

# CHAPTER 17

## INSTALLATION COMMAND AND MANAGEMENT

*“The Army installation is the Army's home. Its land, buildings and infrastructure support soldiers and their families, sustain our mission and showcase our values and heritage. It is the place where Army families live, work, and play, and the platform for projecting Army combat power. Its location, layout and livability can help or hinder the readiness of our force.”*

Army Green Book, Association of the United States Army, October 2000: “Army Installations and the Future,” by Major General Robert Van Antwerp Jr., Assistant Chief of Staff for Installation Management.

### SECTION I INTRODUCTION

#### 17-1. Chapter content

- This chapter describes how the Army manages installations. It includes—
- An overview of the Army’s installation environment.
- Major command (MACOM) installation management organization.
- A description of key installation management positions.
- Installation management professional development.
- Organization of installation staffs.
- The Army Installation Strategy.
- Major installation management initiatives and programs.

#### 17-2. The Army’s installation environment

**a.** The United States Army today is a power projection force capable of responding rapidly to threats against national interests anywhere in the world. Army installations are power projection bases, power projection support bases, and sustaining bases. However, they all have one important aspect in common – they must continue to provide an adequate working environment for our quality people. Quality of life for soldiers, civilian employees and family members is an integral part of sustaining the force.

**b.** The Army, now largely based in the continental United States (CONUS), continues to refine and enhance its power projection and sustainment capabilities. Constrained budgets are focusing renewed attention on effective installation management.

**c.** What is an installation? An installation is defined as an aggregation of contiguous or near contiguous, common mission-supporting real property holdings under the jurisdiction of the Department of Defense (DOD) or a state, the District of Columbia, territory, commonwealth, or

possession, controlled by and at which an Army unit or activity (Active Army, USAR, or ARNG) is permanently assigned. Installations reflect a diversity of organizations, tasks, and missions – all of which challenge the ability to command and manage. Within the Army, an installation may be referred to by such names as post, camp station, fort, subpost, depot, arsenal, proving ground, base, laboratory, or ammunition plant. No two installations are exactly the same.

**d.** Installations are the Army's "face" to the nation and the world. CONUS installations are the only "Army installation" most Americans see on a regular basis while OCONUS installations provide that perspective to the international community. Most CONUS installations today are more than 50 years old; many are more than 100 years old. Most OCONUS installations were acquired directly after World War II and the Korean War. Installations are assigned to MACOMs or components based upon the units that are located at the installations.

**e.** Installations are big business. The Assistant Chief of Staff for Installation Management (ACSIM), Headquarters, Department of the Army (HQDA) manages Defense and Army resources in excess of \$11 billion. Approximately 97,000 persons, paid by military funds, appropriated funds, and non-appropriated funds, perform installation management functions. Installations cover over 15 million acres of land, more than the combined acreage of the States of Maryland, Connecticut and Rhode Island. Installations maintain more than 160,000 buildings covering more than one billion square feet (the area of 160 Pentagons). Army facilities represent a replacement value of more than \$216 billion.

**f.** Most importantly, installations are home to the force and home to the Army family—where the Army lives, works, trains, sustains and prepares to meet tomorrow's challenges. Army posts and surrounding communities are home to well over one million service members and their families. Installations house half of Army families and nearly 200,000 single soldiers. Army posts are where a quarter of a million civilian employees and tens of thousands of contract employees come to work every day.

**g.** What is installation management? Installation management is defined as the process of directing and integrating the provision of all functions, to include base support, military construction (MILCON), and Army family housing, as well as the resources needed to operate the installation on a day-to-day, long-term, strategic basis. Installation management is a fairly new term in the Army. During the 1980s and early 1990s a host of inspections, studies, and surveys determined that installations could be managed far more efficiently and effectively. As a result, the Army leadership in the mid-1990s took these major actions—

- (1) Establishment of the ACSIM in 1993.
- (2) Establishment of centrally selected garrison commanders in 1993.
- (3) Establishment of pre-command courses for both garrison and installation commanders in 1994.
- (4) Publication of the first installation management doctrine, FM 100-22, *Installation Management*, in 1994.

**h.** These actions were taken to improve integration of the widely varying, often competing, functional areas at the DA level and to better train commanders for the increasingly complex and important work of running installations.

### **17-3. ACSIM mission and functions**

The ACSIM is an element of the Army Staff and acts for and exercises authority of the Army Chief of Staff in the promulgation of policy and integration of doctrine pertaining to the operation of Army installations. Major responsibilities of the ACSIM are:

**a.** Formulates and executes plans, policies, programs and procedures on matters relating to overall management and resourcing of Army installations worldwide.

**b.** Develops and directs execution of Army programs and management concepts to ensure installations are capable of supporting and promoting stationing plans, strategic mobility power projection, military training and readiness, environmental quality, and quality of life for soldiers and their families.

**c.** Develops and directs policy, planning, budgeting and programming for installation resource requirements including family housing construction and operations, unaccompanied personnel housing, military construction (MILCON), real property maintenance and repair, energy, environmental compliance, conservation, pollution prevention, restoration, base realignment and closure (BRAC), community and family support programs, morale, welfare and recreation (MWR), and other base operations support.

**d.** Advises senior Army and OSD leadership on planning, development, implementation, and resourcing of comprehensive installation management requirements.

**e.** Sets standards and evaluates the condition of installation facilities, environmental quality and base operations services.

**f.** Serves as the proponent for installation management doctrine, professional development of installation and garrison commanders and staff, and operational policy for the reorganization, realignment and closure of installations.

**g.** Recommends and directs the implementation of policies and procedures to identify and exploit opportunities to achieve economies and efficiencies through outsourcing and privatization of base operation activities.

## **SECTION II**

### **MAJOR COMMAND (MACOM) INSTALLATION MANAGEMENT ORGANIZATION**

#### **17-4. General**

**a.** While all MACOMs exercise some sort of installation management, installation management at the MACOM level is usually associated with the Training and Doctrine Command (TRADOC) and the Forces Command (FORSCOM). FORSCOM uses the Deputy Chief of Staff for Personnel and Installation Management (DCSPIM) while TRADOC uses the Deputy Chief of Staff for Base Operations (DCSBOS) to manage their installations. Both concepts combine most base operations under a single organization. Army Material Command (AMC) installations are typically depots, proving grounds, arsenals, laboratories and ammunition plants. The industrial nature and low troop strength of these installations differs from the troop environment typically found at TRADOC and FORSCOM installations.

**b.** The Army uses a concept of sub-installations and sub-communities to enhance the effectiveness of operations. For example, in CONUS the Army assigns multiple installations in the same geographical area to a given MACOM. The Army also uses the concept OCONUS where a given mission element is located at multiple locations.

### **17-5. Installation organization**

A typical installation organization consists of a command element and four functional groupings of organizations.

**a. The mission element.** The mission element is the primary organization(s) of the installation. It is the installation's reason for being. An example of a mission element is the III Corps Headquarters at Fort Hood, Texas or the U.S. Army Field Artillery Center and School at Fort Sill, Oklahoma. There is no single mission element at installations established solely to support tenants.

