U.S. ARMY

Journal of Installation Management

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TRAINED AND READY

Installation Management Command training facilities support Army Force Generation by providing Soldiers with realistic training environments. The Army is modernizing range facilities and expanding urban operations training centers to meet the demands of persistent conflict. Home-station training is predictable, sustainable and provides broad capabilities to ensure a full range of training operations in support of combatant commanders.

Sergeant Mihai Mocanu of Company B, 2nd Battalion, 6th Infantry, V Corps, competes in the military operations on urbanized terrain category for the 2007 U.S. Army Europe NCO and Soldier of the Year competition at the Joint Multinational Training Command Training Area, U.S. Army Grafenwoehr, Germany. Sergeant Mocanu, who was a corporal at the time, won the Soldier category.

Photo by Private First Class Michael Syner

From the Commanding General

IMCOM is the Army's Home

Five years after the Army transformed installation management, the Installation Management Command (IMCOM) stands as one of the Army's most successful initiatives. The result has been improvement of installation services and programs for Soldiers and Families. Systems, processes and programs are in place — or are being developed – to better serve the Army now and in the future. Senior commanders now focus their attention and resources on warfighter missions – leaving city management functions to garrison commanders. Commanders are providing standardized and predictable Soldier and Family services and programs in record time.

All the while, IMCOM supports an Army at war.

At installations around the world, IMCOM's services and programs provide a source of balance for thousands of men and women in uniform by fostering an environment where Soldiers and Families can thrive. Our capabilities and facilities support readiness for an expeditionary Army and build a foundation for the Army's communities of the future. We are dedicated to providing Soldiers and Families with a quality of life commensurate with the quality of their service by enabling the Army to achieve its strategic imperatives:

- SUSTAIN Soldiers, Families and Army Civilians;
- PREPARE our Soldiers for success in the current conflict;
- RESET the force expeditiously for future contingencies; and
- TRANSFORM the Army to meet the demands of the 21st century.

IMCOM's focused, flexible and responsive installation management capabilities have supported the war in Iraq, the conflict in Afghanistan, and repeated deployments and redeployments of Army units worldwide. We have transformed installations to help accelerate the Grow The Army initiative by implementing the Army Family Covenant and supporting the Army Medical Action Plan.

The focus of our installation mission is to provide:

- What senior commanders need
- What Soldiers and Families deserve
- Capabilities that support our geographically dispersed population, and
- A vision of services and facilities for installations of the future.

IMCOM has proven its value as the right installation readiness solution for the Army and is planning for the installations the Army will need to support future generations of the All-Volunteer Force. IMCOM's mission is to bring vibrancy and quality to the lives and relationships of the Soldiers and Families who will be the lifeblood of the future Army and to prepare them for unforeseen missions and challenges.

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

The Soldiers and civilians of the IMCOM team are proud of their achievements. They are taking on the hard work of looking beyond the present to discover what future Soldiers will need from the installations that are the "The Army's Home." Anticipating defense missions of tomorrow requires a continued concentration of efforts today to assure that Soldiers and Families are best prepared for challenges of tomorrow.

Robert Wilson
Lieutenant General
Assistant Chief of Staff
for Installation Management

Commanding General
U.S. Army Installation
Management Command

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Journal of Installation Management Contributors' Guide

Topics and Contributors

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

Articles are evaluated for content and recommendations made to an author when appropriate to maintain consistent focus and high quality. Ultimately, the journal is intended to contribute to continuous learning and continuous improvement among installation management practitioners.

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

Manuscript Style

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

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

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

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

Length

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

Submissions

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

All articles for submission should include a short biography with the author's name, current position, and any credentials or experiences that validate the writer's expertise. Also include mailing address, daytime phone numbers, e-mail address, and any other contact information that will enable editors to reach you.

Topics may be proposed by abstract or outline by submitting an e-mail to imcomjournal@conus.army.mil.

Accompanying Material

Photographs, charts, and other supporting visuals are welcome, but must be thoroughly documented for clarity. All supporting material can either be e-mailed or delivered by postal service to U.S. Army Installation Management Command, ATTN: IMPA, Public Affairs, 4700 King Street, Alexandria, VA 22302.

Clearance of Material

All submitted material contained in your article may require official Department of Defense or Department of the Army clearance. Members of the IMCOM Public Affairs Office will ensure that all material is releasable for public consumption.

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

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We Want Your Feedback

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

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

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

Hope to hear from you soon.

Garrison Command: The First 90 Days

By Retired Colonel Charles D. Allen

It is normal to be both excited and anxious about the new command. Watkins identified that incoming executives facing transition have paradoxical emotions of anticipation and anxiety.

About this time of year, our U. S. Army War College (USAWC) students have mapped out the academic year in preparation for their assignments after graduation. The students naturally seek to take maximum advantage of the limited time for reflection that is available this year. Across the Army there are several senior service college students who will assume brigade-level command in the summer of 2009 and a handful of them will be garrison commanders – with a similar number of IMCOM civilians who are aspiring deputies to garrison commanders (DGCs).

In reviewing the Assistant Chief of Staff for Installation Management (ACSIM) Web site, one notes that IMCOM is responsible for approximately 110 installations. And, as of October 2008, there were nearly 80 centrally-selected garrison commands (54 colonel-level and 24 lieutenant colonel-level, but these numbers are subject to change). Given the nominal command tour is two to three years for lieutenant colonels and three years for colonels, we can expect at a minimum of 30 command transitions during each fiscal year.

This article offers suggestions on preparation to assume command and actions for the first 90 days in command.

Why the first 90 days? This timeframe is not a new construction. Our American presidents are judged on their accomplishments in the first 100 days as they set the agenda for the new administration. This standard was set with Franklin D. Roosevelt assuming office in following the Great Depression with his New Deal and acknowledged by President Kennedy as he took the oath of office in 1961.

Within the U.S. Army, we require a minimum of 90 days before an officer can be rated in a duty position. As a case in point, the Army has mandated that company commanders conduct a Command Climate Survey within the first 90 days to "assess and improve…the unit" and "to use the assessment information to develop [corrective] action plans" (U.S. Department of Army, 1998). This timeframe acknowledges that a leader must transition into command, make an initial assessment of the unit or organization, and then set the direction for it to follow during the commander's tenure. While the Army has provided deploying battalion and brigade commanders with a handbook to "assist them with identifying those issues that most effect [sic] actions in the first 100 days of combat, the most dangerous and uncertain period" (Hileman, 2008), such an offering of collected information is not available to incoming garrison commanders.

Organizational researcher, Michael Watkins, noted that it generally takes business executives six months before they learn and know enough to add value to their organizations. Watkins asserted that the first 90 days are critical in gathering information and the second 90 days result in the formulation of the organizational strategy and setting the agenda (Watkins, 2003). For our transitioning U.S. Army garrison commanders, the following framework may be useful: Preparing for Command, Assuming Command, Learning the Command, and Setting and Executing the Strategy.

