Chapter 17

Installation Command and Management

"Our installations must be resourced to serve as our flagships, able to project power, support tough realistic training, and provide for Soldiers, families, and civilians."

General Peter J. Schoomaker, Chief of Staff of the Army, 7 October 2003

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.
- Installation Management Agency mission and organization.
- A description of key installation management positions.
- Installation management professional development.
- Organization of installation staffs.
- The Army Installation Management 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 platforms (PPPs), power support platforms (PSPs), and sustaining bases. However, they all have one important aspect in common - they must continue to provide an adequate working and living environment. Quality of life for soldiers, civilian employees, retirees, and family members is an integral part of sustaining the force.

b. The Army, now largely based in the CONUS, continues to refine and enhance its power projection and sustainment capabilities. Constrained budgets are causing the Army to focus 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 DOD or a state, the District of Columbia, territory, commonwealth, or possession, controlled by, and at which, an Army unit or activity (Active, Army Reserve, or National Guard) 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, sub-post, depot, arsenal, proving ground, base, barracks, laboratory, or ammunition plant. No two installations are exactly the same.

d. Installations are the Army's "face" to the nation and the world. Although the focus is on installations, the Installation and/or Garrison Commander plays an important role interfacing with the civilian community. Garrison Commanders are often expected to be involved in community relations events and may represent the command in business and social organizations, such as Chamber of Commerce, Rotary and Lions Clubs, etc. CONUS installations are the only "Army installations" 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 on the missions/functions of the units/activities located at the installations.

e. Installations are big business. The Assistant Chief of Staff for Installation Management (ACSIM), HQDA, manages Defense and Army budget in excess of $13 billion. Approximately 97,000 persons, paid by military funds, appropriated funds (APF), and non-appropriated funds (NAF), perform installation management functions. Installations cover over 16 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. Army facilities represent a replacement value of more than $220 billion.

f. Installations are home to the force and home to the Army family - where the Army lives, works, trains, deploys, 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, MILCON, and Army family housing, as well as the resources

needed to operate the installation on a day-to-day, long-term, and strategic basis. 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, installation management functional competencies to better train commanders for the increasingly complex and important work of running installations and would be integrated into the Transformation of Installation Management.

i. On 1 October 2002, the Installation Management Agency (IMA) was activated to support the Transformation of Installation Management (TIM). The IMA is a focused structure that provides efficient installation management worldwide by using creative management programs to sustain quality installations and maintain the well being of the entire Army family. The SECARMY's intent for TIM is to:

- Provide corporate structure focused on installation management
- Support and enable Mission Commanders
- Enable MACOM Commanders to provide strategic guidance through the Installation Management Board of Directors (IMBOD)
- Eliminate migration of Installation Support dollars (Base Operations (BASOPS), Environment, Family Programs, Base Communications, Sustainment, Restoration and Modernization (SRM)
- Achieve regional efficiencies
- Provide consistent and equitable services through established standards"
- Integrate Reserve Components
- Enhance Army Transformation
- Support Information Technology (IT) and Contracting centralization efforts

17–3. ACSIM mission and functions

The ACSIM is an element of the Army Staff (ARSTAF) 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. The ACSIM's mission is to provide policy guidance and program management on all matters relating to overall management and resourcing of Army installations worldwide, and to ensure the availability of efficient, effective base services and facilities**.** Major responsibilities of the ACSIM are:

a. Executes plans, policies, programs and procedures on matters relating to installation management and resourcing.

b. 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. Recommends and executes senior Army leadership approved policy, planning, budgeting and programming for installation resource requirements (except Army National Guard) including family housing construction and operations, unaccompanied personnel housing, MILCON (except MILCON, National Guard (MCNG) and homeowners assistance), SRM, energy, environmental compliance, conservation, pollution prevention, Base Realignment and Closure (BRAC), competitive sourcing, community and family support programs, civilian workforce, retired community support, Morale, Welfare and Recreation (MWR), and other BASOPS support to provide a sense of community and well-being. (For further details on BASOPS see Part III, FM 100–22 and http://www.hqda.army.mil/acsimweb/basops.shtml).

d. Recommends the standards, in coordination with the appropriate HQDA proponents, and evaluates the condition of installation facilities, environmental quality and BASOPS services.

e. 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 in coordination with the appropriate HQDA proponents.

f. Recommends and directs the implementation of the Assistant Secretary of the Army for Installations & Environment (ASA(I&E)) policies and procedures to identify and exploit opportunities to achieve economies and efficiencies through outsourcing and privatization of base operation activities.

g. Provides the infrastructure (facilities, environmental management, support services) to maintain installation readiness to train, project, sustain, recover, reconstitute and protect forces.

h. Responsible for new equipment fielding facility requirements, facilities condition and readiness, force structure stationing/realignment/restationing, facility strategies and plans, real estate management, real property management, master planning program, and facility standards.

i. Ensures consistent and equitable delivery of services among installations, tenants and components.

