. While the Sikes Act remained available as a source of authority, the new legislation expanded the effort beyond

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natural resources, authorized the use of operation and maintenance funding, and allowed the services to depart from the traditional federal real estate acquisition process. This authority is codified at 10 USC 2684a, "agreements to limit encroachments and other constraints on military training, testing and operation."

The act authorizes eligible entities to purchase interests in real property to avoid or limit encroachment as articulated in the cooperative agreement. Eligible entities include natural resource and farmland conservation organizations, states and local governments. The act also authorizes the Secretary of the Army to accept transfer of interests in real property acquired under an agreement and rely on partner's appraisal and title work if substantially similar to federal standards, and requires the reservation of right for the secretary to demand the transfer of protective real property interest. Finally, the act authorizes use of operation and maintenance funds (or installations' other operating funds) to support agreements.

Congress amended this authority in the fiscal 2006 National Defense Authorization Act to require unspecified partner cost-share for real property acquisitions under these cooperative agreements. This

partner cost-share could be satisfied with in-kind services, funds (to include other state and federal programs) or the exchange or donation of interests in real property. The Army's contribution to acquisition costs is now limited to the fair market value of the minimal protective interest in real property that the secretary of the Army could demand in transfer. That value is



typically equivalent to a restrictive easement (i.e. a conservation easement recognized by state law).

Congress again added an amendment in the fiscal 2007 National Defense Authorization Act by allowing the military services to exchange Base Realignment and Closure (BRAC) or excess land at one location for encroachment agreements at another installation.

So far, 18 installations are approved and actively participating in the program. These compatible-

use buffers protect more than 64,000 acres on land near our installations. They will be at several more installations with approved compatible-use buffer proposals within the next year.

Some installations need the buffer to protect the ability to conduct current missions. Fort Sill, home of the U.S. Army Field Artillery

School, wants to protect approximately 20,000 acres of buffer land between its field artillery training areas and communities such as Lawton and Cache, Okla. To make it possible, Fort Sill has turned to the ACUB program.

"A lot of our artillery firing points are along the perimeter of the training area, so therefore that noise would transfer into the surrounding community," said Randall Butler, director of public works for Fort Sill.

So, sustaining ranch land as well as training land drives the partnership preserving land around Fort Sill. Oklahoma rancher A.J. Ryder became the first owner to sign on to Fort Sill's ACUB in July 2006. He sold a conservation easement for his 300-acre spread to Land Legacy, the regional land conservation group. The Army and the U.S. Natural Resources Conservation Service, as well as county and state governments, helped Land Legacy make the purchase.

Ryder said he wanted to support the nation's war efforts while protecting his land from private developers.

"They don't know what's going to happen in the future of the military – whether the artillery is going to be any larger or what – and they just want a buffer zone around it, which is good to me," Ryder said.

"By partnering with the Army on this effort, we will conserve up to 20,000 acres of open lands and natural resources," said Robert Gregory, executive director of Land Legacy. "These lands contain prime soils, wildlife habitat, and outdoor recreation opportunities."

Other installations such as Fort Riley see ACUB as a means of protecting future missions brought about by Army transformation. Around Fort Riley, like many other installations, the issue is wild-

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Partnership for Protection: The Army's Compatible Use Buffer Program (continued)

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life habitat. Fort Riley will grow by 20,000 Soldiers due to base realignment actions and the Army's re-stationing plans. Meanwhile, other residents of Kansas' disappearing tall grass prairie – the regal fritillary butterfly, the Henslow's sparrow, the greater prairie chicken and the Topeka shiner – will be forced to compete with population growth outside the fort that this influx will help generate. So, Fort Riley didn't wait to be hit by restrictions before following Fort Bragg's example of partnership.

"Fort Riley currently has limited encroachment impacts, but has a high potential that these will rapidly escalate with the increase in population in the area," said Jeff Keating, ACUB manager for Fort Riley. "The Army is not purchasing more land to train on," he added. "We simply want to maximize the use of the land we already own and minimize our impact to surrounding properties."