Preparing for Command

Incoming commanders are expected to do their homework. It is essential for them to gather information from several sources. This process aligns with the Army philosophy for leader development covered in three domains: institutional, operational assignments and self-development. USAWC provides a useful primer on installation mission, functions and organization in the chapter, "Installation Command and Management" (Allen, 2007). The institutional policies, current programs and initiatives, and emerging concerns can be quickly discerned by visiting the ASCIM and IMCOM Web sites. Another source for information is the Army Knowledge Online (AKO) Knowledge Center for IMCOM that posts the latest briefings from commander conferences and status reports from staff proponents on key areas of interest.

Through AKO blogs and discussion threads, installation management professionals can also share the nagging issues and concerns that capture their attention and energy. The deputy commanding general of IMCOM has taken a more direct approach by e-mailing his DCG Bi-Weekly Update to region directors, commanders, and staff for special areas of emphasis. A more traditional source is represented by this publication, The U.S. Army Journal of Installation Management, which presents views of IMCOM leadership and highlights the good work of the installations and regions in executing the IMCOM mission and strategies.

Given that garrison command is a relatively recent phenomenon, it is unlikely that a lieutenant colonel would have experience in garrison organizations in previous operational assignments. Subsequently, the number of colonels who were lieutenant colonel-level garrison commanders is small. It is sensible for future commanders to seek out those officers with garrison command experience as well as IMCOM civilians and engage in dialogue to learn from them. Over the past few years, several USAWC students have approached me with that intent. Each officer should realize that his present duty station has a commander and installation staff with a wealth of knowledge on garrison business. While each installation has unique character, there are common challenges with housing, public works, emergency services, morale, welfare and recreation quality-of-life programs, etc., that can be discussed with experienced personnel.

The Army has a well-defined institutional process for command-selected officers – all who will attend the Pre-Command Course (PCC) at Fort Leavenworth, Kan. A recent PCC requirement has those officer attendees participating in the Multi-Source Assessment and Feedback (MSAF) that includes a 360-degree assessment by subordinates, peers and supervisors related to Field Manual 6-22, Army Leadership, leader competencies (U.S. Department of the Army, 2006). This portfolio is confidential and solely for developmental purposes. It provides many officers their first assessment outside of the traditional officer evaluation report (OER). A feedback session is conducted by a qualified counselor to discuss specific leader behaviors on areas of strength and potential areas for improvement in preparation for command. The product of the assessment and counseling is an individual development plan that the commander will use to monitor progress.

While traditional unit commanders also attend branch-sponsored courses, garrison personnel attend the Garrison Pre-Command Course (GPC) for four weeks at the Army Management Staff College, Fort Belvoir, Va. Both groups of commanders may have the opportunity to attend the Senior Officer Legal Orientation (SOLO) course at the Judge Advocate General school in Charlotte, Va. During each of these institutional opportunities, garrison commanders hear the latest and greatest information, build a list of reference materials (i.e., Department of Defense and Department of Army publications, best practices from public administration and city managers, and business literature), and, potentially most important, develop a network of contacts with experts and colleagues in installation management.

The Army's institutional education programs (PCC and GPC) serve to highlight the complexity and breadth of installation management. These programs make it abundantly clear to incoming commanders that they

didn't know what they didn't know about garrison command. The greatest challenge for commanders as new leaders is to "come to terms with their own lack of expertise and wisdom" (Schein, 2004) in garrison environments.

It is normal to be both excited and anxious about the new command. Watkins identified that incoming executives facing transition have paradoxical emotions of anticipation and anxiety. There is the opportunity to meet new challenges and the potential to have a positive impact that is in contrast with the anxiety of venturing into a distinctly new position. New leaders also feel vulnerable and out of their comfort zone when they realize how steep the learning curve will be to grasp the details of the new organization. The prudent leader will begin to gather as much information as possible about the new command.

One should reasonably assume that the sitting commander will be eager to set up the successor for success, so do not be concerned about making initial contact. I was pleasantly surprised upon receiving a videotape on which the then-current commander introduced himself and the garrison staff and provided the latest set of command briefings and status reports. This was a best practice that I "paid forward." You should expect the commander to assign a point of contact to assist in your transition. The commander can share the hottest topics and projects facing the installation as well as provide key documents for review. This collection of information will allow you to prudently prepare for GPC attendance and to focus on subject matter in the course that has greater salience for the installation.

Realize that until you are handed the unit colors and cell phone, he or she has the burden and responsibility of command. Do not presume to understand the challenges faced by the commander and do not encroach – your time will come. You, however, should feel comfortable in asking for information about the command that it is willing to share. Occasional telephone calls, e-mails, or desktop video teleconferences may be appropriate communication methods to develop the connection that will ease the transition into command.

Assuming Command: Be Brief, Be Brilliant and Be Gone

When the change of command date approaches, keep in mind the three B's – Be Brief, Be Brilliant and Be Gone. The change of command ceremony rightfully showcases the outgoing commander who has experienced blood, sweat, and tears along with great accomplishment in completing a very demanding assignment. Keep your comments short and concise; reinforce that you understand and accept the challenge of the command; and be gracious to your predecessor. Do not announce any major changes and remember something from your assumption of company command, "All standing orders and policies remain in effect." Generally, there will be a receiving line for the outgoing commander so you should quickly depart the area for your own welcoming reception.

During the reception, you will meet and greet the key stakeholders for the installation. Your new staff — the command team of the command sergeant major and deputy to the garrison commander with the directorate heads – will be working very hard to impress you and the guests. You will undoubtedly meet the senior commander, tenant commanders, support agency heads, IMCOM region staff, and contractors – all who have a vested interest in the community. This event will also be your first exposure to those people external to garrison operations – local government, civic and business leaders who are part of the community in which the installation resides. For those garrisons that are outside of the continental United States (OCONUS), you may also meet host nation personnel from the local and regional governments.

It is essential to quickly establish and develop relationships with the key stakeholders who will be instrumental to conducting the business of the installation. You will typically share your command philosophy during the initial meetings with the garrison staff and workforce. It is equally important to set similar foundations of expectation and trust with others outside of the direct chain of command through a series of scheduled meetings and to seize impromptu opportunities to interact. Ask the current garrison commander, the deputy and the senior commander who they consider as the high priority contacts and make it a point to meet them. These initial encounters will help you learn about the command and those that it serves.

Learning the Command

It is necessary for the new garrison commander to take stock of the installation in several areas. Understanding the external environment, assessing the existing organizational culture, and knowing the assigned missions and current strategies are critical for leadership of any enterprise. In conducting this organizational diagnosis, the GC will learn several important things about the command that will inform judgment on key items of strategy, people, and during times of crises (Allen, 2008).

Culture and Climate

One of the first things that a GC should do is to assess the culture that exists at the installation. Just walking through the directorates, meeting with installation tenants, and talking with family members on post will give the GC a feeling of how the garrison staff goes about day-to-day activities. Culture has many definitions but we can see it manifested in the patterns of behavior and it is reflective of basic assumptions of how things are really done (Schein, 2004). The GC can expect that the installation strategic plan will have mission and vision statements along with a list of values that are published for internal direction and external consumption. While IMCOM has aligned with the seven Army values, specific garrison value statements may have different words but the underlying concepts are consistent.