**b. Non-supporting tenants.** Non-supporting tenants are present at most Army installations. These are organizations that contribute to neither the primary mission nor the specific support function of the installation. An example is the Military Traffic Management Command, Transportation Engineering Agency located near Fort Eustis, Virginia.

**c. Supporting tenants.** There is a relatively standard grouping of supporting tenants at most Army installations. These are organizations assigned to MACOMs other than the installation's MACOM. They are located at an installation to provide a particular service. Examples are health services, criminal investigations, exchange and commissary services, the Corps of Engineers, and dependent schools at OCONUS locations.

**d. U.S. Army garrisons.** These may include area support groups or installation support activities in some MACOMs. The garrison organization operates the installation and provides supporting services.

## **SECTION III**

### **KEY INSTALLATION POSITIONS**

#### **17-6. Installation commander**

The installation commander is usually the senior Army commander on the installation. The installation commander has responsibility for the real estate, facilities, operations, activities and personnel on an installation. Commanders of depots, arsenals, proving grounds, and Army divisions and corps may also be installation commanders. Commanders of divisions or corps must consider that in most cases they will deploy with the force. Therefore, garrison or installation support activity commanders provide the continuity of the installation command when the installation commander deploys.

#### **17-7. Garrison commander and installation support activity commander**

Garrison commanders are centrally selected for lieutenant colonel and colonel posts on the command selection list (CSL). They are selected for a two-year assignment and unlike all other CSL positions may be extended for a third year by the MACOM commander. The garrison and installation support activity commanders are responsible for day-to-day operations. They are responsible for the comprehensive planning necessary to achieve and maintain excellent living and working conditions for all personnel on the installation. They are also responsible for supporting local mobilization plans. During deployment they remain at the installation to receive follow-on reserve components. They also care for the families and civilians left behind and sustain other critical post missions. The installation commander may assign other missions for the garrison and installation support activity commander to accomplish as required. For example, on some installations the garrison commander is assigned the additional duty of being the installation chief of staff. The garrison commander may be assisted in all aspects of base

operations management (except in instances of command authority) by a civilian executive assistant (base operations).

#### **17-8. Area support group commander**

**a.** The Army uses an area support group (ASG) to manage multiple, geographically dispersed installations OCONUS. Unlike organizations in the reserve components with the same title, these active component units generally do not have a mission of providing combat service support. In Europe and Korea the ASG serves as a command and control headquarters for subordinate base support battalions. Although some may have an on-order to support continuity of operations (CONOPS), most are focused exclusively on a fixed installation management mission.

**b.** Central selection boards select the commanders for these groups. These officers are colonels or promotable lieutenant colonels. Area support group commanders execute the day-to-day management of installations under their control in much the same way garrison and installation support activity commanders perform in the CONUS.

#### **17-9. Base support battalion commander**

The Army may use the base support battalion (BSB) to manage garrisons OCONUS. Usually these base support battalion commanders operate under the command of an ASG. They perform their functions in much the same way garrison and installation support activity commanders do at a CONUS sub-installation. Their primary focus is the delivery of services with policy and management oversight provided by the ASG. OCONUS ASGs and BSBs use area support teams to manage sub-installations. These are small activities of service providers who operate under the command and control of the ASG or BSB.

#### **17-10. Executive assistant (base operations)**

The executive assistant (base operations or BASOPS) is a civilian position that functions as the deputy to the garrison commander in CONUS or the ASG/BSB commander OCONUS. The incumbent may act in the absence of the commander on all matters except those involving command authority. An executive assistant is generally responsible for the overall administrative management within the garrison, coordination of requirements and activities between the garrison and multiple clientele, and assistance to the commander in implementing all policies, programs and services in support of base operations. This position may serve as a target for base operations civilian employees engaged in cross-functional professional development.

### **SECTION IV**

## **INSTALLATION MANAGEMENT PROFESSIONAL DEVELOPMENT**

#### **17-11. Additional Skill Identifier (ASI) 6Y (Installation Management)**

The complexity of installation management presents a challenge to the managerial expertise of military garrison staff officers. Officers having performed effectively in their BASOPS capacity may be recommended by their commander for ASI 6Y validation. The installation commander is the certifying official for awarding of the 6Y skill identifier at the installation level. This ASI identifies positions requiring personnel trained in installation functions such as resource management, engineering management, logistical management, contract management, plans and training management, and community and family support management. This personnel designation may lead to BASOPS assignments as an installation commander, garrison

commander, deputy garrison commander, chief of staff, installation manager at a MACOM or HQDA, or as a principal garrison staff officer.

#### **17-12. Garrison Pre-Command Course (GPCC)**

The Army Management Staff College conducts this course, with a target population of lieutenant colonels and colonels centrally selected for garrison command. The course is also available to civilian executive assistants (BASOPS). It is an intensive 2 ½-week coverage of personnel, financial, facility engineering, environmental, morale, welfare and recreation (MWR) practices and issues, as well as other related topics. It is taught in small group seminars that focus on real-world issues, problems, options and relationships. Hands-on experience is achieved through field trips, staff walks and roundtable discussions with current garrison commanders. In addition, presentations are made by the ACSIM or Deputy ACSIM.

#### **17-13. General Officer Installation Commander's Course (GOICC)**

The Community and Family Support Center (CFSC), in conjunction with the Army Management Staff College offers this 4 ½-day course for general officer installation commanders which focuses on installation management and morale, welfare and recreation (MWR) functions. The Chief of Staff, Army has designated the course as mandatory for all installation commanders, deputy installation commanders, and MACOM staff principals with installation responsibilities. The course is conducted as a small group seminar and requires active participation by the attendees. The course utilizes groups processes and case study techniques to challenge values and assumptions and provide important information and tools enabling attendees to excel in executing their BASOPS and MWR program responsibilities.

#### **17-14. Garrison Sergeant Major Course (GSGMC)**

This one-week course is designed for garrison/area support group/base support battalion sergeants major. It is focused at the command group level and deals with the decisions that the garrison commander/sergeant major team will be asked to make on a daily basis, and on the information that they will need to make those decisions. The course introduces BASOPS and Installation Management functional area structure, as well as current doctrine and policy. Employing panels, case studies, and practical exercises, the program explores actual garrison situations, and the tools, techniques, and procedures in use by commanders and sergeants major across the MACOMs to achieve mission requirements under conditions of limited resources. The course is conducted in an interactive, seminar format. Participants must actively participate in order for the objectives to be reached. Each GSGMC is conducted concurrently with a GPCC so that there is interface between the participants of both programs. The course includes senior Army leaders and functional area experts as guest presenters, addressing current and future garrison issues.

### **SECTION V**

#### **INSTALLATION STAFF ORGANIZATION**

#### **17-15. Installation special and personal staff**

The commander appoints and specifies the duties of the installation special and personal staff. The staff size and composition will vary by installation based on its mission. The positions are listed below. FM 100-22, *Installation Management*, provides descriptions of their responsibilities.

- a. Inspector general (IG).