If the butterfly and the two birds become listed on the federal endangered species list (the Topeka shiner, a minnow, is already listed), Soldiers from the 1st Infantry Division and the three brigade combat teams (BCT) could face summertime live-fire restrictions. Cross-country vehicle traffic could be barred from potential breeding areas.

At nearly every installation, regional land trusts are critical partners to securing the land-use buffers needed for installation sustainability. For Fort Riley, that land trust partner is the Kansas Land Trust.

"This initiative exemplifies Kansas Land Trust's mission of protecting and preserving lands of ecological, scenic, historic, agricultural or recreational significance in Kansas," said RoxAnne Miller, executive director of the trust.

While 45 percent of the potential buffer zone is tall grass prairie habitat, the rest is farm and ranchland.

"We are excited about the opportunity to preserve northern Flint Hills ranches and farms by securing funds through the ACUB program," Miller said. "Only through collaborative efforts like this, will we accomplish landscape scale preservation."

In addition to the value ACUB has brought to installation sustainability, the program also has helped open some eyes to the Army's commitment to environmental stewardship.

"ACUB goes beyond lip service," said Joshua Stanbro, Hawaiian Islands project manager for the Trust for Public Lands. "It demonstrates a real commitment and builds some trust where there was little before."

Residents of Oahu, Hawaii, representing the Trust for Public Land and the North Shore Community Land Trust were the first to approach the Army's garrison in Hawaii about participating in a partnership when they needed to protect a sacred cultural landmark, the Waimea Valley. Its waterfall serves as a major tourist attraction; the landowner put it up for sale with the thought of development.

However, Waimea Valley borders the Army's Kahuku Training Area on Oahu. All services use the area for jungle training. When a group formed to buy the valley and ward off potential development, the U.S. Army Garrison in Hawaii signed on and contributed \$900,000 to put ownership of the sacred land into hands of the state and protect its training capability. To the Army's partners, the purchase preserves the valley's important natural and cultural heritage.

Sen. Daniel Inouye (D-Hawaii) said of the effort, "Programs like the Army Compatible Use Buffer Program serve the extremely useful purpose of protecting Hawaii's fragile environment, while at the same time making sure that our troops have places to train."

There are additional benefits as well. Partnerships will take us further than we can go alone because sustainability doesn't happen within the installation fence line alone. It takes a broader view and, perhaps, the help of stakeholders who have not held a common understanding with the Army before. This collaborative conservation program is a new way to do business. Army installations bring together willing landowners and partner organizations to prevent subdivisions, schools and other incompatible kinds of development from springing up near land where Soldiers go about the noisy, occasionally dangerous business of training and equipment testing.

Installations use conservation buffers as part of an overall plan to keep training and testing realistic

for new generations of Soldiers while maintaining their role as good environmental stewards. Thus, these buffers can protect more than training and testing. Though the buffers come in many forms, there is one unbreakable rule – the landowner must be a willing seller – and one guiding Army policy – the service cannot own the property or easement.

While successes like Forts Bragg, Sill and Riley have helped change the installation sustainability paradigm for Army leadership, there are many complex challenges ahead. Such challenges include maintaining funding, measuring encroachment or encroachment abatement, monitoring the properties, enforcing the cooperative agreements and supporting installation staff to meet the ACUB mission requirements.

Compatible land-use buffers represent a new and innovative tool to partner with government, as well as non-governmental organizations, regarding land use around Army installations. These buffers protect mutual, natural resource open space and traditional land uses on a landscape level. They protect the capability to provide tough, realistic Soldier training and equipment testing. ACUB is good for the environment, and it is good for the installation. It is, quite simply, a partnership for protection.

Nancy Natoli, Gary Belew and John Housein are members of the U.S. Army Environmental Command ACUB Team.

Army Recognizes Top Environmental Programs

By Deborah Elliott , U.S. Army Environmental Command

Accomplishments from greening the way the Army makes TNT to increasing maneuver space through good environmental management earned Pentagon recognition in January, as the Army announced the winners of its highest honor for environmental stewardship.