What we hope for at installations is a culture of respect and service to others as well as stewardship of resources that is aligned with published and espoused values. There, however, may be evidence to the contrary. What is typically found in organizations is a gap between what we say "should be" and "what is" – that gap can hinder the performance of the garrison mission, both externally and internally. Reviewing the customer comment cards and addressing issues at an installation town hall meeting may reveal indications if such gaps exist with customers. While the performance metrics for services can be quantitatively captured with IMCOM's newly implemented Customer Service Assessment (Nahrwold & Valenzuela, Winter 2008), it is important that the GC understand how the installation is perceived by its external constituents and the corporate leaders of tenant units. IMCOM has recognized the importance of culture and has established under the strategic goal of leadership a supporting objective to "Further develop the organizational culture such that IMCOM becomes the employer of choice." (U.S. Army Installation Management Command, 2008). While culture may endure and take significant effort to influence or change, the command climate is much more malleable. This may be why the Army directs that the climate survey be completed within the first 90 days. A company commander and her team can have a direct and immediate influence on the perception of unit members with day-to-day contact and actions (U.S. Department of the Army, 1986 and 2008). The same is true for garrison command where the workforce climate may be characterized by a sigh of relief or one of anxiety after the first staff meeting with the new commander.

As with culture, the commander has to assess whether the existing climate is supportive of the organizational goals and performance of its mission. If not, then action must be taken. With a predominantly civilian workforce, the number of open Equal Employment Opportunity (EEO) cases and turnover rates may offer insights on how people perceive they are treated. The EEO office and Office of the Inspector General are traditional resources to look for potential problem areas and to examine trends in workforce complaints. A valuable tool to determine the command climate within the civilian workforce is the Organizational Self-Assessment (OSA). Derived from the Baldrige Criteria for Performance Excellence, the OSA has been mandated by IMCOM to "get some good feedback from the workforce on how they perceive the organization as a whole" (Cutshaw, 2007).

Key Decisions, Key Processes, Key People

The incoming GC must clearly understand and be able to communicate the IMCOM responsibilities in support of the senior commander for the installation and its tenants. This is an ongoing tension at the institutional level (e.g., Department of the Army Staff and Army commands) and as such, will continue to be a recurring topic of discussion at the local installation. The GC must know where his decision authority lies and be able to collaborate across organizational boundaries to support the greater community. This is uniquely true for OCONUS installations where U.S. Army garrisons may have a wartime mission set as well as standard installation support operations.

In addition to knowing the command responsibilities, the GC must identify the internal processes for installation support operations. While the garrison organization chart outlines functional responsibilities, those must be enabled by key processes for developing strategies, establishing priorities, resourcing with personnel and funding, and executing programs and budgets — hence, facilitating prudent and effective decision making. The GC must ensure that internal processes are aligned with the IMCOM strategic processes and initiatives in support of the greater enterprise.

Lastly, the commander should recognize talents of those on the garrison staff. One sitting commander has referred to a special group as "the middle of the night" team — those to call and gather when situations or crises arise that require thoughtful attention and reasoned action. The commander must also realize that there are key people outside of garrison staff that can be of great assistance.

For example, the chief of staff of the senior commander may be invaluable in gaining consensus and coordinating with other tenant commanders for a major event on the installation. The GC will be most effective when he or she can build and maintain a high-performing team within the garrison workforce that can also partner with the external stakeholders to accomplish common goals.

Setting and Executing the Strategy

This article has presented recommendations to help an incoming garrison leader make the most of the first 90 days in command. The commander should prepare for the command by gathering information on IMCOM policies and strategies from various sources while learning directly from those with garrison experience. The leader should take full advantage of the institutional leader development programs (e.g., PCC and GPC) to learn about garrison operations, establish a personal network of installation professionals, and contact the command to begin the transition.

Upon assuming command, the GC should develop relationships with the garrison staff and community members who are the constituents and key stakeholders. To learn the command effectively, the GC should conduct an organizational diagnosis to assess the culture and command climate. This can be accomplished by using the existing IMCOM tools of the organizational self-assessment and the customer service assessment that also provide measures of performance against IMCOM corporate standards. A commander who is self-aware and appreciative of the many talents of the installation team is postured for success in the first 90 days and beyond.

IMCOM has directed the development of strategic plans at installations so all installations have a formal analysis of organizational strengths and weaknesses, as well as the external opportunities and challenges. The information gained during this initial period of command will allow the GC to determine what should remain and what should change in installation support plans and operations. These actions in the first 90 days support the strategic planning process of affirming the vision, mission, and core capabilities of the garrison. The knowledge gained in this period will serve as the foundation for setting the local strategic agenda for the tenure of commander in order to execute the IMCOM strategic priorities.

Retired Colonel Charles D. Allen is a civilian professor of Cultural Science at the U.S. Army War College, Carlisle Barracks, Pa. While on active duty his last assignment was as the director of Leader Development, Department of Command, Leadership and Management at the War College. In June 2008, he retired as a career Army officer after 30 years service with overseas assignments in Germany, Honduras, and South Korea. He commanded the 417th Base Support Battalion in Kitzingen, Germany, from 1997 to 1999 for an area that included six military installations. He also served as chief of inspections, Office of the Inspector General, U.S. Army Europe.

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OBJECTIVES

FIRST 30 DAYS

- Meet with key people I support–all general officers, other commanders, senior commander unit staff, organizations on post and union president. Meet with any local officials I didn't meet during "outside the gate transition training."
- Form an initial assessment of the organization
- How it interacts with customers
- How it aligns strategy, organization and capabilities
- Begin to identify who are the key power coalitions
- ID Key priorities
- Hold half- to full-day off site and go over what I learned
- Follow up with workforce to go over what I have learned
- Plan for next 30 days

FIRST 60 DAYS

- Develop the way ahead
- Pick an early win that can be delivered by January
- Force protection assessment complete
- Executing weekly brown bags with different groups
- Town hall meeting scheduled (conduct quarterly)

FIRST 90 DAYS

- Walk the grounds and meet (or be visible) to every employee
- Consensus on a garrison "strategic agenda"
- Quarterly all hands meeting

Expanding Base Operations to Expeditionary Garrisons

By Colonel William Huber and Tommy J Welin

Joint Task Force-Bravo (JTF-Bravo) in Honduras is the only forward-deployed presence of U.S. troops in the U.S. Southern Command (USSOUTHCOM) and the area of focus for Central and South America and the Caribbean. For 25 years, JTF-Bravo has been critical to the security, stability and prosperity of the region. Yet, the majority of the 1,100 Soldiers, Sailors, Airmen and civilians who make up the JTF-Bravo team at Soto Cano Air Base still are living and working in wood "hooches" with no running water or indoor plumbing.

JTF-Bravo has been manned, equipped and funded on the concept of a short-term contingency. This has lasted, one year at a time … for 25 years. It is time to focus on changing the facilities, enhancing the quality of life and improving overall living conditions for all assigned to Soto Cano Air Base. Joint Task Force-Bravo at Soto Cano Air Base is in the process of transferring base operations (BASOPS) functions to Installation Management Command subject matter experts. It will become an expeditionary garrison in IMCOM's Southeast Region. This transfer of operational responsibility was implemented on April 1, 2009.