- b. Staff judge advocate (SJA).
- c. Internal review and audit compliance (IRAC).
- d. Command historian.
- e. Public affairs officer (PAO).
- f. Installation chaplain.

#### **17-16. Garrison/area support group/installation support activity**

The installation, area support group, or installation support activity staff provides the garrison commander assistance and functional area expertise in assigned areas of responsibility. Functional areas are listed below. Refer to the functional descriptions in FM 100-22 as a guideline for organization structure considerations.

- a. Directorate of plans, training and mobilization (DPTM).
- b. Directorate of counterintelligence and security (DCINT/SEC).
- c. Equal employment opportunity office (EEO).
- d. Director of health services (DHS)/ director of dental services (DDS).
- e. Headquarters commandant.
- f. Office of the provost marshal (PM).
- g. Directorate of personnel and community activities (DPCA).
- h. Directorate of resource management (DRM).
- i. Directorate of logistics (DOL).
- j. Directorate of public works (DPW).
- k. Directorate of installation support (DIS).
- l. Directorate of information management (DOIM).
- m. Directorate of contracting (DOC).

#### **17-17. Installation management personnel designations**

AR 600-3, *The Army Personnel Proponent System*, reflects the following career designations for Army installation management proponency:

- a. Additional Skill Identifier (ASI) 6Y, Installation Management.
- b. Career Field 29, Executive Assistant (BASOPS).
- c. Career Program 27, Housing Management.
- d. Career Field 51, Morale, Welfare and Recreation.
- e. Career Program 18, Engineers and Scientists (Resources and Construction) (limited to facilities engineering and environmental management responsibilities).

## SECTION VI INSTALLATION STRATEGY

### 17-18. Installations: A Strategy for the 21st Century

The Army's vision for installation management is found in *Installations: A Strategy for the 21st Century*. This document, first published in 1992 and updated in 1998, is the result of a HQDA cross-functional effort which developed an installation vision, eight strategic goals (listed below), and broad guidance for installation-related actions. It represents a shared view among the functional elements of what must be done to achieve the desired end state: world-class power projection platforms. It also serves as a lens to focus the efforts of the diverse programs, organizations, and offices involved in managing and supporting our installations. The intent is to achieve these goals, obtain the requisite commitment and programming of resources, and support the required changes in business practices and policies to accommodate the needs of installation commanders.

### 17-19. Strategic goals.

Eight strategic goals have been established to guide accomplishment of the installation strategy.

- a. **Goal 1:** Reshape installations to meet power projection specifications.
- b. **Goal 2:** Formulate soldier and civilian employee programs to enhance quality of life and improve the living and working environment for soldiers, families and civilians.
- c. **Goal 3:** Achieve total integration of environmental stewardship into installation operations.
- d. **Goal 4:** Establish and resource an Investment Plan for our enduring installations to revitalize or replace installation infrastructure operations.
- e. **Goal 5:** Complete installation-level business process and functional design to offset the impact of downsizing and continuing resource constraints, improve service, and reduce the costs of running installations. Incorporate modernized telecommunications networks to support voice, data and image services.
- f. **Goal 6:** Promote community, interservice, and interagency partnerships for facilities and services to improve operations, customer service, and fiscal effectiveness and efficiency.
- g. **Goal 7:** Attain resource management flexibility for the garrison commander through policy, procedures and systems changes that will enable commanders to operate their posts as business activities and maximize the effectiveness and efficiency of resources.
- h. **Goal 8:** Transform the Army's human resource programs to build a participative committed installation management team capable of meeting the uncertainties and technological complexities of a constantly changing environment.

## SECTION VII MAJOR INSTALLATION MANAGEMENT INITIATIVES AND PROGRAMS

### 17-20. Strategic communications

ACSIM makes every effort to keep garrison commanders and other members of the BASOPS community informed. ACSIM has established a home page site on the Internet at <http://www.hqda.army.mil/acsim> that provides news of current initiatives, commentary from the ACSIM, and an on-line version of the quarterly newsletter as well as links to ACSIM division

sites, MACOMs, posts, and other BASOPS-related web sites. The ACSIM also provides Garrison Commanders' Notes—items of interest to garrison commanders, executive officers, and base operations action officers—via email on an as-needed basis.

### **17-21. Doctrine**

The ACSIM established installation management doctrine with the publication of FM 100-22, *Installation Management*, on 11 October 1994. The doctrine describes how installations support the Army's role in the National Military Strategy and warfighting doctrine. It serves as the authoritative foundation for organizing, structuring and managing garrison operations. The scope of this doctrine provides the impetus for change in how installations are managed. Its publication gave commanders the flexibility to organize their garrison structure to operate as efficiently and effectively as possible within their resources. Consequently, AR 5-3, *Installation Management and Organization*, was rescinded. FM 100-22 is currently under revision at TRADOC.

### **17-22. Privatization and outsourcing**

a. Outsourcing is a powerful tool that the Army uses to re-engineer, streamline, become more business-oriented, and ultimately to make better use of resources. Outsourcing is defined as the transfer of a function previously performed in-house to an outside provider. Privatization is a subset of outsourcing that involves the transfer or sale of government assets to the private sector.

b. Privatization and outsourcing provide opportunities to leverage technology and achieve cost savings. These management tools can assist in increasing the share of resources applied to other Army priorities such as modernization. The installations conducting the studies and implementing the initiatives are key to the success or failure of the effort. Installations should take the broadest possible view of outsourcing, one that explores innovative partnerships with both private enterprise and the public sector, i.e., state/local governments, other DOD/Federal entities, and non-profit agencies. If outsourcing is narrowly defined as simply contracting out in-house functions, other opportunities for economies and efficiencies will be missed. As privatization and outsourcing opportunities continue to be examined, risks and capabilities must be assessed before taking action.

c. Private industry support is imbedded in many of the Army's functions today. Army training, maintenance and other logistics functions, research and development, manufacturing, and base level services are all carried out with substantial industry support. The current Army outsourcing focus is on the Department of Defense effort to address and implement Commission on Roles and Missions (CORM) recommendations in the areas of depot maintenance, material management, housing, base commercial activities, education and training, data centers, and finance and accounting. The Army is researching and implementing solutions to problems through greater reliance on private industry in other areas as well. Specific initiatives are cited below.

(1) In February 1996, President Clinton signed into law the Defense Authorization Bill, now Public Law 104-106, known as the Military Housing Privatization Initiative. These authorities provide the Services with alternative means for construction and improvement of military housing (family and unaccompanied personnel). Under these authorities, the Services can leverage appropriated housing construction funds and government-owned assets to attract private capital in an effort to improve the quality of life for our soldiers and their families. This legislation provides a way to maximize use of limited appropriated funds, land, and existing facilities to encourage private sector investment. Under the Residential Communities Initiative

(RCI), the Army plans to establish long-term business relationships with private sector developers for the purpose of improving military family housing communities. The Army will provide the developer a long-term interest in both land and family housing assets. These developers will become the master community developers for the Army community. The primary source of financial return for the developers will be the revenue stream generated from the military personnel's basic allowance for housing, which will be paid as rent. The Army is engaged in a pilot program for family housing privatization, which includes projects at Forts Carson, Hood, Lewis and Meade. In November 1999, Fort Carson became the first Army installation to privatize family housing. The other three pilot projects are in various stages of development and will be fully privatized in FY 2001. These projects represent almost 14 percent of all the Army's owned military family housing units in the United States. The Army plans to extend privatization to other sites once pilots can be fully evaluated. Recently, Congress extended housing privatization authorities through 31 December 2004.