Six installations, one team and one individual will receive fiscal 2006 Secretary of the Army Environmental Awards. The awards honor the Army's top programs in endangered species protection, historic preservation, waste reduction, environmental cleanup and pollution prevention.

Radford Army Ammunition Plant, Va., one of the Army's main TNT production facilities, won the award for Pollution Prevention, Team.

The U.S. Army Garrison Grafenwoehr, Germany, won the award for Environmental Quality, Overseas Installation, in part for its efforts to give Soldiers more room to train.

Karstin Carmany-George, a cultural resources manager at the Indiana Army National Guard, took the Cultural Resources Management, Team/Individual category by using technology to manage and preserve cultural resources and support the building of a state-of-the-art urban training complex.

Letterkenny Army Depot, Pa., won the Environmental Quality, Industrial Installation award by applying lean manufacturing methods as it delivered almost 900 reinforced armor High Mobility Multi-purpose Wheeled Vehicle (HMMWV) door kits to Soldiers in Iraq.

Fort Drum, N.Y., Cultural Resources staff constructed mock Moslem cemeteries and archeological sites for use as aerial gunnery avoidance target training and won the Cultural Resources Management, Installation award.

Fort Riley, Kan., environmental staff helped make land available for a Tactical Unmanned Aerial System operational area, earning the Environmental Restoration, Installation award.

At Camp Edwards Training Site, a Massachusetts Army National Guard installation, a robust training program that actually benefits 11 natural plant and animal communities, contributed to winning the Natural Resources Conservation, Large Installation award.

Fort Lewis, Wash., won the Pollution Prevention, Non-industrial Installation award by re-using lumber and other resources from building deconstruction to make improvements to training facilities.



Fort Drum was recognized for the cultural resources program it provides to 10th Mountain Division Soldiers, which netted the fort the Secretary of Defense Environmental Award for Installation Cultural Resources Management.

Fort Drum provides the 10th and other units with heritage training through educational outreach and resource-preservation=in-theater training that helps Soldiers slated for deployment demonstrate their respect for the people, land and culture of Middle Eastern countries.

The post's cultural resources staff produced some 40,000 decks of playing cards and another 50,000 Army Combat Uniform pocket cards that consist of photos and messages that help Soldiers better understand their surroundings, customs and traditions while deployed to Iraq or Afghanistan. The cards also foster respect for monuments, mosques and other religious sites.

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Today's Choices, Tomorrow's Army: What's Your Bootprint?

Fostering a Sustainability Ethic in the Army

By Karen J. Baker

"Achieving the vision of a sustainable Army will require a professional commitment from every member of the Army team – every leader, every Soldier, every civilian and every Family member."

Sergeant Major of the Army
Kenneth O. Preston

Sustainability connects our activities today to those of tomorrow. Everything that we do as an Army impacts the availability of resources we will have in the future. These resources – whether financial, human capital, or land, air, water and energy - are vital to the ability of our Soldiers of the future to train, as well as to our ability to provide our Army with the quality of life they deserve. Every choice we make – as individuals,

installations and as an Army – directly impacts the number of choices we will have in the future.

When the Army leadership established its six-goal sustainability strategy, *The Army Strategy for the Environment: Sustain the Mission, Secure the Future*, in the beginning of fiscal 2005, it recognized that we still had much to learn as an Army about sustainability.

The crafters of the strategy knew that for the Army to fulfill its commitment to "radically change the way we design, build, buy, transport and otherwise perform our mission" the Army would have to create a culture that fostered Army-wide commitment to sustainable

practices as well as spark the kind of innovation needed to find new sustainable solutions to some of our toughest problems.