Section II
Installation management agency (IMA) organization

17–4. General
Army installation "ownership" transferred from functional MACOMs to the IMA effective 1 October 2002. All installation management accountability and reporting is conducted through the IMA regions. Region directors are rated by the IMA Director and senior rated by the ACSIM. Garrison commanders are rated by region directors and senior rated by the designated senior mission commander. This rating scheme keeps senior mission commanders linked to the base support process and optimizes mission support. Strategic direction from Army senior leadership is provided through the IMBOD. The IMBOD is co-chaired by the Assistant Secretary of the Army, (Installations & Environment) and the Vice Chief of Staff of the Army. The board includes Senior Army Executives, the Chief of Army Reserves, Director of the Army National Guard, and the Sergeant Major of the Army.

a. IMA. IMA is a Field Operating Agency (FOA) of the Assistant Chief of Staff for Installation Management (ACSIM) directed by a Major General. The IMA is a single organization consisting of Headquarters, IMA (HQ IMA), seven region offices (RO), garrison commands at each active component Army installation, the Army Reserve Directorate (IMA–ARD) and garrison staffs at regional support commands. IMA performs as a unified ARSTAF agency to manage installations worldwide.

b. HQ IMA. The HQ IMA is located at HQDA and is composed of discrete resource management and operating divisions. Its mission is to provide equitable, effective, and efficient management of Army installations worldwide to support mission readiness and execution, enable the Well-being of soldiers, civilians and family members, improve infrastructure, and preserve the environment. The HQ IMA is accomplishing integrated program execution of installation management related policies, plans, and programs as developed and promulgated by the ARSTAF. It directs and oversees regional program execution. HQ IMA functions include: funding the garrisons; disseminating planning, programming and budgeting guidance as prepared by the ARSTAF; implementing operational plans & Army-wide standards; and seeking Army-wide installation management initiatives and standardizing implementation of those initiatives. The HQ IMA, in coordination with ACSIM and ASA(I&E), also provides liaison with Congress; and Director, IMA, serves as executive secretary for the IMBOD.

c. U.S. Army Installation Management—Army Reserve Directorate (IMA–ARD). The Army Reserve is integrated within the new IMA structure through the creation of the U.S. Army Installation Management Agency–-Army Reserve Directorate (IMA–ARD). The IMA–ARD operates within IMA HQ as both a managing directorate and an equivalent to the IMA region offices. Regional Support Commands (RSCs) and Army Reserve installations (Fort McCoy, WI, Fort Dix, NJ, and their sub-installations) implement, direct, and oversee program and policy execution. The IMA–ARD supports RSCs and Army Reserve installations by enforcing Army Reserve-wide standards and ensuring equity among RSCs and Army Reserve installations; adopting best business practices; identifying and tracking performance metrics; optimizing use of technology; identifying and implementing regional efficiencies and partnerships; and coordinating with MACOMs and other Services/Agencies.

d. IMA Regions. Seven geographically based regions [Korea (KORO), Europe (EURO), Pacific (PARO), Northeast (NERO), Southeast (SERO), Northwest (NWRO), and Southwest (SWRO)] report to the HQ IMA; each is directed by a SES/GO Region Director (RD). The Region Office (RO) implements, directs, and oversees program and policy execution. The RO supports garrisons by being responsible for: enforcing Army-wide standards and ensuring equity among installations; adopting best business practices; identifying and tracking performance metrics; optimizing use of technology; identifying and implementing regional efficiencies and partnerships; and interfacing with MACOMs and other services/agencies.

17–5. Installation management organization
Garrison Commands. Each Army installation has a garrison command reporting to its geographic RO. Garrison commands support and enable mission commanders by providing the full range of installation and base support services to all local units, tenants and customers. Their mission is to command, control, and operate a garrison to support and enable missions and readiness of stationed units and care for people; conduct daily operations to provide installation support to mission commanders; maintain and improve installation services, infrastructure and environment; plan for and, on order, conduct contingency operations; maintain garrison operational and situational awareness; maintain liaison with mission commanders and leaders. Garrison commands are responsible for local program execution, implementing and managing to Army-wide standards, and maintaining real property. .

Section III
Key installation management positions

17–6. IMA Garrisons
Installation Commanders and Garrison Commanders perform specific installation management missions. On the Installation, the leaders who have responsibilities for installation management services and operations include the Senior Mission Commander (SMC), the Installation Commander (IC), and the Garrison Commander (GC). Each contributes to

the delivery of installation management services and the quality of life on the installation. Note that the described duties of the SMC and IC are not uniform across all installations. Some installations will have the SMC and IC as the same individual and others may have the IC and GC as the same individual.

a. Senior Mission Commander. The Senior Mission Commander will be a General Officer and designated by Senior Army Leadership. The SMC is responsible for the primary mission activity on the Installation. The SMC provides executive level oversight of installation management services to the mission activities and other customers. The SMC need not reside or work on the installation. Senior Mission Commanders' installation management responsibilities are to:

(1) Assist the GC in obtaining resources by advocating priority needs through the MACOM and the Installation Management Board of Directors (IMBOD).

(2) Act as the principal customer advocate to the IC and GC.

(3) Approve the prioritization for mission support, MCA, well-being, and force protection requirements.

(4) Provide overall force protection guidance.

b. Installation Commander. Senior Army leadership, in accordance with AR 600–20, designates the Installation Commander. The IC is usually the senior commander residing on the Installation or residing in the surrounding community. The IC is responsible for mission activity services. The IC may be appointed as General Courts Martial Convening Authority for the Installation and its support area. Installation Commanders' installation management responsibilities include:

(1) Senior rates the GC.

(2) Act as principal customer advocate to the GC.

(3) Serve as the senior Army spokesperson to the surrounding community.

(4) Provide installation management services that are the responsibility of the senior mission activity.

(5) Oversee the implementation of force protection.

(6) Approve priorities for training and training support services.