(2) Owning and operating utilities are not Army core functions. Privatizing installation utilities frees the Army of ownership responsibilities and leverages the financial, technical and management capabilities of public and private utility organizations. Since December 1997, privatizing utilities is also a Defense Reform Initiative. The Army goal is now to privatize 320 electric, gas, potable water and sanitary wastewater utility systems worldwide by 30 September 2003, where economical and not prevented by unique security reasons. At the end of FY 2000, the Army had privatized 13 systems and exempted 28 systems. The *National Defense Authorization Act for FY 1998* granted to the Army authority to privatize utility systems after a 21-day notification period. The Army is partnering with the Defense Energy Support Center within the Defense Logistics Agency to assist installations by streamlining the procurement process and seeking opportunities to regionalize or bundle utilities across installation, MACOM and Service boundaries.

### **17-23. Commercial activities**

a. The Army has had an active Commercial Activities Program in place since the late 1970s. Studies are conducted at the installation level, under the guidance of OMB Circular A-76, *Commercial Activities*. The circular provides for competition between the government and commercial sources and specifies how to conduct cost comparisons. Army Regulation 5-20 and DA Pamphlet 5-20 provide the Army's policy and instructions for meeting the statutory and other regulatory guidelines. The Army and DOD understand the problems associated with the Commercial Activities Program and are working to change laws, remove barriers, and streamline the processes to facilitate outsourcing where it makes good business sense. Commanders have a variety of lessons-learned and other documented experience, audit and inspection reports, and standard study and contracting documents that can help reduce the work of the study process so that efficiencies and economies can still be achieved in the near-term.

b. In conducting an A-76 cost competition, installations—

- Solicit bids or proposals from private firms.
- Streamline the in-house organization into a most efficient organization (MEO).
- Develop an “in-house bid” based on the MEO (following detailed costing rules) and have it reviewed by an auditing organization (Army Audit Agency or Installation Internal Review).
- Select the lowest bid or best value proposal from the solicitation, and add 10 percent of the personnel-related in-house costs to account for intangible transition costs.

- If the result is lower than the “in-house bid,” convert to contract; if the result is higher, reorganize into the MEO.

c. Between 1 Oct 96 and 13 Dec 00, the Army completed 85 A-76 cost competitions covering over 3,867 manpower positions. An additional 23 studies of 6,724 positions have reached cost comparison (tentative decision), but possible appeals and protests are still pending as of 13 Dec 00. These 108 studies included many entire DOLs and DPWs, as well as other functions and activities such as custodial services, laundry, and food services. The results achieved include—

- 23 full cost comparison decisions (16 in-house and 7 contract decisions).
- 42 direct conversions.
- 23 tentative cost comparison decisions (10 in-house and 13 contract decisions).
- 110 ongoing studies of 23,800 spaces.
- Total dollar savings averaged 33 percent (comparing pre-study in-house cost, estimated using A-76 costing procedures, to the winning bid, whether in-house or contract). (These A-76 calculations include non-agency costs).

d. The above facts highlight the effect that competition has on the cost of performing a function.

e. Over time, the laws and rules associated with contracting-out have become more specific and constraining. While these may inhibit outsourcing decisions and implementation, only a limited number of absolute prohibitions to contracting exist. For example, firefighter and security guard services may not be contracted within the Department of Defense (DOD), unless they were already contracted as of September 24, 1983. Title 10, United States Code, Chapter 146, provides most of the legal foundation for reporting and conducting the studies of commercial activities. Of primary concern is the impact of contracting-out on Federal employees. Additionally, the Army has exempted childcare and youth service functions from competition.

f. While commercial activities cost competitions are difficult, lengthy and stressful, they make the Army more efficient and significantly reduce costs.

#### **17-24. Environmental Compliance Program**

This program focuses on activities designed to ensure that current operations at Army installations and activities (including civil works project sites) meet or exceed Federal, State and local environmental requirements, as well as the applicable final governing standards (FGS) overseas. These requirements include statutes, case law, Presidential Executive orders, regulations, policies and directives principally in the areas of air quality, radon, asbestos, lead-based paint, environmental noise, safe drinking water, wastewater, hazardous and munitions waste, solid waste, underground storage tanks (USTs), and the *National Environmental Policy Act*. This makes full compliance a very challenging and sometimes elusive goal. Nevertheless, the Army continues to make progress in this area as reflected by the gradual decline (beginning in FY 1992) in the overall violation rate and number of enforcement actions received and the number of open enforcement actions. The greatest challenge for the Army will be to continue to improve its compliance posture, and at the same time, effectively transition to a compliance through pollution prevention mode of operation.

### **17-25. Hazardous Substances Management System (HSMS)**

In January 1996, the Deputy Chief of Staff for Logistics (DCSLOG) signed a message mandating pharmacy-like centralized hazardous materials management systems be established at all AMC installations not already utilizing that practice. Since that time ACSIM has fielded an initial operating capability for centralized hazardous material management at 45 Army installations worldwide. Another 12 installation programs will be established in FY 2001. The Army utilizes the Hazardous Substances Management System as the standard management information system supporting the business practice of centralized hazardous materials management. It provides installation-level cradle-to-grave management of hazardous materials and hazardous waste, as well as preparing many required environmental reports for the installation.

### **17-26. Toxic Release Inventory (TRI) Reduction Strategy**

Army installations have been required to inventory their toxic releases beginning in calendar year (CY) 1994. Facilities exceeding certain toxic chemical release thresholds report these amounts annually to the Environmental Protection Agency (EPA) in accordance with the *Emergency Planning and Community Right-to-Know Act*. The Army was required to significantly reduce agency-wide releases from the calendar year 1994 baseline that was then established. Subsequent analysis led to an Army-wide TRI Reduction Strategy maximizing cost savings and eliminating sources of pollution, while minimizing the investment of required Army resources. The Army successfully met and exceeded the reduction requirement. Beginning in CY 2000, release reports are required for open burning / open detonation sites which exceed the release threshold. By 1 July 2002 installations with ranges that meet specified employee work hour and usage thresholds will report range releases.

### **17-27. Installation pollution prevention plans**

Army installations are required to maintain pollution prevention plans. Executive Order 13148 requires that these plans be updated by 31 March 2002 to reflect its new requirements. These plans support the overall Army Pollution Prevention Strategy and focus on meeting all the pollution prevention measures of merit identified by OSD. Projects identified through installation level pollution prevention opportunity assessments are incorporated in the plan and submitted forward as requirements in program development. Installations are also required to develop plans for the elimination of ozone depleting substances (ODS) identified in the Montreal Protocol and the 1990 Amendments to the *Clean Air Act*. These plans are an integral part of the overall installation pollution prevention plan.