Army Strategy for the Environment Goals

- Foster a Sustainability Ethic
- Strengthen Army Operations
- Meet Test, Training and Mission Requirements
- Minimize Impacts and Total Ownership Costs
- Enhance Well-Being
- Drive Innovation



A Fort Ahead. Reducing the Footprint of the Army

Sustainability – accomplishing today's mission in a way that enables future operations – now governs Army installation operations. Many installations today are putting 25-year sustainability plans into action. Here's a look inside a sustainable post where a generation of Soldiers live and train on an installation designed to last. It's about having the natural resources they need to train, a healthy environment in which to live, and the support of local communities and the American people.

"Triple Bottom Line Plus"

Sustainability is an organizing principle that calls for a system-wide, strategic approach that takes into account the connections found in the "triple bottom line" – often referred to in industry as "people, profit and planet" or "economy, environment and equity."

The Army Strategy for the Environment defined the triple bottom line for the Army as "Mission, Environment and Community." As the Army adapts practices that build synergies from the mission, environment and community interdependence and the Army bolsters its Triple Bottom Line with lower total costs, while it reduces impacts on the environment and the community. Lower costs are the "Plus" in the Army's "Triple Bottom Line, Plus" concept. Through it, Army Sustainability is linked with the Army's Business Transformation in driving the innovative transformation to a more affordable, sustainable Army.

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Today's Choices, Tomorrow's Army: What's Your Footprint?

Fostering a Sustainability Ethic in the Army (continued)

By Karen J. Baker

Figure 1 – Building a Sustainability Culture: One Potential Model Source: Army Environmental Policy Institute

Level 4. Continuously Improving/Full Execution/Maintenance

- Sustainability is considered in every Army mission
- Sustainability totally integrated into all Army doctrine, manuals and training
- Performance measures are collected and reported via fully automated system
- Army sets highest standards in land use, construction and energy use
- Renewable energy is the sole source for the Army
- Army supply and acquisition processes free financial resources while providing better ownership of natural infrastructure
- The Army actively collaborates with the public as a course of business
- Sustainability embedded in Army culture

Level 3. Approval/Acceptance/Implementation

- Deployed units are using renewable resources as a significant source of mission sustainment
- Partnerships with other world militaries lead to innovative practices
- Army installations are models as stewards of lands, construction and energy consumption
- Sustainability education down to the individual Soldier level
- The Army has a mature and structured public involvement training program
- The Army sustainability program recognized for drawing and retaining soldiers
- Army contracting facilitates the development of new industrial standards
- Sustainability is one primary consideration in Army acquisition process
- Army process improvement system continues to lower costs and reduce impacts

Level 2. Approval/Acceptance/Implementation

- Deployed units begin using renewable resources for mission sustainment and self-sufficiency
- Development of training/partnerships with other world militaries based on sustainability principles
- Army installations continue development of sustainable land use, infrastructure and energy use
- Sustainability training begins integration into its Warrior and leader training with established evaluation criteria
- Integration of public involvement training of all occupation specialties in the Army
- Army recruiting and retention use sustainability principles as a marketing issue to potential and current Soldiers
- Army contracting changes procurement specifications, which in turn develops new industry standards
- Sustainability is incorporated into Army acquisition process and regulations
- Army uses business improvement techniques to build pilot programs of best practices to lower costs and reduce impacts

Level 1. Sustainability Foundation/Planning

- Senior Leader commitment
- Sustainability Policy Leads designated
- Integration of Sustainability with Army strategic documents
- Building sustainability awareness across the Army
- Sustainability training under development
- Performance measures, data sources, and collection methods defined

Focus on Current Effort

For that reason, the Army selected “Foster a Sustainability Ethic” as a primary goal of the strategy. It was viewed as an enabling goal – by achieving this goal, the Army would be better equipped to achieve the other five. This summer, the Army Strategy for the Environment received the prestigious White House “Closing the Circle” award in a special “Sowing the Seeds of Change” category – evidence that it is leading the way in fostering that ethic for the entire federal government.

Yet, we are still at the beginning of this journey toward sustainability. Achieving the vision of a sustainable Army will require nothing less than creating a mindset in which every member of the Army team considers daily his or her personal impact – or “footprint” – on the environment. We need a common vision of what a sustainable Army looks like, committed leadership, and sustainability tools to get us there.