Background

Joint Task Force-Bravo was established in 1983 and is the longest standing JTF in Department of Defense (DoD) history. Originally established to defeat communism and help deter aggression in Central America during the Cold War, JTF-Bravo's current mission is to conduct joint, combined and interagency operations and support contingency operations in order to enhance theater-wide operational security and reinforce regional cooperation. These operations include humanitarian and disaster relief (HA/DR), counter narcoterrorism (CNT) and maintain a modern 24-hour airport and aerial port for use as an intermediate staging base (ISB), forward operating base (FOB) and power projection platform.

The task force is located at Colonel Enrique Soto Cano Air Base (SCAB), a Honduran Air Force Base. Since a joint task force is, by definition, a temporary organization, all JTF-Bravo facilities have been designed, funded and constructed accordingly. All 550-plus military members (Army, Air Force and Navy — active duty as well as Reserve and National Guard and DoD civilians) at JTF-Bravo serve unaccompanied tours. Personnel serve temporary duty (TDY) deployments of four or six months or permanent change of station (PCS) assignments of up to one year.

JTF-Bravo is assigned to USSOUTHCOM, headquartered in Miami, Fla. The executive agent (or "bill payer") is U.S. Army South, headquartered at Fort Sam Houston, San Antonio, Texas. Although the Air Force, through Air Combat Command and 12th Air Force, and USSOUTHCOM both contribute to JTF-Bravo's budget, U.S. Army South provides the majority of the mission and operational funding. The annual JTF-Bravo mission and operational budget requests have averaged $25 million, with approved funding averaging about $17 million, providing leadership with difficult and challenging decisions in prioritizing limited resources.

Analysis and Evaluation

Each year, the JTF-Bravo commander must decide to support training, equipping and supplying operational mission requirements, or fund requirements to support and operate a military installation – what the Army calls BASOPS. BASOPS includes equipment, supplies, materials, labor, food, electricity, grounds, equipment maintenance, billeting, recreation, education, human resources, and civil engineering.

For the most part, leaders at JTF-Bravo have made the logical decisions to support mission requirements and not fully fund BASOPS. The result is that living quarters are below Army standard and BASOPS services are not provided in the most efficient manner.

It is clear that the status quo can no longer be considered a suitable course of action (COA) – the risks of mission failure are too great and the palatability of "temporary" must end.

A potential COA is to disband JTF-Bravo and terminate U.S. military presence in Honduras and Central America. This idea is not new – a Government Accounting Office report published in 1995 titled "Honduras: Continuing U.S. Military Presence at Soto Cano Base is Not Critical" stated: *"The U.S. military presence at Soto Cano provides useful and convenient support to some U.S. government activities but is not critical to these activities or current U.S. policy objectives in the region – which are now oriented toward economic growth and democratic reform. U.S. military and embassy officials in the region agree that the military's contribution to the new objectives is incidental and not reason enough to maintain the presence."*

The subject of moving or terminating JTF-Bravo has resurfaced periodically since the 1995 GAO report was published. Speculation about the future of the task force increased in recent months after an airplane accident at the Tegucigalpa International Airport prompted Honduran President Manuel Zelaya to advocate converting Soto Cano Air Base to a dual use (civil-military) airfield. However, no serious consideration to terminate JTF-Bravo is currently known to exist – U.S. military presence in Central America is too critical to regional stability and the success of the fragile democracies in the region. In addition, the effort to combat the trafficking of illegal drugs, arms and persons in Central America is necessary to successfully contribute to overseas contingency operations.

The recommended COA to improve conditions at Soto Cano Air Base is to establish an expeditionary garrison at JTF-Bravo managed and operated by the Army's Installation Management Command with separate funding lines for base operations and mission operations. The installation garrison commander would have direct responsibility for all facility BASOPS on the U.S. portion of Soto Cano Air Base. The garrison commander's chain of command and funding resources would be separate and unattached from the senior commander's responsibility and funding resources.

This change would enable senior commanders at JTF-Bravo to focus on executing their operational mission responsibilities. It will allow the garrison commander to focus on BASOPS and quality-of-life services.

Establishing the garrison operation and separating garrison functions and mission functions will be challenging — especially in a joint and expeditionary environment at a base that does not belong to the United States. Along with separating functions, personnel must be aligned according to the workload and tasks performed. Some positions can easily be determined whether they support the mission or BASOPS. Billeting, housing and MWR are clearly BASOPS; intelligence and operations are clearly mission. Other functions such as safety or legal are less clear. The quality of life for personnel assigned to the task force will become noticeable once the functions are determined.

Another difficult challenge – indeed, the major challenge – will be the alignment and execution of the funding resources. For the next several years, until the Program Objective Memorandum (POM) delineation is determined, funding lines must be negotiated between U.S. Army South and IMCOM. U.S. Army South will be required to continue to manage the installation resources until IMCOM can directly fund Soto Cano garrison operations. Once funding lines are determined, a process that can take several years, IMCOM will have full management of funds to execute in support of BASOPS and U.S. Army South will continue to manage the budget for mission operations.

Conclusions and Recommendations

It is time to end the "temporary" mindset at JTF-Bravo that has existed for more than 25 years by establishing a garrison command at Soto Cano Air Base. BASOPS is IMCOM's mission and its core competency. IMCOM has developed a respected, tested and successful model known throughout the Army as Common Levels of Support (CLS). By measuring service delivery, service cost and service benefit for the customer, CLS accounts for resource expenditure to the service level. This is the type of fiscal and service management needed at JTF-Bravo to ensure a plan is in place to continuously improve the installation and facilities.

The transition to a garrison command will be challenging as responsibilities are divided and realigned and it will take two or more years to work out the complete transfer of services, personnel, property accountability and resource management. But, the short-term challenges are worth the long-term benefits. Transferring garrison operations to the experts in garrison management provides an opportunity for JTF-Bravo leaders to guide a transition that will improve living and working conditions at Soto Cano Air Base. Even more importantly, the result will be a leaner, more effective and more efficient task force with a significant increase in quality of life and a better focus on successful mission accomplishment.

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Results of a Grounded Theory of U.S. Army Installation Realignment and Closure Leadership Characteristics

By Dr. Theresa M. Murray

Leadership is paramount during an U.S. Army installation realignment and closure initiative. The installation realignment and closure process is known as BRAC for affected locations in the United States, and termed Global Defense Posture Realignment (GDPR), Transformation, Restationing and other expressions elsewhere in the world. GDPR and BRAC requires commanders and other leadership to provide continued support of an installation realignment and closure mission by:

- Appropriately planning for the drawdown
- Sustaining quality of life for the installation population during the drawdown process
- Scheduling actions and key milestones throughout the process.

Successful GDPR and BRAC initiatives are further challenged during wartime as Army leaders attempt to take care of people while ensuring mission readiness of Soldiers. The Department of Defense (DoD) published a variety of reports that acknowledged the significance that U.S. installation realignments and closures have on military organizations, communities, and future war fighting efforts. In these reports, none specifically discussed the leader characteristics of U.S. Army leaders that supported successful installation realignment and closure initiatives in the United States or overseas.