### **17-28. Recycling**

Army installations must recycle to be in compliance with Executive Order 12873, *Acquisition, Recycling and Waste Prevention*, 20 Oct 93; Executive Order 13101, *Federal Acquisition, Recycling and Waste Prevention*, 14 Sep 98; and Department of Defense Instruction (DODI) 4715.4, *Pollution Prevention*, 18 Jun 96. The DODI requires installations to have, or be associated with, a qualifying recycling program (QRP) which is available to all tenants. This recycling policy includes contractors and contractor facilities on installations. QRPs may sell their recyclable materials directly on the open market or through local Defense Reutilization and Marketing Offices (DRMOs). DRMO will return 100 percent of the proceeds from sales of recyclable materials, including firing range scrap (expended brass and mixed metal gleaned from firing range clearance) to installations with a QRP. Sales proceeds must first be used to reimburse installation-level costs incurred in the operation of the recycling program. The installation commander may then use up to 50 percent of the remaining proceeds for pollution

abatement, energy conservation, and occupational safety and health projects. Finally, any remaining sale proceeds may be transferred to the non-appropriated MWR account of the installation. Additional financial benefits of recycling, beyond the revenues generated, are reduction of current year solid waste handling and landfill costs, extension of landfill capacity, and avoidance/deferral of future landfill costs. Installation reporting of recycling activities is captured in the Solid Waste Annual Reporting (SWAR) System for determination of progress towards achieving the DOD Measure of Merit (MoM) of 40 percent diversion of solid waste from landfills and incineration by 2005. This program does not apply to Army Working Capital Fund operations.

### **17-29. Army Energy Program**

**a.** Energy management on Army installations is focused on improving efficiency, eliminating waste, and enhancing the quality of life while meeting mission requirements. Accomplishing these objectives will reduce costs and ensure that the program goals are achieved. Executive Order 13123 established the facilities energy reduction goal of 30 percent by FY 2005 and 35 percent by FY 2010, using FY 1985 as the baseline year. At the end of FY 2000, the Army had achieved a reduction of 22.9 percent toward the FY 2010 goal. The challenge now is to maintain this momentum in a rapidly changing fiscal and business environment.

**b.** The facilities energy program is decentralized, with Army installations managing site-specific energy and water conservation programs. The installations are responsible for maintaining awareness, developing and implementing projects, and ensuring that new construction meets their requirements. Army headquarters provide guidance and funding through the major commands. The responsibilities and functions of Army elements implementing the program are outlined in AR 11-27, *Army Energy Program*, and in the DOD Energy Manager's Handbook.

**c.** The energy program uses a multifaceted approach made up of several interrelated initiatives. These include energy awareness, energy manager training, energy engineering and project development efforts, project implementation, new construction standards, and demonstrations of innovative technology. Funding of projects also has a multifaceted approach with a combination of government and alternative financing initiatives.

### **17-30. Energy savings performance contracts (ESPC)**

**a.** The *Energy Policy Act of 1992* authorized Federal agencies to use private sector capital funding sources to finance costs associated with achieving mandated reductions in energy consumption levels. Various Federal mandates required that energy consumption be significantly curtailed in Federal facilities, regardless of funding source. As such, the government must achieve these mandated reductions by implementing energy efficiency measures, either through appropriate funding sources or alternative financing approaches. Executive Order 13123, issued in June 1999, changed the energy reduction goals for all the Services. Using 1985 as a baseline for our energy usage, the Army must reduce its energy usage by 35 percent by 2010. The Executive order increased the reduction goal from 30 to 35 percent with an additional five years to meet the target. The Executive order also emphasizes the use of renewable resources and new and innovative approaches. To meet these goals, the Army must invest more than \$800 million in its facilities.

**b.** Many Army facilities have outdated energy equipment in lighting, heating and cooling systems and other energy consuming devices. The limited resources available to maintain and improve facilities are a major challenge to our installations and their commanders. In order to

improve facilities and reduce energy costs, the Army must look to the private sector for the necessary capital.

c. ESPC is a contracting methodology in which a private contractor, called an energy services company (ESCO), performs services that include audits, evaluation, design, financing, acquisition, installation and maintenance of energy efficient equipment, altered operation and maintenance improvements, or technical services for the installation. The ESCO receives compensation based on the savings generated. The terms and conditions set forth in the contract determine the level of compensation to the ESCO, with the remainder of savings retained by the installation. Current statutes allow DOD components to enter into such contracts for their installations and/or facilities, including leased facilities. ESPC provides an alternative method of implementing energy saving projects when installation resources such as manpower, technical expertise, or funding are not available.

d. A number of regional and national contracts have been awarded in the past and are available to Army installations. These contracts have capacity available to meet the Army's goals for improving our facilities. The following agencies can provide assistance and task order development: U.S. Army Corps of Engineers, Huntsville Engineering and Support Center (CEHNC); Department of Energy/Federal Energy Management Program (DOE/FEMP); U.S. Army Medical Command (MEDCOM); and Defense Energy Support Center (DESC).

#### **17-31. Army Installation Restoration Program (IRP)**

a. The Army's IRP is a comprehensive program to identify, investigate and clean up contamination at active Army installations (including off-post migration). The program focuses on cleanup of contamination associated with past Army activities. The IRP is part of the DOD Defense Environmental Restoration Program (DERP) which was formally established by Congress in 1984 under Title 10 USC 2701-2707 and 2810. The IRP provides centralized management for clean up of hazardous waste sites consistent with provisions of the *Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERLA)*.

b. The objective of the IRP is to clean up contaminated sites. The IRP is funded by the Defense Environmental Restoration Account (DERA), established by Section 211 of the *Superfund Amendments and Reauthorization Act of 1986 (SARA)*. The IRP complies with state, regional and local requirements applicable to the clean up of hazardous materials contamination. The IRP has the following goals:

- (1) To protect the health and safety of installation personnel and the public.
- (2) To restore the quality of the environment.

#### **17-32. Army conservation program.**

The Army's conservation program is focused on compliance with a wide variety of natural and cultural resource laws. Major areas of conservation compliance fall within the *Sikes Improvement Act of 1997, Endangered Species Act of 1973, Clean Water Act, National Historic Preservation Act, Native American Graves Protection and Repatriation Act, American Indian Religious Freedom Act, and Archeological Resources Protection Act*. The Army Conservation Program emphasizes the integration of compliance requirements into natural and cultural resources management plans. These required plans are designed for installation commanders to make informed decisions regarding the management of natural and cultural resources to enable maximum short and long term availability of Army lands for mission use and ensure compliance with law.

### **17-33. Military Construction Army (MCA) Process**

**a.** Although installation commanders may see military construction (MILCON) projects completed and occupied on their installations, a predecessor, or a predecessor's predecessor will likely have initiated the projects. Normally an installation commander will be planning and programming projects that will not be completed during that assignment. Identifying the point in time when DA and the MACOM issue programming guidance to the installation as 'Day One,' it will likely be more than 36 months from Day One before construction of a MILCON project would begin, and another 18 to 24 months for construction to be completed. In an ideal and simplified situation, events will unfold over a period of four years:

**(1)** During the first year, the installation will develop the DD Form 1391 based on the using agency's requirements and submit proposed projects to the MACOM. The MACOM will submit proposed projects to HQDA and concept designs will start, with installation participation.