What does a sustainability ethic look like?

According to the definition set forth in the Army Strategy for the Environment, a sustainable Army “simultaneously meets current as well as future mission requirements worldwide, safeguards human health, improves quality of life, and enhances the natural environment.”

Sustainability is a systemwide strategic approach that takes into account the connections found in the “triple bottom line” of Mission,

Environment and Community.

By viewing all parts of our operations as part of a larger “system of systems” – the Army system and our joint environment, the community at large, economic and natural systems – we can leverage greater opportunities and draw from larger solution sets than we may have by looking at each system separately. Basically, we increase our choices in the future.

This type of systems thinking can be directly connected to the concept of the Army Pentathlete described in Army Regulation 600-100, “whose versatility and athleticism - qualities that reflect the essence of our Army – will enable them to learn and adapt in ambiguous situations in a constantly evolving environment.”

Achieving sustainability requires the flexibility, adaptability and ability to handle complexity that we are building in our Army leaders.

Figure 1 to the left shows a notional model of how sustainability may be inculcated into the Army culture. As the Army moves from its current state of learning at Level 1 to the highly-evolved state described at Level 4, certain sustainable practices become a course of doing business. Eventually our sustainability ethic becomes so integrated into our culture and values system that it is simply woven into the fabric of our daily operations. We reach a level in our learning that psychologists and educators refer to as “uncon-

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Fostering a Sustainability Ethic in the Army (continued)

By Karen J. Baker

sciously competent" – we have become so skilled in sustainable practices that they simply become second nature.

One of the first steps in the journey from Level 1 to Level 4, is sustainability training. In "The Sustainability Advantage," Bob Willard, a former IBM executive turned sustainability consultant, recommends that in order to foster that kind of culture, the organization should commit to long-term sustainability training and education that further clarifies the organization's vision. The Army has several unofficial "Sustainability 101-501 courses" that could be made available to a wider audience, as well as incorporated into other Army training and doctrine. As the Army is reviewing and revamping its curriculum to build the Pentathlete, sustainability should be an essential component in new training courses. In addition, the Army needs to find ways to build a critical mass of personnel skilled in the tools that will make us more sustainable, such as life-cycle costing, master planning, public involvement and sustainable design.

Even more important than developing the "know-how," the Army needs to have leaders who set a compelling vision for sustainability. In *Built to Last*, Collins and Porras describe successful corporations as ones who set "Big Hairy Audacious Goals" or BHAGs. Sustainability is a BHAG and the goals set forth in the Army Strategy for the Environment are intentionally big in order to communicate a vision of the future Army we wish to create.

Leaders who can communicate and demonstrate a compelling vision foster environments in which employees connect to that vision and commit to their role in achieving the vision. According to Willard, "Commitment is very different from 'compliance.' Commitment engages the energy and creativity of people's hearts, minds and hands, while compliance only engages their hands."

Communicating a vision of sustainability can sometimes be a challenge. Complex concepts often must be connected to concrete items or actions for people to truly comprehend and to connect to the way ahead. One mechanism that can help paint a visual picture and help build awareness of the connection of Army activities to larger systems is the concept of the ecological footprint – or perhaps more appropriate, the Army's "footprint."

The Footprint

The Army's commitment to sustainability has grown out of the recognition that society is leaving a deeper and deeper ecological footprint on the earth ... a footprint that, unaddressed, will affect the Army's mission, at home, and around the world.

– Army Sustainability Video

The ecological footprint has been a mechanism long used by sustainability planners and educators to build a more complete picture of the impact that human activities have on nature. Put very simply, an ecological footprint takes into account all the resources people

consume and the waste that they generate and calculates how many acres of land those activities consume. Since we often haul waste "away" and resources used to produce and transport things we use daily – like food and energy – can come from far away locations, our true impact on nature is far bigger than our immediate living area.