As defined by senior Army leadership and others, successful installation realignment and closure must include every effort made by leadership to minimize the impact of parochial political concerns, which includes the future welfare of internal personnel and external communities. A successful installation realignment and closure will ensure that every conceivable effort is made during the process to advance transformation, minimize politics, take care of people, take care of communities, and pursue (but not be driven by) monetary savings.

As defined by senior Army leadership and others, successful installation realignment and closure must include every effort made by leadership to minimize the impact of parochial political concerns.

Research Question

The single research question was designed to ensure open dialogue and feedback from the participants to the interviewer for this qualitative grounded-theory study. The single research question that guided this study was:

What grounded theory can identify and explain the Army leadership characteristics of active component (AC) Major and above, and civilian equivalent GS-13 and above, that supported a successful installation realignment and closure process?

Conclusions and Recommendations

While the study was conducted with U.S. Army installations located in Germany, with the exception of the gaps identified in the findings — regulatory law; facilities and equipment; host nation partnerships; U.S. and local national employment; senior-level influence; and available resources — the results of the study are generalizable to military installations worldwide. Organizational leaders can apply the results of the study toward success of future installation realignment and closure initiatives, and private business mergers and acquisitions. A subsequent study may compare and contrast installation realignment and closures worldwide to develop a grounded theory of worldwide implications of such initiatives.

Historical Background of U.S. Army Installation Realignments and Closures

Shared goals are the elementary fact for the existence of organizations. Two goals determined at the regulatory inception of U.S.-based realignments and closures in 1988 were:

1) Achieve resource efficiencies in operations and maintenance
2) Achieve efficiencies that coincide with DoD and Congressional military objectives

The U.S. Army leadership strategy in realigning and closing Germany-based organizations "Began with a clear vision, or in military parlance, a firm understanding of higher headquarters' intent". The leadership followed the regulatory guidelines dictated by senior leadership in the execution of the realignment and closure process. Flexibility and adaptation was employed as higher headquarter guidelines and customer needs changed throughout the process.

U.S. Army installation realignment and closure actions that occur outside of the United States have been termed global defense posture realignment. Three goals determined at the official 2001 inception of GDPR were:

- Position U.S. forces to better conduct the global war on terror
- Ease the burden of the post 9/11 operational tempo on members of the armed forces and their Families, and
- Improve the U.S. ability to meet its alliance commitments while making these alliances more affordable and sustainable

The gaps between U.S.-based and Germany-based realignment and closure initiatives affected the planning, goal determination, and execution of the Germany-based realignment and closure initiative under study. The common themes of gaps illustrated by the data findings and literature review included:

- Regulatory law
- Facilities and equipment
- Host-nation partnerships
- U.S. and local national employment
- Senior-level influence
- Available resources

GDPR and BRAC requires commanders and other leadership to provide continued support of an installation realignment and closure mission by:

- Appropriately planning for the drawdown
- Sustaining quality of life for the installation population during the drawdown process
- Scheduling actions and key milestones throughout the process

Successful GDPR and BRAC initiatives are further challenged during wartime as Army leaders attempt to "minimize the impact for support on the global war on terrorism" while realigning and closing installations. The Department of Defense (DoD) published a variety of reports that acknowledged the significance that U.S. installation realignments and closures have on military organizations, communities, and future war fighting efforts.

The common themes from the data emulate the literature that acknowledged the significance that installation realignments and closures have on the internal and external environment. Customer needs, knowledge management, and uncertainty were fundamental while:

- Appropriately planning for the drawdown
- Sustaining quality of life for the installation population during the drawdown process
- Scheduling actions and key milestones throughout the process

Causal conditions of gaps between U.S.-based and Germany-based realignment and closure initiatives; communication; relationships; supporting Soldiers and Families during war, and; taking care of people were evident in the literature review and in the data findings.

The essence and history of U.S. Army installation realignments and closures is about prepositioning military support to achieve efficiencies in operations, maintenance, and American military objectives. The mission of U.S. Army installations is to provide the Army the installation capabilities and service to support expeditionary operations in a time of persistent conflict, and to provide a quality of life for Soldiers and Families commensurate with their service. Soldiers, Family members, and a myriad of other entities are the U.S. Army's customer. Customer needs was evident in the historical overview of realignments and closures and in the data findings. Communication and relationships were well-defined causal conditions in the historical policy guidelines, and coding and categorization of the data. The common themes in characteristics of U.S. Army leaders that supported the Germany-based installation realignment and closure process included timing, flexibility, adaptation, coordination, and innovation to meet customer needs. Comprehensive time lines were established during the planning process, and unless there was an urgent need, "time lines were adhered to".

U.S. Army Realignments and Closures, and Business Mergers, Acquisitions and Closings

According to the literature, the U.S. Army installation realignment and closure initiatives and the corporate U.S. mergers and acquisitions occur for two general reasons: (a) for financial considerations (i.e., to realize cost savings) and (b) to meet mission requirements. The U.S. Army's mission requirement is to provide necessary forces and capabilities to the Combatant Commanders; and the U.S. corporation's mission is in increasing worth. Mission distinction between U.S. Army and private business is one variance to the process of merging and closing organizations. Inequalities between Army and private business also include (a) reporting to a U.S. Congress rampant with conflicting issues rather than reporting to shareholders, and (b) failing or not failing in the process.

Failure to complete a U.S. Army installation realignment and closure process is not in the U.S. Army leader vocabulary. Elements of the systematic process of installation realignment and closure may not go as well as planned, and in accordance with goals and specified timelines, but the entire process of realignment and closure will never fail. In contrast, the literature found that mergers and acquisitions have a higher failure rate than they do

a success rate. There is a gap in the literature on the levels of success of U.S. Army installation realignments and closures. Rather, the U.S. Army conducts what is termed after action reports that are used to identify the processes of a completed realignment and closure that worked well and to identify those areas and actions that did not work well as a means of future improvement.

As a public sector organization, the U.S. Army provides services that are not exchanged on economic markets, but rather, the Army's services are "justified on the basis of general social values, the public interest, and the politically imposed demands of groups". Whether performed through Army installation realignments and closures or private business mergers and acquisitions, the literature and data findings confirm that transformation is a challenge to leaders of all sectors of business.

Generally, organizational performance is defined in terms of longevity and prosperity of the business. The performance of the U.S. Army is defined in terms of successfully providing necessary forces and capabilities to the combatant commanders. Whether striving for increased net earnings or winning the nation's wars, organizational performance is based on:

- Process efficiencies
- Adaptation
- Innovation
- Relationships, and
- Resources

The validity of performance measures at a given time are dependent on situational internal and external environments. During a major change effort the scope of Army installation realignment and closure processes, performance measures at a given time are constantly moving targets, requiring greater depth of exercise in flexibility, adaptability and innovation. Through the Germany-based realignment and closure process, organizational outcomes were dependent on the degree of direct to indirect leader involvement, and the use of empowerment to functional experts to assist in the efforts.