**(2)** During the second year, concept designs will be completed and final designs started, with installation participation. HQDA will submit proposed projects to the Office of the Secretary of Defense (OSD) for next year's budget submission.

**(3)** During the third year, OSD submits a budget to Congress that includes MILCON projects; final designs will be completed; and projects will be prepared for advertisement for construction.

**(4)** At the start of the fourth year Congress approves the budget and funds, and authorizes the MILCON projects. Projects are advertised for construction, bids are opened and projects awarded for construction.

**b.** The list of projects submitted by the installations to the MACOMs is pared down by the MACOMs before the list is submitted to HQDA. In turn, that list is pared down by HQDA before it is sent to OSD, and again the list is pared down by OSD before being submitted to Congress.

**c.** Because of the length of time involved in the process, and because of the competitiveness of the process, the installation commander must be farsighted and determined, especially in the current fiscal environment. He or she must be farsighted in order to plan and program years ahead of the true requirement, and be determined in order to fully justify and support a project through the planning and programming years.

### **17-34. Army Facility Reduction Program**

**a.** Army policy is to maximize the utilization of existing facilities and aggressively reduce facility inventory excess to mission requirements. Army facilities continue to deteriorate because of insufficient real property maintenance (RPM) funding necessary to properly sustain them. Excess facilities aggravate this problem by using RPM dollars that should be spent on required facilities. The Army's funding policy, therefore, is to only fund required facilities.

**b.** At the direction of the Vice Chief of Staff, the Army initiated facilities reduction in FY 1992, funded at \$20 million per fiscal year through FY 1997. By the end of FY 1997, the Army had disposed of 47 million square feet (MSF) of excess space. Recognizing the importance of further reducing excess space, the Army adopted a three-pronged approach to analyzing and correcting the excess space problem:

- Ensure installation real property inventories are accurate and current.

- Ensure installation requirements are reflected properly in the Real Property Planning and Analysis System (RPLANS), the Army’s system to calculate allowances and requirements).
- Centrally fund a Facility Reduction Program (FRP).
- c. The Army’s Facility Reduction Program has three objectives:
  - Focus on stewardship of facilities through maximizing utilization and maintaining only required facilities.
  - Focus limited RPM resources on required facilities.
  - Reduce infrastructure through consolidation and disposal of excess.

d. In May 1997, the Office of the Secretary of Defense (OSD) issued Management Reform Memorandum (MRM) #8 that endorsed the Army’s emphasis on the demolition of excess facilities. OSD required the services to submit a list of excess facilities and plan for disposal. The Army submitted 53 MSF based on its ongoing program. OSD subsequently issued Defense Reform Initiative Directive (DRID) #36 in May 1998, setting an Army target of 53.2 MSF of disposal between FY 1998 and FY 2003, and directed that funding be provided to accomplish disposals.

e. The Army programmed approximately 100 million dollars per year for FYs 1998-2003 for facility disposal. Through FY 2000, the Army had disposed of 28.5 MSF of excess and was on track to meet the FY 2003 goal.

### **17-35. Revitalization**

a. The Secretary of Defense directed the Services to eliminate all inadequate family housing by FY 2010 and barracks by FY 2008. For family housing, the Congress directed in Public Law 106-52 for each service to submit a Family Housing Master Plan (FHMP) to demonstrate how they will meet the Secretary’s goal. The Army submitted their first FHMP to Congress in June 2000, which used a combination of traditional military construction, operation and maintenance support, as well as increased reliance on privatization to reach the goal in Europe and Korea by FY 2010 and in the U.S. by FY 2014. The Congress requires an annual update of the FHMP. As for the barracks program, Public Law 105-621, the *Strom Thurmond National Defense Authorization Act for FY 1999*, requires the Secretary of Defense to provide an annual report to Congress on Service plans and estimated costs to improve housing for unaccompanied members. In February 2000 the first annual barracks report on the status of the goal to meet the FY 2008 buyout was submitted to Congress.

b. Revitalization is the cornerstone of our vision to provide excellent facilities. We must revitalize in a systematic way to repair, upgrade, or replace our family housing and barracks facilities, as well as our infrastructure to modern standards. The ACSIM has developed two programs to focus scarce revitalization resources where the greatest benefit is achieved.

#### **(1) Army Barracks Modernization Program.**

(a) Started in FY 1994, the Army Barracks Modernization Program upgrades permanent party enlisted unaccompanied personnel housing through two programs: the Whole Barracks Renewal Program (WBRP) and the Barracks Upgrade Program (BUP). The WBRP is a MILCON funded program primarily for new construction. The BUP is a centrally funded OMA RPM program predominately for major renovations of Volunteer Army (VOLAR) era barracks, and other barracks where it is more cost effective to renovate to the DOD 1+1 barracks standard versus replacing them.

(b) Based on the DOD 1+1 barracks construction standard, a typical barracks complex may include—

- Barracks buildings accommodating one soldier per room; two rooms share a private bath and service area, including refrigerator, sink and microwave oven.
- Room size 11 square meters or 118 net square feet (NSF).
- 22 NSF closets provided in lieu of wardrobes (in addition to 11 square meters).
- Each room has separate temperature controls and is wired for cable TV and telephone.
- Consolidated laundry facilities (1 washer/dryer per 15 soldiers).
- Separate soldier community building with day rooms, mail area, common kitchen, bulk storage for each soldier, and charge of quarters (CQ) office.
- Company operations buildings with storage for Common Table of Allowances (CTA)-50 equipment, mud room and shower facilities.
- Dining facility, brigade/battalion headquarters in separate buildings.
- Increased parking, landscaping, and recreational/open space.

(c) The Army Barracks Modernization Program is the Army's number one facilities priority. Currently, this program is planned to revitalize over 160,000 spaces in the United States, Korea and Europe and is programmed to meet the FY 2008 buyout.

(2) *Whole neighborhood revitalization.*

(a) According to the Family Housing Master Plan, the Army plans to expand privatization beyond the four pilot sites to a total of 20 installations. These 20 projects will privatize approximately 70 percent of the U.S. family housing inventory. The privatization authorities allow the private developer to build houses to local standards. For those units that remain under government control and are not privatized, the Army will continue to use the Whole Neighborhood Revitalization approach as a guide for renovating these units to current construction and energy standards. This includes construction replacement housing that is comparable in size and floor plan to that available in the local community.

(b) Whole neighborhood revitalization takes a holistic approach to renewing entire neighborhoods and includes revitalization of dwelling units, neighborhood infrastructure and neighborhood amenities accomplished at one time, thereby eliminating the piecemeal approach.