A Pentathlete

- (1) Is a strategic and creative thinker.
- (2) Builds leaders and teams.
- (3) Is a competent full-spectrum warfighter or accomplished professional who supports the Soldier.
- (4) Is effective in managing, leading changing large organizations.
- (5) Is skilled in governance, statesmanship, and diplomacy.
- (6) Understands cultural context and works effectively across it

– Army Regulations 600-100, Army Leadership

An ecological footprint can more closely show the "true" impact of our activities. Footprints can be calculated on a variety of scales – for example, nations, regions, cities, installations, specific operations, units and individuals.

All the activities on an installation have an impact on our mission, environment and community.

The footprint concept has been used in conjunction with installation sustainability planning. When Fort Benning, Ga., held sustainability goal-setting sessions with key members of the local community, it developed a fact sheet on its "footprint," listing facts and figures of aspects of its operations – such as population, number of vehicles, and total land holdings – that shape the environment.

In 2003, the Army Environmental Policy Institute (AEPI) conducted a pilot project designed to calculate the footprint of two Army installations. The study, conducted in partnership with Natural Strategies, a sustainability consulting firm, and Redefining Progress, a non-governmental organization, attempted to use data intensive analysis to devise a common metric that might be used to help communicate sustainability issues, priorities and results. Looking at the activities of the personnel and families living on the installations and the activities that directly support military operations, the researchers were able to calculate a footprint that gave a more complete picture of areas of focus for reducing environmental impact. The study looked at four key areas: facilities, transportation, products and services and food.

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Often the people have trouble connecting their actions to the larger sustainability picture and want assistance in learning what they can do as individuals. Part of fostering a sustainable ethic is helping people to adopt practices where they live and work. A number of "footprint calculators" – most notably myfootprint.org by Redefining Progress (although there are many other versions) – are available online and are easily used by individuals. They walk users through a series of questions about the types of food they eat, energy they use, homes they own and cars they drive in order to calculate the number of global acres the individual user consumes. The output also gives the user the number of "Earths" that would be needed if everyone on the planet consumed the same number of resources as the user.

These kinds of tools can give individuals very specific information about changes that can be made in their lifestyles that would support a more sustainable environment. It's important to note that this isn't necessarily an exact science. Some participants who have been asked to calculate their footprint for specific Army sustainability workshops mentioned that they had to guess at some of the inputs, which could have altered their scores. Others felt frustration that reducing their footprint by any measurable amount would require huge lifestyle changes and sacrifices that they weren't ready to

make – "I'll have to give up my car and go vegan just to get a slight reduction in total acres!"

Individual footprint calculators and installation footprint analysis are thus best approached as learning and awareness tools that help us identify areas for change. They can give quite a bit of information about where we have opportunities to make different choices that will move us closer to sustainability. If nothing else, they start us down



the path to thinking about the practices we can change and pinpoint areas for which we need more data and more learning, so we can continue to find new solutions in the future.

Ways to Reduce the Footprint

In the study conducted by AEPI, it was found that the biggest contributor to the ecological footprint of the installations studied was energy use. The energy portion of the footprint was calculated by determining the amount of land needed to absorb carbon dioxide

due to energy use. In both cases, energy was more than 70% of the total footprint.

Some of the energy use could be offset by reducing fossil fuel use and more investment in alternative energy. However, some simple practices, such as turning off lights and computers when not in use, can have immediate, meaningful impact. In December 2005, the Office of the Assistant Secretary of the Army for Installations and



Environment issued interim policy guidance for energy conservation. The policy memo requires most general purpose office equipment – to include computers – to be turned off at the end of every business day. Computers are only allowed to remain on if the computer is capable of, configured, and enabled for energy saving features such as standby or low energy usage modes, which are activated after 30 minutes of inactivity.

Energy is an area where conservation efforts can reap great cost savings. In a recent Army News article,

Don Juhasz, ACSIM's utilities and energy team chief said, "The Army is one of the government's largest utility customers, spending nearly \$1 billion annually on those costs. Just a 10 percent decrease in utility consumption would lower the government's expenditures more than \$100 million a year."