The Army's services are "justified on the basis of general social values, the public interest, and the politically imposed demands of groups."

Many studies and scholarly literature proposed that when organizations experienced a merger and acquisition, the culture of the enduring organization made the redesigns and realignments a success or failure. The Germany-based realigning and closing installations were governed by the same U.S. Army culture, so the culture differences experienced in the realignments were minimal. Members of the Germany-based realignment and closure processes that moved from closing installations to realigning installations may have experienced different leadership styles under new commands.

U.S. Army Institutional Culture

The theory of organizational culture asserts that individual behavior in an organization is not restricted by prescribed regulations and hierarchical formations. Rather, the consensus of theories of organizational culture suggests that cultural customs, beliefs, assumptions, and values provide instinctive guidance and direction, and ultimately, the behavior of individuals within the organization. When one wishes to understand organizational behavior and to anticipate its future actions based on its current behavior, the assumptions that embrace the concept of organizational culture must be understood.

The Germany-based Army leadership was guided by relevant and long-standing Army values, and a strong core ideology of the U.S. Army installation organization. Key ideals that guided goal determination, customer needs, and the management of knowledge and uncertainty included (a) coordinated leadership across all levels of Army hierarchy, (b) truth and ethics, (c) adapting to changing situations, and (d) integration of variable forms of direct and indirect leadership.

Executing a culture requires a well-developed strategy that must involve employees in the process contended that cultural change requires a well designed plan "that accompanies the changes in structure to be a factor in the success of the change process". Some scholars have argued that an essentiality of a merger (or installation realignment and closure) integration plan was to create one new organizational culture to avoid a clash of two distinct cultures that may occur between joining organizations. Any form of cultural clash between organizations going through a merger or acquisition (or installation realignment and closure) may obstruct the integration of the knowledge and experiences of all concerned, and ultimately, will not meet senior leaders' original expectations. Mazzie and other theorists provided steps that senior leaders might take to ensure cultural integration through realignments and closures. While the U.S. Army's culture was present in all affected installations of the Germany-based realignment and closure process, the affected Army leadership employed a few of Mazzie's steps to ensure effective cultural integration and goal achievement:

1. Communicate the realignment and closure goals to all employees. Communication is in line with the DoD's realignment and closure policy guideline of speaking with one voice.

2. Act quickly. The data findings indicated that acting expeditiously, whether realigning or closing, was a priority to all levels of leadership.

3. Make retention of intellectual assets a top priority. Leader Participant 15 confirmed that streamlining the flow of personnel away from the work activities in a reasonable manner not to disrupt necessary services, was an established and exercised goal. "You start congealing what you have down to a very small point to where you are giving away pieces and parts of the whole puzzle … you are breaking away little pieces as you do not need them anymore".

4. Resist the "us versus them" mentality. The collective representation of the data findings indicated no "us versus them" mentality. Goals were established early so affected members understood their purpose in the processes. "Clarification of goals motivated personnel to excel in their individual activities and to develop trust among their leaders".

5. Encourage collaboration to create a climate of trust. "The Germany-based Army leadership made the decision that taking care of the employees was top priority".

One participant called it "bureaucratic laziness" (Leader Participant 21); one said it was because "Americans now-a-days are just too busy to be informed of everything."

Since its return to an all-volunteer military force (post-Vietnam), some have postulated an increasing cultural split between the American society as a whole, and that of the military forces that represent it. A question asked of leader participants was, "Global social and political changes have more impact on the U.S. Army culture than on that of corporate American business. A growing cultural gap between the U.S. Army and the U.S. population continues. According to a CBS News and New York Times poll that was conducted in 2005, 82 percent of Americans have never served in the military, and 76 percent of Americans have not had a family member who has served in the military. Do you perceive the cultural gap between the U.S. Army and the U.S. population as a further challenge of leadership while executing an installation realignment and closure initiative; and if so, what leader competencies are representative of this unique cultural environment?"

With seven exceptions, interview participants agreed that a cultural gap exists between the U.S. Army and the U.S. population, but the interpretations for the cultural gap varied. One participant called it "bureaucratic laziness"; one said it was because "Americans now-a-days are just too busy to be informed of everything"; and another stated that, "They really do not know what we do". A participant that did not agree with the idea of a cultural gap between Americans and the U.S. Army said, "If you look at the survey of what institutions the American people believe more in, we are at the top of the list… there is some kind of disconnect and I do not buy the premise of a gap". Participants did agree that global social and political changes inside and outside of the military have far greater affect on the U.S. Army organization than on corporate America. Global social and political concerns are ingredients that make up the U.S. Army culture, and an added challenge to organizational change.

Organizational Change

During a U.S. Army installation realignment and closure process, the ideal of organizational change is a shared goal. As reminded by scholars, organizational change requires an alteration of individual as well as group actions.
The Germany-based Army leadership employed the ideal of "doing the right thing for the right reason" as a

means of implementing realignment and closure change. Continuous meetings were held among different members and functional units of the organization throughout the process. Employees, Families, and tenant units were kept apprised of the process. Empowerment was instilled as a tool for determining and attaining goals, and maintaining scheduled time lines.

Goal determination in execution of the Germany-based realignment and closure mission was viewed as a combined effort — there was no differentiation between realignment goals and closure goals, or the leadership characteristics employed to carry the combined initiatives through to completion. The only exception was one leader participant who noted installation realignment goals have more options than closure goals. Participant 16 differentiated the leader characteristics of realignment and closure by sharing that exercising far-sight and opportunities to empower affected people, either in the losing or the gaining installations, were the characteristics of realignment processes because realignment has more options. Installation closure processes have fewer options available to leaders and to affected people than do realignments; the characteristics of closure processes were dependability and experience. During installation closure processes leaders were dependable, experienced, and appeared to know what they were doing. Dependability and experience built higher levels of confidence in a time when, basically, peoples' worlds were turning upside down and they were looking for a rock.

Establishing direction, aligning, motivating, inspiring, and empowering people were characteristics of the literature review and of the data findings. A second factor common to successful organizational change found in the literature and data findings are relationships that are grounded and sustained prior to change initiatives taking place. During a U.S. Army realignment and closure process, crucial relationships toward success include those with (a) host nation entities, (b) higher headquarters organizations, (c) community members, (d) employees, (e) tenant units, and (f) others affected by the initiative. Leaders also used established relationships with diverse people and groups within their own organization.

As leadership rules change in theory, leadership responsibilities change in installation realignment and closure processes. The Germany-based Army leadership was not just judged by intellect ability, training or expertise, but also by how well they handled themselves and others through the process. The two levels of higher headquarters of the Germany-based installations judged the Germany-based Army leadership according to their abilities to achieve prompt results, which required making decisions under pressure in the face of uncertainty, complexity and data overload.

Leadership trust is a fundamental element to organizational change. The achievement of a successful installation realignment and closure initiative is dependent on an established trust among different individuals and their efforts toward a shared goal.

The literature suggested that coping with organizational change is difficult and distressing and left employees (a) feeling a loss in professional status, (b) uncertainty about the future, and (c) prompted a fear of failure as they faced new challenges in new work environments. The perceived professional identity crisis that organizational change creates was evident in the subordinate/community member responses to all questions – they were very concerned about future jobs, if they would have a future job, and if they would fit in with their new workplaces.