(7) Approve Installation-level policies for Soldiers in accordance with respective Army Regulations.

c. Garrison Commander. The GC is a military officer, Lieutenant Colonel or Colonel, selected by the Department of the Army. The GC commands the Garrison, is responsible for day-to-day operations to maintain living and working conditions for all personnel on the installation, and is the lead for base support operations management for the SMC. The GC is rated by the Regional Director (RD) and senior rated by the SMC. The GC provides Installation Management Agency (IMA) services and obtains resources through IMA channels. The GC also provides continuity of installation command during mission activity deployments. The GC may be appointed as Summary Courts Martial Convening Authority or Special Courts Martial Convening Authority for the Installation and its support area. In some cases, the senior IMA official on an installation may be a civilian, the Garrison Manager. A Garrison Manager (the civilian equivalent of a Garrison Commander) has the same responsibility and authority as the military counterpart with the exception of Uniform Code of Military Justice (UCMJ) and command authority as defined by AR 600–2 (Para. 1–5a). Garrison Commander's responsibilities include:

(1) Command the U.S. Army Garrison.

(2) Provide IMA services in accordance with common levels of service.

(3) Coordinate and integrate the delivery of Support Activity services.

(4) Prioritize requirements and support operations.

d. SMC and IC designated as one individual. When designated as both the SMC and the IC for an installation, the SMC executes both the SMC responsibilities and the responsibilities of the Installation Commander, listed above.

e. IC and GC designated as the same individual. On some installations the IC and GC will be the same individual. The SMC is the GC's senior rater. When serving as both the IC and GC, the commander will comply with all respective Garrison Commander duties as well as the pertinent IC duties listed above.

17–7. Area support group (ASG) commander

a. The Army uses an 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 (BSB). Although some may have an on-order requirement or mission 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. ASG commanders execute the day-to-day management of installations under their control in much the same way garrison and installation support activity commanders perform within CONUS.

17–8. Base support battalion (BSB) commander

The Army may use the BSB to manage garrisons OCONUS. Usually these BSB 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.

17–9. Deputy to the garrison commander

The deputy to the garrison commander or ASG/BSB commander is a civilian position. The incumbent may act in the absence of the commander on all matters except those involving command authority. A civilian deputy 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 BASOPS. This position may serve as a target assignment for BASOPS civilian employees engaged in cross-functional professional development.

Section IV
Installation management professional development

17–10. 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 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.

17–11. Garrison pre-command course (GPC)

The Army Management Staff College (AMSC) conducts this course, with a target population of lieutenant colonels and colonels centrally selected for garrison command. The course is also available to civilian deputies. It is an intensive 4-week curriculum of personnel, financial, facility engineering, environmental, anti-terrorism/force protection, 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 staff walks, roundtable discussions with current garrison commanders and a series of computer aided, crisis response simulations. In addition, presentations are made by the ACSIM or Deputy ACSIM and the Director, IMA.

17–12. General officer installation commander's course (GOIC)

The Army's Community and Family Support Center (CFSC), in conjunction with the Army Management Staff College (AMSC) offers this 5 day course for general officer installation commanders which focuses on installation management and MWR functions. The Chief of Staff of the Army (CSA) 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. Attendees are presented with computer-aided force protection/anti-terrorism/crisis management scenarios for discussion. The course utilizes group processes and case study techniques to challenge assumptions and provide important information and tools for the execution of BASOPS and MWR program responsibilities.

17–13. Garrison sergeant major course (GSGMC)

This 6-day course is conduct at AMSC and is designed for garrison/ASG/BSB 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 encompasses fundamental installation management subject areas such as: financial management, civilian personnel management, energy, facilities and infrastructure management, environmental stewardship, and MWR management, as well as current and emerging doctrine and policy. Employing panels, case studies, practical exercises and computer aided crisis response simulations, the program explores actual garrison situations, and the tools, techniques, and procedures in use by garrison commanders and sergeants major to achieve mission requirements under conditions of limited resources. The course is conducted in an interactive, seminar format. Each GSGMC is conducted concurrently with a GPC 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

17–14. 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.

17–15. Garrison/area support group/installation support activity
The installation, ASG, 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).
n. Civilian Personnel Advisory Center (CPAC)

17–16. 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, Installation Management.
c. Career Field 27, Housing Management.
d. Career Field 51, Morale, Welfare and Recreation.
e. Career Field 18, Engineers and Scientists (Resources and Construction) (limited to facilities engineering and environmental management responsibilities).

Section VI
Installation management strategy

17–17. Army Campaign Plan (ACP) – Installations (Line of Operation 15 - LO 15)
a. The ACP directs the planning, preparation, and execution of Army operations and Army transformation within the context of ongoing strategic commitments including the Global War On Terrorism (GWOT). The ACP provides direction for detailed planning, preparation, and execution of a full range of tasks necessary to create and sustain a campaign-capable joint and expeditionary Army.

b. ACP lines of operation are functions that enable supported MACOM commanders or HQDA Staff principals to link multiple tasks with the logic of purpose (cause and effect) to achieve ACP objectives. ACP lines of operation are the framework to facilitate synchronization of tasks to achieve intermediate and major objectives, and to inform decisions.

c. The ACP has 22 LO's, Installations being number 15 (LO 15). The goal of this ACSIM supported LO is to manage, modernize, and refine installations as strategic assets throughout the Army to ensure installations support a Joint and Expeditionary Force where soldiers, families and civilians live, work, train, mobilize, and deploy to fight and are sustained as they reach back for support.

d. Without the right people, the proper equipment, top-notch installations and adequate dollars to support all appropriately, the Army would not be able to fulfill the demands of the Nation. Army resource processes must be flexible, dynamic, transparent, and responsive to both Army-internal requirements and those of the Joint Force. Processes must be transformed to allow the Army to keep pace with changes brought on by the emerging operating environment. Processes must also be built to identify and divest the Army of functions no longer relevant to the campaign-quality Army with joint and expeditionary capabilities we will become.