During 2007 the Army will roll out a strategic action plan that will set forth initiatives in a number of areas designed to move the Army closer to its sustainability goals. However, there are many things that garrison commanders can do now to foster a sustainability ethic and generate more sustainable practices. The following is just a short list of a few ideas:

- Build awareness. Become familiar with the Army Strategy for the Environment and its goals and help

educate your team. The Army sustainability Web site – www.sustainability.army.mil – has best practices from installations, as well as an award-winning video that can be viewed – and ordered – from the Web site.

- Make sustainability part of the plan. The Army sustainability Web site also contains a guide for installations that want to start sustainability planning with their communities. At least 13 installations are now involved in 25-year goal-setting exercises with their

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communities and more are starting the process. In addition, review your current plans, policies and programs through a sustainability lens. How do they each support mission, environment and community? What is your plan for energy conservation? How well are you putting green procurement policies in place?

- Make everyone part of the effort. Demonstrate commitment and encourage creativity by finding ways to connect everyone to the larger effort. In addition to holding people responsible for meeting sustainability goals, reward and foster an atmosphere that sparks the generation of new solutions. One way may be to hold a "What's Your Footprint?" competition for the person who can show they have the smallest "footprint" using a footprint calculator, or for the person with the best footprint-reducing idea.

Conclusion

At the core of all we do as an Army is the realization that no battle is ever won without "boots on the ground." Considering our footprint – the impact we have on air, land, water and energy resources – in all of our activities, ensures that we retain options for the future and provide our future Soldiers with the resources they will need to complete their mission.

As the Army continues its journey toward sustainability, much still needs to be done to foster a sustainability ethic. A greater awareness of the benefits of sustainability needs to be embraced amongst all leaders, better training has to

be in place, and we need more tools that make complex concepts concrete and actionable. The best ideas – the solutions that will take us further – will not come about because they are dictated from the top – but because we have created a culture where innovation thrives and where every member of the Army team is connected to the sustainability vision.

At one point in the Army sustainability video, a Soldier is shown walking across a sandy beach. As each footprint makes its mark in the sand, it disappears, to symbolize the end state we are trying to reach – where our actions as an Army leave no trace.

When the video was shown in a recent Army sustainability workshop, one instructor said, "Wait, I think you're selling yourselves a little short here. Your goal isn't just to reduce the footprint, but to turn it into something that leaves a positive mark." That concept has been advocated by many sustainability experts – that beyond just reducing our negative impacts on the environment, we should look to how our activities can have restorative, regenerating effects.

Thus, our footprint can be seen as the imprint we leave for future generations. Not simply the changes we make to reduce our effects on the environment, but the decisions we make and the activities we

engage in to build a better Army. The Soldiers and Army Families we support. The communities we help improve. The teachings and examples we pass on to the next set of leaders.

So ... what's your footprint?

Karen J. Baker is senior fellow with the U.S. Army Environmental Policy Institute, Arlington, Va. Ms. Baker also is chair of the Army Public Involvement Committee, a group of practitioners who develop tools and policy to help the Army engage its stakeholders in its decision-making processes, and the vice chair for Sustainability for the Society of American Military

Engineers' Environmental Committee. She holds a Master of Science degree in environmental sciences and policy from Johns Hopkins University and a bachelor's degree in marketing from the University of Maryland. She has received advanced training in health risk

communication and is a graduate of the Public Affairs Officer Qualification Course at the Defense Information School.

(By the time of publication, Ms. Baker will have transitioned to a new position as the Chief, Planning and Strategy Division, within the Strategy and Integration Directorate of Headquarters, U.S. Army Corps of Engineers.)

The views expressed by the author do not reflect the official policy or position of the Department of the Army, Department of Defense or the U.S. Government.