### **17-36. Installation Status Report (ISR)**

a. In 1992, the Assistant Secretary of the Army (Financial Management and Comptroller), the United States Military Academy Operations Research Center (ORCEN), and MACOM commanders jointly developed a decision support system, the Installation Status Report (ISR), designed to assist installation commanders with installation management. The Assistant Chief of Staff for Installation Management (ACSIM) also participated in ISR development and field testing. The effort has been guided by an executive steering committee and working group comprised of representatives from HQDA functional offices, ACSIM and the MACOMs.

b. The ISR assists installation commanders in determining the readiness of installations much like the unit status report indicates unit readiness. ISR Infrastructure estimates facility resource needs, assists in prioritizing programs and projects, assists in resource allocation, and then measures progress. ISR infrastructure was fielded in CONUS in FY 1995 and OCONUS in FY 1996. ISR Environment captures macro-level status of installations' environmental programs and improves the justification and prioritization of limited resources. ISR Environment was

fielded in CONUS in FY 1996 and OCONUS in FY 1998. ISR Services evaluates the quantity and quality of basic services required at installations and will form the basis for standardizing service support Army wide. The first data collection for approved service performance standards (SPSs) for 37 of the 95 services was conducted during FY 2000 using a common list of 95 installation services.

c. The ISR program provides an overall picture of an installation's status and shows how deficiencies in installation condition affect the environment and mission performance. It provides information which links installation conditions, priorities and resources to readiness. While serving the needs of different customers--HQDA, MACOMs, and installations--the ISR is also the installation commander's opportunity to influence the Army's strategy. The ISR provides a common standard and language for the Army to speak with one voice. Details concerning the ISR are contained in AR 210-14, *Installation Status Report Program*.

### **17-37. Army Facility Strategy**

a. The Army Facility Strategy is a program to bring the Army to an overall C-2 facility condition by modernizing selected facilities to C-1 in ten-year increments within a 30 year time period, beginning in FY03. The selected facilities were based on the facility condition as evaluated against standards in the ISR.

b. Building upon the success of the barracks and strategic mobility buy-out programs, the Army Facility Strategy requires continuing the level of modernization funding (approximately \$1.5 billion annually) to tackle the most critical facilities issues of the Army.

c. The key to the success of the Army Facility Strategy is fully funding the minimum annual sustainment of RPM in order to halt further deterioration and properly maintain the facilities we are modernizing. The cost of resourcing minimum sustainment RPM at 100 percent is estimated at \$2.3 billion per year.

d. Based on an analysis of the ISR for the Army, twelve types of facilities are most in need of a central buy-out program. These twelve types represent facilities having C-3 and C-4 Army level ratings for quality or quantity. These facilities are key facilities where soldiers and civilians live, work or train. Facility types covered under other DA initiatives are not included (e.g., permanent party barracks and training ranges).

e. The first 10-year increment for both Active Army and Reserve Components consists of vehicle maintenance facilities and supporting hardstand requirements, classrooms, fitness centers, one-third of reserve centers and one-third of National Guard readiness centers.

### **17-38. Managing installations to standards**

a. **Managing to standards.** Installation readiness is an important aspect of the *Army Vision* and Transformation process. As Army Transformation progresses, we must—

- Focus investments to gain the most benefit from limited resources.
- Identify required infrastructure and support services necessary for the desired level of readiness.
- Make a dedicated effort to stop further deterioration of existing infrastructure and prevent erosion of services.
- Target limited modernization dollars to mission critical and soldier well being requirements.

**b. Army Base Operations and Support Strategy.** Standards allow us to manage this process. Managing Army installations to standards will ensure that installation support for the warfighter is ready and available when needed. Based on a mature ISR process, we now have an Army Facility Strategy to focus our investments on facilities. As the ISR services reporting process matures, we will establish an Army Base Operations and Support Strategy parallel to the Army's Facility Strategy. An Army Base Operations and Support Strategy will focus our investments and apply resources to services where critically needed to support the warfighter and the well being of our soldiers and family members.

**c. Establishing Standards.** ISR standards for infrastructure and environment have already been implemented. Efforts to establish standards for services have been initiated.

(1) *Infrastructure.* Defined, published standards cover about 90 percent of the real property inventory. Detailed standards have been grouped into 60 subcategories encompassing 219 facility category groups, each defining similar types of facilities.

(2) *Environment.* Defined standards are established for 19 media, such as air, water, and hazardous wastes; grouped in 5 pillars of Compliance, Conservation, Restoration, Pollution Prevention, and Foundation.

(3) *Services.* An ongoing effort is underway to provide a means for commanders to report results against defined standards of performance. Specific metrics and standards were developed for each of 37 installation services. As noted above, data against approved standards Army-wide was collected during FY 2000. Ongoing development and implementation will capitalize on lessons learned as the ISR program evolves.

**d. Resourcing to standards.** A prerequisite to resourcing to standards is articulating "ground truth" requirements necessary to achieve the standard.

(1) *Infrastructure.* Standards allow us to succinctly show the cost to maintain current facility conditions and to improve facility conditions to achieve specific C-ratings.

(2) *Environment.* Standards direct attention to projects which need funding to correct a non-compliant issue (i.e., exceeding permit limits) or to prevent future environmental violations.

(3) *Services.* The key here is to maintain a link between cost and performance against established standards. This is accomplished by using a common list of 95 installation services and the Army's methodology for accumulating the costs of services (service based costing).

### **17-39. Improved business practices**

**a.** Today's fiscal restraints make it imperative that the Army goes even further in doing business differently. We must be innovative in setting new standards for financial management, in implementing good business practices and in seeking every opportunity to "make money" in order to provide quality base services. Normally, the law precludes installations from using assets that are supported with appropriated funds to generate revenues to offset costs. Unless specifically authorized by law to retain revenues, those proceeds or "profits" from installation operations or sale of assets must be deposited in the U.S. Treasury. However, Congress demonstrated some willingness to consider limited, amendatory legislation to use proceeds from the sale or outlease of property for the specific purposes of maintenance and repair and environmental restoration.

**b.** Specifically, the *FY 1991 National Defense Authorization Act* included two new authorities that were initially authored by the Army. Sections 2805 and 2806 of Public Law 101-510 provide DOD the authority to retain revenues generated from the sale or transfer of excess

non-base realignment and closure (BRAC) real property and the outlease of non-excess real and personal property, respectively. Any funds earned by an installation through these authorities would not be offset by a reduction elsewhere in the installation budget. The Resource Recovery and Recycling Program, under which installations with a “qualified Recycling Program” market recyclable materials through the DRMO or through direct sales, provide that all proceeds go to the generating installation. Proceeds will first cover program operating costs and of the remaining amount, up to 50 percent can be used for environmental, energy or safety programs with all other proceeds used for MWR activities.

#### **17-40. Civilian inmate labor programs**

In pursuing new and more economical methods of providing services, several installations have sought minimum security civilian inmates as an alternative source of labor. Such an arrangement benefits both the Army and correctional facilities. Civilian inmates accomplish tasks not otherwise possible under current manning and funding constraints. Correctional facilities benefit because the Army provides meaningful work for inmates, and in some cases additional space to relieve overcrowding. Except for nominal operating costs, this labor pool has no direct labor cost to the Army. An evaluation of initial test cases revealed that under certain circumstances this arrangement can be very beneficial to the Army - cost-avoidance has been significant. A civilian inmate labor program can be implemented on an installation simply with a HQDA approved memorandum of agreement (MOA) between the commander and the warden, and an installation inmate labor plan.