17–18. Strategy – installations as our flagships

a. As delineated by the Chief of Staff of the Army in the 2004 *Army Posture Statement*, and specified in the Army Campaign Plan (LO 15 – Installations), our installations are an essential component in maintaining the premier army in the world. For the warfighter, installations are the platforms from which we project military power and which perform the following key missions:

(1) Provide effective training facilities.
(2) Rapidly mobilize and deploy the Force.
(3) Provide reachback capabilities.
(4) Sustain and reconstitute the Force.
(5) Care for our families.

b. This strategic and dynamic vision calls for maximum agility and intensive management on the part of commanders, requiring an installation management system that responds quickly to commanders' mission requirements and balancing of priorities. Installations must support power projection by expanding appropriately and rapidly to provide the full spectrum of reliable services. Mission commanders must be able to focus on core Army missions and rely on garrison commanders to provide base support services that are common to all residents of the installation and/or services that must remain in garrison when tactical commanders deploy. Over years of downsizing and seeking greater efficiencies, garrison commanders have become integral to fulfilling tactical commander needs and they are responsible for mission support. They do not just provide housing and community services, they help protect, move, equip, train, mobilize and deploy the force; their competence and responsiveness are vital to mission accomplishment.

17–19. Strategic goals.

Five strategic goals have been established by the Installation Management Agency to guide accomplishment of the installation management strategy.

a. Goal 1: Manage installations equitably, effectively and efficiently.
b. Goal 2: Enable the well-being of the Army's people.
c. Goal 3: Provide sound stewardship of resources.
d. Goal 4: Deliver superior mission support to all organizations.
e. Goal 5: Develop and sustain an innovative, team-spirited, highly capable, service-oriented workforce – a vital component of the Army team.

Section VII
Major installation management initiatives and programs

17–20. Strategic communications

ACSIM and Director, IMA make every effort to keep garrison commanders and other members of the installation management community informed. ACSIM and Director, IMA have established web sites on the Internet at www.hqda.army.mil/acsim and www.ima.army.mil, respectively, that provide news of current initiatives, guidance from the ACSIM and Director, IMA, and an on-line newsletter as well as links to ACSIM and IMA division sites, installation websites, and other installation management-related websites. The ACSIM and Director, IMA also provide Garrison Commanders' Notes—items of interest to region directors, garrison commanders, executive officers, and action officers—via email on an as-needed basis. These efforts have also been incorporated into Army Knowledge Online (AKO), where pertinent information can be found in the ACSIM and/or IMA sections.

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 (NMS) and warfighting doctrine. It serves as the authoritative foundation for organizing, structuring and managing garrison operations. However, since FM 100–22 does not address TIM, it is in the process of being revised. The principles for Transformation of Installation Management, however, are delineated in key documents such as *The Army Modernization Plan, The Army Campaign Plan, Transformation Roadmap, and the Army Posture Statement*.

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 by the activity to an outside provider. Privatization is a subset of outsourcing that involves the transfer or sale of government assets to the private sector that continues to provide the service to the installation.

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 studies and implementing initiatives related to these issues are key to the success or failure of the effort. Installations 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 viewed 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 DOD effort to address and implement the 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.

d. The 1996 Defense Authorization Bill, now Public Law 104–106, known as the Military Housing Privatization Initiative, provides 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 APFs, land, and existing facilities to encourage private sector investment. Under the Residential Communities Initiative (RCI), whose purpose is to achieve the DOD/Army goal of eliminating all inadequate military family housing by 2007 using: (1) traditional MILCON, (2) Basic Allowance for Housing (BAH) increases, and (3) privatization, 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 RCI Plan includes 45 installations (grouped into 35 projects), with almost 85,000 houses — over 92% of the AFH inventory in the U.S. As of August 2004, Army transitioned 16 installations (12 projects) to privatized operations (37,379 homes). Presently, 13 more installations (8 projects) are awarded and will transition by July 2005 (23,359 homes). In these 20 projects, Army will leverage $455M of appropriations and obtain $7.2B of private capital to construct and/or renovate housing during project initial development periods (IDPs). IDPs range from 3–10 years, and at the end of IDPs, inadequate housing will have been eliminated. An additional 16 installations (15 projects) are currently either in solicitation or under development (23,515 homes).

e. 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. The DOD has released new guidance to assist military services and defense agencies in privatizing nearly 1,600 utility systems located on military installations worldwide. The guidance will significantly enhance DOD efforts to privatize its roughly $50 billion inventory of electric, natural gas, water and sewage utility systems. As a key feature, the new guidance requires the military services to use a DOD-approved cost analysis model, which will better evaluate the costs and benefits of privatization. The new guidance also supports the DOD goal to upgrade all facilities by fiscal 2010. The guidance and additional information may be found at: http://www.acq.osd.mil/ie/irm/utilities/utilities.htm.

17–23. Competitive sourcing

a. Competitive Sourcing is a process to determine the most cost effective method of obtaining services that are available in the commercial market. The process is defined in OMB Circular A–76, *Commercial Activities*. Studies are conducted at the installation level, under the guidance of OMB Circular A–76. 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 challenges in increasing efficiency and improving performance associated with the Competitive Sourcing Program and is working to change laws, remove barriers, and streamline the processes to facilitate outsourcing where it makes good business sense. Commanders have access to 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 be achieved (See: http://www.hqda.army.mil/acsimweb/ca/ca1.htm).