The perceived identity crisis is but one element to uncertainty in organizational change. One of the most difficult aspects of organizational change for employees is "the uncertainty associated with the process and outcomes of the change". Using communication, the Germany-based Army leadership satisfied employees' basic needs of (a) predicting what would happen next, and (b) understanding why things were as they were.

Organizational Behavior

The Germany-based Army leadership exercised the use of team efforts to create more value than people working separately on realignment and closure issues. The literature review and data findings share in the ideal of using organizational members to collectively: (a) increase specialization and the division of labor, (b) use large-scale technology, and (c) manage the external environment. The use of collective members of the organization also allows for economizing on transaction costs, and exerting power and control as needed.

A continuing trend of organizational theory is that it is a progression of management thought. It began with the scientific management era, and then went on to bureaucratic management, and from there a behavioral school of thought began to emerge. Elton Mayo followed suit with the human relations model; and then the human resources model combined leader and worker responsibilities into one thought of mind.

Figure 1: Step 1 of the flexible, adaptive, innovative leadership theory.

In terms of organizational theory, the U.S. Army may be considered an open organizational system with three distinct components: the production, the combat, and the integrating subsystems. As the U.S. Army transforms toward a joint and expeditionary force with greater capabilities in diffusing negativity in today's environment of volatility, uncertainty, complexity and ambiguity, the organization is shifting from a static environment to one of systems orientation and accountability of the individual and the whole. The U.S. Army values remain in tact, but the culture and Army leadership characteristics are transforming to a postmodern way of thinking and acting as the implicit tools reinforce the explicit tools of bureaucracy and structural frame.

Leadership Theories

Flexible, adaptive, and innovative leadership was the intervening condition to leaders' success in realigning and closing the Germany-based U.S. Army installations, and integrated earlier leadership theory with ideas from theories of organizational change, strategic planning, organizational behavior, and traditional U.S. Army leadership. The influence of the Army leadership before and during the Germany-based realignment and closure processes was the determinant of: organizational performance through goal determination and collaboration; meeting customer needs; sustained relationships that supported success; change-oriented behaviors; and management of knowledge and uncertainty.

The theory of integration of flexible, adaptive, innovative leadership as part of Army characteristics began to evolve as common themes and the core phenomenon emerged (Figure 1). The first step in development of flexible, adaptive, innovative leadership was to understand and respond to goal determination. Figure 1 illustrates three categories — customer needs, knowledge management, and uncertainty – that align flexibility, adaptability and innovation in goal determination through an installation realignment and closure process.

"Flexibility was the most utilized leadership skill in being able to take a multitude of situations and broad-spectrum areas that we were dealing with, and being able to adjust as changes occurred with personnel, times and dates of facilities' clearance … with equipment being moved to different places, and being able to adjust to a changing plan". "We all had a base plan of what should happen, could happen, and then what did happen being a multitude of variations from that – flexibility being the key one".

Adaptive leadership was a topic of the theoretical framework of this study. As technological changes and organizational downsizing continues in all military services, adaptive leadership for today's Army is becoming increasingly important. Adaptive and situational leadership theories focus on the truly situational nature of leadership, and the need for behavior flexibility on the part of the leader. In addition, adaptive and situational leadership recognizes the worker as the most important situational determinant of appropriate leader behavior. The findings indicated that Army leadership was open to changes in realignment and closure timelines and deviations from the plan, and made effective decisions in harmony with the changes, appropriate to organizational context, and in sync with real needs.

It was important to use worker participation because acceptance, satisfaction, commitment and

the knowledge that resided with workers were vital to success. The Germany-based Army leadership made organizational members feel free to participate in discussions, meetings, problem solving, and decision-making before and during the realignment and closure process. This made for increased autonomy of workers, power sharing, and decision-making.

Taking care of people experiencing realignment and closure was a challenge while sustaining a war effort and the Families with deployed spouses. The buildup of stress during a realignment and closure, coupled with the ongoing uncertainties of war enabled competing forces, and neither could be ignored. Leading realignment and closure in a highly complex and demanding business and personal environment forced leaders to create innovative strategies in dealing with all elements of the forces. Step 2, as illustrated in Figure 2 of the flexible, adaptive, innovative leadership theory looked outward to:

- Gain an understanding of the current environment of taking care of people
- Support Soldiers and Families during war
- Assure success despite the gaps that challenged overseas realignment and closures, and
- Continue communication

There is no current definition for the full range of leadership abilities required in a realignment and closure initiative. Successful leadership through installation realignment and closure processes is about being innovative and allowing innovation to get things done.

Flexible, adaptive, innovative leaders are great communicators that get the message across as soon as legally capable. Flexible, adaptive, innovative leaders integrate the values of an over 232-year Army culture to gain cooperation. They break out of comfort zones and search for ways to reinvent themselves and those around them in an effort to successfully attain a goal that cannot be breached. Working through relationships, flexible, adaptive, innovative leaders foster open environments built on collaboration and open communication. They listen to changing customer needs, and many times adjust course in taking care of people.

Figure 2: Step 2 of the flexible, adaptive, innovative leadership theory.

Step 3 of the flexible, adaptive, innovative leadership theory (Figure 3) integrates the data's common themes, causal conditions, context, and intervening condition into the core phenomenon. The concepts of flexible, adaptive, innovative leadership are not new, but the interrelation of the concepts and their relation to leading a successful installation realignment and closure process grounds the theory for U.S. Army leaders.

U.S. Army Leadership Characteristics

There has been some progress toward a theory of military leadership that focuses on the Soldier's preparation for fighting in combat, the skills required in actual fighting, and the will to prevail in combat against an enemy. The U.S. Army's mission used to be "to fight and win the nation's wars". As combatant commands have stood up and the organization continues to reposition itself, the Army's mission has been revised to providing "necessary forces and capabilities to the combatant commanders in support of the national security and defense strategies". In reposturing itself to succeed at its mission, U.S. Army installation realignments and closures are an important factor in

Figure 3: Step 3 of the flexible, adaptive, innovative leadership theory.

noncombat mission initiatives. U.S. Army theorists are challenging the organization's historical culture of hierarchical strategic leadership to emphasizing complex adaptive systems as an alternative mental model in which to view leader characteristics. The traditional leadership tasks of role defining, standardization, decision making, commanding, and controlling are being challenged by relationship building, loose coupling, diversifying, sense making, learning, improvising and emergent thinking.

U.S. Army leadership effectiveness in any situation cannot be overemphasized because leader effectiveness anywhere in the Army affects success in combat. If an Army leader is unable to influence followers by use of character, the leader may push them by force of law. The complexity of Army leadership is that they have two roles – the task specialist and the social specialist. The task specialist will win out over the social specialist every time because an Army leader's "primary concern is to achieve the group's goal of defeating an enemy in combat". Being likable to subordinates is a less important characteristic than being active, sharp and well informed.

As the literature and data findings discussed, Army leaders executing a realignment and closure effort continuously seek alternatives to unique situations. They are adaptable in their own leadership styles to encourage participative empowerment through delegation of authority.