#### **17-41. Army Communities of Excellence (ACOE)**

a. The ACOE program is a commander's process that is broad enough to accommodate a variety of approaches that can be tailored to any organization, command or installation. Leaders and managers take advantage of the entrepreneurial genius of the people within the community to develop better ways of helping people and getting work done. It is a program that encourages ideas and initiatives to float upward.

b. The mission of the ACOE Program is to provide a quality environment, excellent facilities and services. Our installations, both at home and abroad, will have an increasingly critical role in sustaining and launching our forces worldwide. Continuing to strive for greater excellence in customer service and facilities will contribute significantly to the improvement of Army readiness.

c. The ACOE program is a multiyear/component program that spans the current year, prior year, and one out year. This funding profile allows the program manager to manage long lead items such as trophies for the award ceremony in May and near term requirements such as training for MACOM examiners during September. Finally, out year funding presents incentive award dollars to winning communities in the first quarter following the competition (October/November).

d. Since 1993 there has been a fifty percent reduction in the ACOE program. For example, award dollars were reduced from \$10 million dollars to \$4.2 million dollars. The funding profile annually distributes \$4.2 million dollars to winning communities, and includes an additional \$890 thousand dollars in operations/administration cost.

e. The ACOE process will contribute to Installation Management Vision 2000 goals and objectives by providing service excellence and facilities excellence.

(1) *Service excellence.* Services cut across the entire functional spectrum of the community and affect mission accomplishment. This includes personnel services; morale,

welfare and recreation; medical and pharmacy services; family services; commissary; post exchange; transportation; logistics; engineering; information; housing; contracting; finance; and the environment. The key ingredient of service excellence is a concept of customer service: commitment to courtesy and promptness in delivery.

(2) *Facilities excellence.* Excellent facilities constitute the physical environment in which services are performed and in which activities take place. They are a direct reflection of individual and community pride. The pursuit of excellence is encouraged among soldiers who live in quality barracks, bachelor enlisted quarters (BEQ), bachelor officer quarters (BOQ), and family housing; train in classrooms, in National Guard armories, in reserve centers or on ranges in good repair; and work in facilities that are bright, well furnished and well maintained.

f. ACOE now integrates Malcolm Baldrige National Quality Award criteria in the Army performance improvement criteria (APIC) for installation assessments. The Baldrige criteria are the standard for world-class quality. The Baldrige criteria comprise a comprehensive and integrated change management framework, allowing an organization to assess its approach, deployment, and results of its effort to change. All posts, regardless of size, are assessed against the criteria, not against each other. The Baldrige criteria focus on self-assessment to identify strengths and weaknesses in planning and execution with emphasis on customer satisfaction. The value in preparing an ACOE competition package is the feedback gained through self-assessment and the awakening of self-awareness. This assessment focuses on the entire community, with emphasis on internal and external facility excellence and customer service.

g. Performance and productivity are enhanced within a community that instills pride and imparts a sense of accomplishment and purpose among its people. Through improvements in the living and working conditions for those who use, live, train and work in Army communities, the Army can better focus on its primary day-to-day mission of being ready to fight and win.

h. The ACOE program is designed to change the thinking from "minimal essential" to "maximum possible" philosophies in providing support to soldiers. Soldiers are deserving of nothing less than excellence. They are entitled to quality of life commensurate with that of the society they are sworn to defend. Authority and responsibility must be pushed down into the organization. Competition must be promoted and winners celebrated.

i. The ACOE program makes an unambiguous contribution to the single overarching characteristic that must be the Army's hallmark into the 21st Century: the quality of the force.

## **SECTION VIII**

### **SUMMARY AND REFERENCES**

#### **17-42. Summary**

a. Installation management is a complicated but essential process with which too few Army officers are familiar. The importance of vigorous, innovative management at the installation level has become more critical as the combined effects of resource limitations and escalating costs squeeze the Army's capability to support existing structure and maintain essential readiness through training. The challenge of wringing maximum utility, efficiency, and productivity from each available dollar is the professional obligation not only of the Director of Resource Management, but also of the installation commander, the garrison commander, directorate staff, subordinate commanders, and responsible people at all levels. Sound, efficient installation management contributes directly and materially to fundamental mission accomplishment. The installation commander functions as the mayor of his or her city. The garrison commander and the garrison staff directors are comparable to the city manager and department heads. They

operate the city with all the associated daily challenges and short and long term planning responsibilities. They strive to provide the best possible quality of life to soldiers and families, protect the environment, use allocated funds and other resources wisely and legally, and maintain good relations with surrounding communities. It is imperative that our “military cities”—the places where our soldiers, family members and civilians train, work, live, and play—be maintained at the highest levels of readiness, capable of projecting the power necessary to win the next war.

**b.** Army installations are—

- Home to the force.
- Serving our nation in peace and war.
- Continuously improving communities of quality facilities and services.
- Valued neighbors, trusted community partners, and recognized leaders in city management and public administration.
- Environmental stewards for present and future generations.
- World-class strategic power projection and sustainment bases.

**c.** Army installations are changing to meet the demands of training highly technical forces within limited geographical and physical assets, frequently mobilizing, deploying and recovering operating forces, and providing sustainment and support services beyond the installation boundaries. The ability to deploy forces rapidly from CONUS is central to the Army’s role in the National Military Strategy.

**d.** Army installations today face tougher challenges than ever before due to years of underfunding and the infrastructure deterioration that has resulted. Efficient and effective management of installations is more critical than ever. Army installations must continue to make every effort to provide the quality of life that soldiers, families and workers deserve.

### **17-43. References**

**a.** Office of Management and Budget (OMB) Circular A-76 (Revised), *Performance of Commercial Activities*.

**b.** Army Regulation 1-1, *Planning, Programming, Budgeting, and Execution System*.

**c.** Army Regulation 5-1, *Army Management Philosophy*.

**d.** Army Regulation 5-9, *Area Support Responsibilities*.

**e.** Army Regulation 5-20, *Commercial Activities Program*.

**f.** Army Regulation 11-27, *Army Energy Program*.

**g.** Army Regulation 200-1, *Environmental Protection and Enhancement*.

**h.** Army Regulation 200-2, *Environmental Effects of Army Actions*.

**i.** Army Regulation 210-14, *Installation Status Report Program*.

**j.** Army Regulation 210-20, *Master Planning for Army Installations*.

**k.** Army Regulation 210-50, *Housing Management*.

**l.** Army Regulation 405-70, *Utilization of Real Property*.

**m.** Army Regulation 405-90, *Disposal of Real Estate*.

- n.** Army Regulation 415-15, *Army Military Construction Program Development and Execution.*
- o.** Army Regulation 420-10, *Management of Installation Directorates of Public Works.*
- p.** Army Regulation 600-3, *The Army Personnel Proponent System.*
- q.** Field Manual 100-22, *Installation Management.*