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

17–24. Environmental cleanup strategy

The primary purpose of this Strategy is to identify common objectives for creating consistency and establishing accountability across the Army's Cleanup Program. This Strategy supports the Army Environmental Program and Army Transformation, and it demonstrates the Army's sustained commitment to addressing contamination resulting from past operations. Formerly, the Army managed its cleanup programs under the separate environmental "pillars" of compliance and restoration. This Strategy provides overarching guidance to all cleanup personnel–regardless of the program driver or funding source–indicating that cleanup to protect human health, public safety, and the environment is an integral element of supporting the Army mission. This cleanup strategy is in addition to, but separate and distinct from, the Army Strategy for the Environment, which includes other environmental programs such as conservation and pollution prevention. The IMA is the Program Manager (PM) responsible for executing compliance-related cleanup, which is funded through the OMA account, to include funds expended overseas. During requirements development, requirements pass from installations through the IMA via the Environmental Program Requirements (EPR) reporting process, but validation of requirements occurs at the ACSIM level. In addition, the IMA is the PM responsible for ensuring that mission or Army Working Capital Funds (ACWF) used for cleanup are executed in accordance with the strategy's established objectives and targets.

17–25. Hazardous substances management system (HSMS)

The Army utilizes the Hazardous Substances Management System as the standard management information system supporting the business practice of centralized Hazardous Materials (HAZMATs) management. It is designed to provide an accurate means of authorizing, ordering, receiving, distributing, and accounting for hazardous materials and their component chemicals, as well as the accumulation and disposition of hazardous wastes at one or more installations or bases. HSMS maintains an inventory of all hazardous products, materials, and chemicals on one or more installations or bases. It also produces data and reports that can assist installation commanders and managers in reducing or even preventing pollution. HSMS produces federal environmental reports, and, when supplemented by commercially available report-generator software, can produce environmental reports required by state and local government authorities.

17–26. Toxics management program

a. The Toxics Substances Control Act (TSCA) sets regulations to control the development, commerce, testing, and use of certain potentially hazardous chemicals. Under the TSCA, the U.S. Environmental Protection Agency (EPA) has the authority to regulate the entire life cycle of a chemical, from manufacture to disposal. The toxics management program addresses four key areas that impact the Army: asbestos, lead and lead-based paint, polychlorinated biphenyl (PCBs), and radon. In order to protect the public and the environment from these toxic substances, the Army has implemented management plans, which include:

- Complying with legally applicable and appropriate federal, state, and local regulations on asbestos, lead, PCBs and radon.
- Eliminating the use of potentially dangerous substances, such as lead-based paints containing above .06 percent lead by weight.
- Recognizing potentially harmful situations in renovation and/or demolition projects.
- Establishing contacts for health-related and exposure issues.
- Certifying all persons performing activities that involve these substances.
- Properly disposing of waste containing any potentially harmful substance.
- Budgeting resources to identify, manage and control exposure to various substances.
- Assessing exposure and risk of each location containing a toxic substance; and
- Maintaining and updating records of assessments.

b. The Facilities Policy Division of the ACSIM has primary responsibility for most Army toxics management. The

Army's Environmental Center (USAEC) assists them in managing environmental issues. USAEC provides environmental program support to IMA, MACOMs, and installations in the areas of asbestos, lead hazard management, PCBs, and radon

17–27. Installation pollution prevention (P2) plans

Army installations are required to maintain pollution prevention plans. These plans support the overall Army Pollution Prevention Strategy and focus on meeting all the pollution prevention measures of merit identified by the Office of the Secretary of Defense (OSD). Primarily driven by the Pollution Prevention Act of 1990, pollution prevention (P2) is a comprehensive initiative to reduce and prevent pollution at the source. It focuses on conservation of resources, replacement of hazardous materials with less hazardous materials, waste reduction, recycling, and any other preventative means to successfully and cost effectively avoid, prevent, or reduce the sources of pollutants. 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 DOD 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 the local Defense Reutilization Marketing Office (DRMO). 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 (AWCF) operations.

17–29. Army's energy and water management program

a. The Army envisions providing secure, efficient, reliable, and sustainable energy and water services coupled with equitable, effective, and proficient management of commodities and site infrastructure to fully support the mission of installations and surrounding communities. 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. This Army Energy and Water Management Master Plan is the Department of the Army's roadmap to meet DOD's and the Army's vision to modernize infrastructure, increase utility and energy conservation and efficiency, reduce electrical demand, improve energy flexibility and security, reduce emissions that contribute to air pollution and global climate change and save taxpayer dollars. The scope of the Plan covers energy and water management activities at Army installations worldwide and is in alignment with the DOD Instruction 4170.11, "Installation Energy Policy and Goals" The purpose of the Plan is to ensure that utility and facility infrastructure is secure, safe, reliable, and efficient, that energy and water commodities are procured competitively, energy and water conservation savings are maximized, and that installation staff are adequately trained to carry out the requirements and are recognized for their accomplishments.

c. The goals of the Army's energy and water management program are to: be good stewards of energy and water resources; carry out the vision for the Army's future potential; establish guiding principles of operation; meet the goals of EO 13123 and other goals established by DOD and the Army; deliver the desired outcomes, by synchronizing management and technical support initiatives, and organize and implement strategies to achieve the goals.