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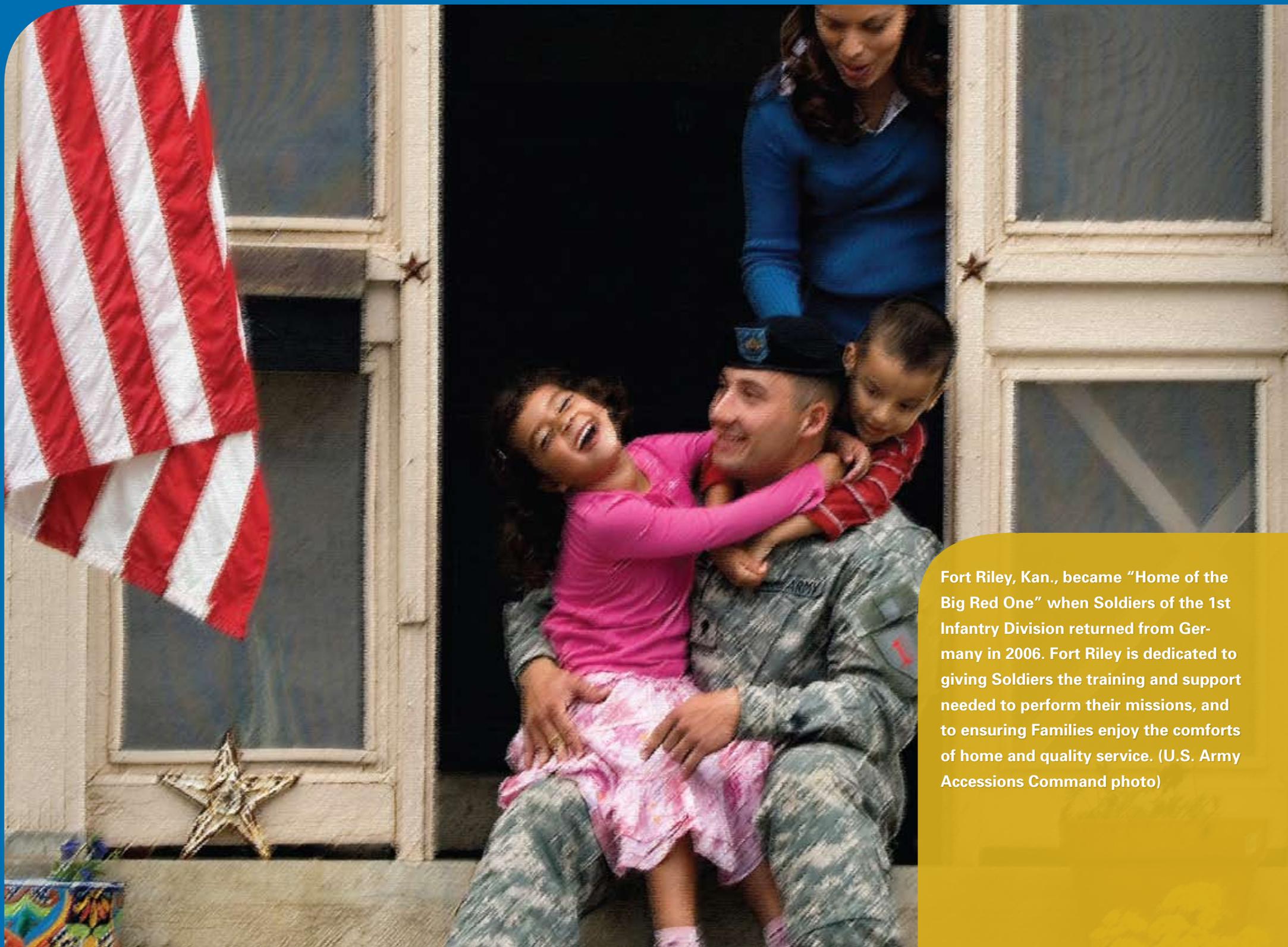
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Fort Riley, Kan., became "Home of the Big Red One" when Soldiers of the 1st Infantry Division returned from Germany in 2006. Fort Riley is dedicated to giving Soldiers the training and support needed to perform their missions, and to ensuring Families enjoy the comforts of home and quality service. (U.S. Army Accessions Command photo)