17–30. Energy savings performance contracts (ESPC)

a. Energy savings performance contracts (ESPC) are partnerships with private sector companies known as energy service companies (ESCOs). These contracts allow installations to improve their infrastructure and implement energy

projects while paying for the measures with the anticipated savings being generated by the project over time (10–25 years). With the issuance of EO 13123 in 1999, the Army started a review of its use of ESPCs. In order to meet the new milestone of 35% reduction by 2010, the Army requires substantial contractor investment to improve Army facilities and reduce energy usage. The Army's current processing rate of awards will not meet the reduction requirement. Perhaps more importantly, ESPCs give Army facility managers a solution to facility problems with minimal up-front cost. Applied with care and consideration, ESPCs can help facility managers:

- Reduce equipment breakdowns and emergency repair requests
- Provide better, more productive living and working conditions for our people
- Reduce costs
- Meet environmental mandates such as CFC phase-out
- Save energy and meet management goals

b. The legislative authority for ESPC expired on 30 September 2003. Therefore, no new ESPC task or delivery orders can be issued nor can the Army encourage or direct ESCOs to develop or refine new ESPC project proposals. As of September 2004, the ACSIM was updating ESPC guidance.

17–31. Army installation restoration program (IRP)

a. The Army's Installation Restoration Program (IRP) for active and excess installations has a goal to complete the cleanup of 1,080 installations by the end of FY14. Installation restoration is the Army's environmental program that addresses the cleanup of contaminated Army property from past practices. The installation restoration mission is to perform appropriate, cost-effective cleanup so that the property is safe for use and to protect human health as well as the environment. Currently, the Army has achieved 90 percent of the goal at a cost of $4.9 billion. The IRP is part of the DOD Defense Environmental Restoration Program (DERP) that 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 (CERCLA),* as amended by *Superfund Amendments and Reauthorization Act of 1986 (SARA***)** and certain corrective actions required by the *Resource Conservation Recovery Act (RCRA).*

b. The IRP is funded by the Defense Environmental Restoration Account (DERA), established by Section 211 of the *SARA.* The IRP complies with state, regional and local requirements applicable to the clean up of HAZMATs contamination. Installations perform only essential studies necessary to ascertain the need for remedial action, identify the preferred remedial alternative, and implement the selected remedial action. The IRP has the following goals:

(1) Reduce risk to acceptable levels 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. Within the overall guidelines of AR 200–1 and AR 200–2, the Army's conservation program is outlined in Army Regulation 200–3, *Natural Resources – Land, Forest and Wildlife Management,* The program's goals outlined therein are to: manage installation natural resources to provide the optimum environment which sustains the military mission; develop, initiate, and maintain progressive programs for land management and utilization; and maintain, protect, and improve environmental quality, aesthetic values and ecological relationships. 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) program

a. MCA is the program by which Army facilities are planned, programmed, designed, budgeted, constructed, and disposed of during peacetime and under mobilization conditions. The program also includes the acquisition of real estate and other supporting activities. Installation commanders may see MCA projects completed and occupied on their installations that were initiated by a predecessor, or a predecessor's predecessor. Normally an installation commander will plan and program projects that will not be completed during his/her 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 an MCA project would begin, and another 18 to 24 months for construction to be completed.

b. 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 envision, plan, and program years ahead of the projected requirement, and must be determined in order to fully justify and support a project through the planning and programming years.

17–34. Army facility reduction program

a. The Army Facility Reduction Program (AFRP) was established in fiscal year (FY) 92 by the Department of the Army. Its purpose is to reduce excess building square footage within the Army. Budget cuts have forced the Army to be more efficient with allocated fund. This has served as a incentive to identify and demolish excess buildings that it cannot afford to maintain. This mandated program applies to all Army installations throughout the United States.

b. In May 1997, the 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. OSD subsequently issued Defense Reform Initiative Directive (DRID) #36 in May 1998, setting an Army target of 53.2 million square feet (MSF) of disposal between FY 1998 and FY 2003, and directed that funding be provided to accomplish disposals. Future requirements for FY04 and beyond are limited to demolition associated with military construction.

17–35. Revitalization

a. The Secretary of Defense directed the Services to eliminate all inadequate family housing by FY 2007 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's FHMP provides a centralized plan for programming and execution required to eliminate inadequate housing. It encompasses the management of assets, the distribution of resources, and schedule for investment and privatization projects. The Army submitted their first FHMP to Congress in June 2000, which used a combination of traditional MILCON, operation and maintenance support, as well as increased reliance on privatization to reach the goal. 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.

b. Revitalization, those actions intended to impart new life to facilities, is the cornerstone of the Army's 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.* 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 Operation and Maintenance, Army (OMA) Real Property Management (RPM) program predominantly 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. This standard prescribes 11 square meters (118.4 square feet) of net floor area for living and sleeping quarters. The modules include 2 individual living/sleeping rooms with closets, shared bath and kitchenette service area. Each module will normally house two E–1 to E–4 members or one member E–5 or above. A Military Service may alter this arrangement where mission or overall conditions dictate.

(2) *Whole neighborhood revitalization.* The FY05 budget request continued the successful and well-received Whole Neighborhood Revitalization initiative approved by Congress in FY92 and supported consistently since that time. These projects are based on life-cycle economic analyses and projects focus on the restoration and modernization components of the Army's SRM program. . This program also supports the Secretary of Defense three-prong initiative to improve Family Housing to: eliminate out-of-pocket housing expenses for Soldiers living in private housing in the United States, increase the use of housing privatization, and continue to rely on traditional MILCON for revitalizing housing.

17–36. Installation status report (ISR)

a. The ISR Program assists the Army leadership in making informed and responsible decisions required to sustain or improve the management of the installation's facilities, environmental programs, and services. The program provides HQDA, MACOM, and the leadership of reporting installations with executive level information focused on the installation's real property assets, major environmental programs, and installation support services.

b. The ISR is comprised of three components:

(1) ISR Infrastructure (Formerly Part I). The purpose of ISR infrastructure is to document and display an ISR reporting installation's infrastructure status by assessing the quantity of facilities available for installation requirements and comparing the quality of installation facilities to established Army standards.

(2) ISR Environment (Formerly Part II). The purpose of ISR environment is to evaluate an ISR reporting installation's environmental programs and determine their status based on established Army-wide standards.

(3) ISR Services (Formerly Part III). This component focuses on evaluating quality, efficiency, and availability of services provided on an installation.

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 Installation Management 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.* Additionally, ISR data supports HQDA decisions on funding for the Strategic Readiness System (SRS). The SRS is an integrated strategic management and measurement system developed by the Army G3. The system uses the Balanced Scorecard approach and the Army's overall scorecard is the "pinnacle" of the system. The Army's Scorecard or Mission Map was approved by the CSA on 13 March 2002. The objectives of the SRS are to:

- Communicate in a single document the Army's Strategy, Vision, Priorities, and Focus.
- Evaluate the readiness of all Army elements against their ability to accomplish the strategy.
- Focus on results — reported against performance measures — to assist in making policy and resourcing decisions.
- Enable leaders to use leading indicators to plan policy and resource decisions.
- Link Strategy/Purpose/Mission to day-to-day activities throughout the Army.

17–37. Base realignment and closure (BRAC)

a. BRAC is the process used by DOD to reorganize its installation infrastructure to more efficiently and effectively support its forces, increase operational readiness and facilitate innovative ways of doing business. BRAC also allows the Army to re-allocate resources from closed or realigned installations to other high priority requirements. The FY 2002 Defense Authorization Act includes the authority to conduct an additional round of base closure and realignment actions —as Congress did four times from 1988 to 1995—beginning in 2005. In April 1998, DOD delivered a report to Congress reaffirming the Army's need for additional BRAC rounds. In November 2002, the SECDEF outlined structure and timelines for an additional BRAC round in 2005. In January 2003, The SECARMY established the Deputy Assistant Secretary of the Army for Infrastructure Analysis (DASA (IA)) to lead The Army Basing Study (TABS) Group. The CSA has linked a stationing study to BRAC planning. The ASA (I&E) is the Army office responsible for BRAC 2005 analysis.

b. Recent world events have exacerbated the need to rapidly accomplish the Army's transformation and reshaping, and BRAC plays a key role in this process. DOD recognizes that excess infrastructure does exist and is available for reshaping or needs to be eliminated. DOD estimates that the Department possesses, in aggregate, 24% excess installation capacity. Only a comprehensive BRAC analysis can determine the exact nature or location of potential excess. In preparing a list of realignment and closure recommendations in May 2005, the Department will conduct a thorough review of its existing infrastructure in accordance with the law and DOD's BRAC 2005 guiding procedures, ensuring that all military installations are treated equally and evaluated on their continuing military value to our nation.

17–38. Managing installations to standards

a. Managing to standards. Installation readiness is an important aspect of the *Army Vision* and the Army's Transformation process, which is an integral part of the Army's Campaign Plan. As Army Transformation evolves and 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 well being requirements.

b. Army Base Operations (BASOPS). A viable standard process for determining Mission/Base Operations military construction projects is a fundamental condition for the success of managing installations to standards. The streamlined components of this process include the following actions:

(1) Installation Commander forwards the Senior Mission Commander's (SMC) prioritized listing of all projects to the IMA Region and MACOM.

(2) Region prioritizes all BASOPS projects within their Region and forwards to HQ IMA.

(3) HQ IMA prioritizes all BASOPS projects and forwards to ACSIM.

(4) MACOMs prioritize all their mission projects and forward prioritizations to ACSIM.

(5) MACOMs may offer their suggested prioritization of BASOPS projects for installations where the SMC reports to the MACOM. This suggested prioritization would be forwarded to ACSIM and IMA.

(6) Upon receipt of prioritized project listing from the MACOMs and HQ IMA, and using guidance provided by Senior Army Leadership, ACSIM builds the corporate Army prioritized project listing.

(7) ACSIM forwards the corporate Army prioritized project listing through the Army G–3 to the VCSA for approval. This listing will contain the MACOMs mission project prioritizations and their suggested prioritization of BASOPS projects. The IMA's prioritization of BASOPS projects will also be included.

c. Establishing Standards. The Army's installation long-range plan conveys direction for installation management

during the next 20 plus years. The plan identifies efficiency programs, determines funding requirements, and describes the metrics used to measure success. The goal of the plan is to provide quality, cost-effective, and efficient mission-ready installations that are the right size, in the right place, and available when needed. Management planning for installations focuses on streamlining, realigning and standardizing services and the workforce, recapitalizing investments and reducing costs. For this purpose, ACSIM acts for and exercises authority of the CSA in dissemination of policy and integration of doctrine pertaining to the operation of Army installations. The IMA is responsible for establishing performance metrics and implementing Army-wide standards for installation management and BASOPS.

(1) *Army Baseline Standards.* The effort to develop performance-based measures initially was focused on those ISR services where the quality of the service provided was felt to be key to the resourcing required, and potential performance measures could easily be identified. For these services, quality was expected to play a significant role and was needed to supplement the data from Army Service Based Costing (SBC) – a model to capture the cost of base operations at the service level - to facilitate development of good cost estimating relationships (CERs) for resource program development purposes. That effort resulted in performance measures and standards for almost all 95 standard services developed by the Army Baseline Standards Task Force appointed by the ACSIM in late FY03. The resulting standards have been developed into performance measures that are included in ISR 2004.

(2) *Army Installation Design Standards.* Provide the mandatory common facility and infrastructure standards for all Army installations. It is also designed to serve as a model from which Army installations, using the required Army standards and guidelines given throughout the document, can build their installation specific Installation Design Guide (IDG), as a tool for implementing the Army Installation Design Standards. The IDG, in conjunction with mission requirements and technical designs and specifications, defines the requirements for an installation's maintenance, repair, and construction projects. When executed, these projects improve the functional and visual aspects of Army installations. Every installation will have an IDG governing the improvement of quality on an installation's facilities and infrastructure. Quality is dependent upon the standards implemented, appearance of the lay out, and physical components of the installation. The IDG is a comprehensive reference source providing standards for that quality. Use the IDG for design decisions on all new construction, renovation, maintenance and repair projects. The Army IDG template provides installations with a format, Army-wide standards, and examples to follow in preparation of their own IDG.(For further details see: http://www.mantech-mec.com/army_ids/index.cfm).

17–39. Improved business practices

a. Today's fiscal restraints make it imperative for the Army to conduct business more efficiently. 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 APFs 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-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.

c. The Installation Management Agency (IMA), in coordination with the Army Contracting Agency (ACA) has developed a Business Process Redesign (BPR) Program. This program will redesign the business processes for delivering and managing installations in order to gain efficiencies and improve effectiveness, quality, consistency, and standardization. The program has three primary activities: (1) Business process redesign of service delivery and installation management business processes including supporting organizational structures; (2) Integration of automated information technologies (current, evolving and new) to enable these improved base support business processes; and, (3) Selection, implementation, and integration of an enterprise decision-support management information system to capture performance measurements. The Blanket Purchase Agreements (BPAs), which have been awarded for a period of 8 years, will be implemented through the issuance of task orders to plan for and conduct business process redesign. The first task order, which is expected to be awarded on or about 1 October 2004, will collect information related to how services are currently delivered on Army installations. The award of these BPAs is the next step in moving towards redesigning installation business processes for delivering services to better support our constituents

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. Inmate labor does not interfere with the installation's operation and mission. Inmate labor is intended to augment the Army's civilian and military work force and contractor effort. Inmate labor does not displace an existing in-house or contractor work force. The Army does not pay direct labor costs for inmate labor but does incur equipment, materials, supplies, transportation, and program administration costs to use inmate labor. A civilian inmate labor program can be implemented on an installation simply with a Memorandum of Agreement (MOA) between the installation and the local correctional facility. The installation also develops an inmate labor plan governing operation of inmate labor details on the installation. The MOA and inmate labor plan are then forwarded through command channels to HQDA for approval.

17–41. Army communities of excellence (ACOE)

a. The ACOE program is a commander's self-assessment 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. The Army Performance Improvement Criteria (APIC) are the basis for award programs such as ACOE. APIC has three important roles in strengthening mission performance:

- to help improve organizational performance practices, capabilities, and results
- to facilitate communication and sharing of best practice information among organizations of all types
- to serve as a working tool for understanding and managing performance and for guiding planning and opportunities for learning

b. The mission of the ACOE Program is to provide in a quality environment, excellent facilities and services. Our installations, both at home and abroad, have an increasingly critical role in supporting, sustaining, mobilizing, and deploying 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. HQ IMA is responsible for evaluating ACOE submissions and arranging and conducting the ACOE award ceremony. Finally, out-year funding presents incentive award dollars to winning communities in the first quarter following the competition (October/November).

Section VIII
Summary and references

17–42. Summary

The IMA concept provides effective Army-wide installation management through use of best corporate business models, comprehensive adherence to Army standards, and partnership with MACOMs and mission commanders, who receive focus on their unique issues, while geographic efficiencies are realized through economies of scale. IMA regions ensure mission commanders receive personalized support. The concept cares for people while ensuring readiness is not compromised; it positions installations for Army and DOD transformation initiatives and represents the Army's commitment to improve installations, preserve the environment, enable well-being of soldiers, civilians and family members, and support mission readiness of all stakeholder units.

17–43. References

a. General Order Number 4, Assistant Chief of Staff for Installation Management (ACSIM), 22 August 2002
b. Office of Management and Budget (OMB) Circular A–76 (Revised), *Performance of Commercial Activities.*
c. Army Regulation 1–1, *Planning, Programming, Budgeting, and Execution System.*
d. Army Regulation 5–1, *Army Management Philosophy.*
e. Army Regulation 5–9, *Area Support Responsibilities.*
f. Army Regulation 5–20, *Commercial Activities Program.*
g. Army Regulation 11–27, *Army Energy Program.*
h. Army Regulation 200–1, *Environmental Protection and Enhancement.*
i. Army Regulation 200–2, *Environmental Effects of Army Actions.*
j. Army Regulation 200–3, *Natural Resources – Land, Forest and Wildlife Management*
k. Army Regulation 210–14, *Installation Status Report Program.*
l. Army Regulation 210–20, *Master Planning for Army Installations.*
m. Army Regulation 210–50, *Housing Management.*

n. Army Regulation 405–70, *Utilization of Real Property.*
o. Army Regulation 405–90, *Disposal of Real Estate.*
p. Army Regulation 415–15, *Army Military Construction Program Development and Execution.*
q. Army Regulation 420–10, *Management of Installation Directorates of Public Works.*
r. Army Regulation 420–41, *Acquisition and Sales of Utilities Services*
s. Army Regulation 420–49, *Utility Services*
t. Army Regulation 600–3, *The Army Personnel Proponent System.*
u. Field Manual 100–22, *Installation Management.*