Leader Participant 11 shared that leader characteristics through an installation realignment and closure process takes "a combination of every leadership skill we have." The situations, challenges, people, circumstances and so many variables dictate what leadership skills are best and most appropriate at a given point in time of realignment and closure.

To support a successful installation realignment and closure process, the research findings indicate the core phenomenon of leadership characteristics focuses on goal determination. Common themes from the interviews and historical artifacts were (a) goal determination, (b) customer needs, (c) knowledge management, and (d) uncertainty. The causal conditions of (a) gaps between U.S.-based and Germany-based realignment and closure initiatives, (b) communication, (c) relationships, (d) supporting Soldiers and Families during war, and (e) taking care of people, led to the importance of flexible, adaptive,

and innovative leadership. The strategies that emerged from each of these categories interrelated to develop a grounded theory of U.S. Army leadership characteristics that supports successful installation realignment and closure.

Significance to Leadership
The study provides a modest step in advancing exploration and discovery of U.S. Army leadership characteristics that supported a successful installation realignment and closure process. The common themes, core phenomenon, causal conditions, and intervening variable contribute to the literature gap in providing a foundation to build upon in researching leader characteristics that best support organizational realignments, closures, mergers, or acquisitions.

The U.S. Army leadership role is crucial to successful Army installation realignment and closure experiences by all stakeholders. As Thanner stated, "When a military base, often a decades-old structural and economic cornerstone of a community closes, the community that hosted it is impacted in the short and long term on a number of economic fronts". Communities and local economies face job and tax revenue losses, reductions in personal and household incomes, reductions in dollars being spent by the military community, a decrease in housing requirements, and a loss of on-post services for veterans living in the area.

In the process of organizational changes of this magnitude, it is difficult to alter all the relevant and affected systems simultaneously. Any leader, in public or private business, identified to follow through on such an initiative takes on a challenge of immeasurable capacity. As such, the exploration and discovery of the critical components of installation realignment and closure, and the successful characteristics exercised by the Germany-base Army leaders enhances future GDPR and BRAC initiatives for the U.S. Army leadership. The exploration and understanding of the successful characteristics exercised by Army leaders of the Germany-based installations also enhances other military forces and private business leadership by providing a grounded model of successful leadership characteristics by which to make the process more palatable to all stakeholders. The model of U.S. Army installation leadership depicts how leadership interprets, constructs, and acts upon the experience of a realignment and closure responsibility. The grounded-theory approach provided a resource for any leader required to realign, close, merge or acquire an organization.

Leaders can use the theory grounded in data in the research, along with the common themes of goal determination, customer needs, knowledge management, and uncertainty to enhance the positive and mitigate the negative effects these areas of consequence create before and during realignments and closures. The intervening variable of flexible, adaptive, innovative leadership further enhances the interrelation of the theoretical concepts uncovered and their relation to successfully leading an installation realignment and closure process. Understanding the leadership characteristics that positively affect the areas of consequence provides future Army leaders required to realign and close installations with insight on actions and behaviors that will enhance effectiveness and results.

Goal determination is the core phenomenon and will be unsuccessful without a combined effort of higher headquarters, managers, employees, tenant units, and other customers. Empowering functional experts through delegation of authority, enabling open and continuous communication, making use of sustained relationships, and being flexible when challenged are key.

Customer needs are abundant and evolving daily. The common themes in customer needs included timing, flexibility, adaptation, coordination, and innovation. Leaders supporting installation realignment and closure processes must be flexible, adaptive, and innovative in changing with changing customer needs, adaptive to unplanned challenges, and allow innovation through empowerment and reward.

Managing knowledge before and during an installation realignment and closure process creates the need to flatten the organizational structure. The process is a synthesis of internal and external desires considered from a holistic perspective. Some internal hierarchical structures may need to be removed in an effort to employ what needs to be accomplished in realignment and closure efforts. Innovation was recognized as a characteristic of knowledge management, but caution was placed on the importance of establishing goals and then resisting the urge to jump from one idea to another because of innovation. Uncertainty was an element of appropriately managing knowledge; it was an issue not easily dealt with, but all measures of communication that could possibly be taken to keep affected individuals and organizations informed were taken. The data collection and interpretation indicated significant energy aimed toward keeping affected internal and external individuals and organizations informed, and a continuous open forum of communication enacted throughout the process.

To position affected customers to accept and comply with U.S. Army installation realignment and closure initiatives, flexible, adaptive and innovative Army leaders:

- Established goals
- Integrated time lines
- Imparted vision and objectives
- Communicated
- Listened
- Sympathized
- Sustained values
- Improvised, and
- Empowered

Flexible, adaptive and innovative leaders generated collaborative environments that empowered personnel and other customers to think, share, and act. Goals and outcomes were specified, but the means for reaching goals and outcomes was flexible; contributions to the means were encouraged.

A recurring theme of intellectual and emotional characteristics used in leading a successful realignment and closure process was not presented in the data. Rather, interview participants and historical data indicated a myriad of characteristics used in unique situations throughout the realignment and closure process, but were dependent on flexibility, adaptability, and innovation. The discoveries identified in the study advance the identification of leadership characteristics into future realignment and closure processes, and may be incorporated into the DoD military value criteria policy guidelines as a supplementary tool to support successful leadership operations of U.S. Army installation realignments and closures.

Recommendations for Future Research
The study developed qualitative grounded theory on what U.S. Army leadership characteristics supported a successful U.S. Army installation realignment and closure process. Glaser and Strauss noted quantitative research might be used to generate theory from emergent concepts, and may be enhanced through a quantitative study of a similar nature. Secondary analysis of the data collected through the study may be used to test concepts by forming hypotheses to determine the quantitative strength of correlation between variables. A quantitative survey method that emulates the interview questions used in this study may provide complementary findings that further enhance the results. A quantitative study that takes an experimental or causal comparative approach will provide an illustration of the cause and effect relationship of data by manipulation or non-manipulation of one or more causes.

The journey of the research study opened several other possibilities for additional studies. Future research efforts that embrace core categories of the study might consider multiple interview formats as a means of prodding deeper into the data. A similar study that differentiates the responses of active military versus civilian, or U.S. employees versus the life experiences of German employees may lead toward innovative results. Other thoughts that presented themselves as recommendations for future research ideas include the following:

1. Are there differences in leadership characteristics in execution of installation realignment and closure initiatives when America is at war versus during peacetime?
2. A research study that differentiates the affects and the unique needs of functional installation units supported by appropriated resources, and functional installation units supported by nonappropriated, self-generated resources while going through a realignment and closure process.

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Ground-breaking Study Confirms Army Morale, Recreation and Welfare Programs Directly Linked to Soldier Readiness and Retention

By Richard J. Fafara, Joanne C. Marshall-Mies and David J. Westhuis

Although civilian literature has established the positive role of leisure as a form of coping and dealing with stress, only recently has the Army been able to demonstrate a similar impact of Army Morale, Welfare and Recreation (MWR) programs by scientifically linking them to the readiness and retention of active-duty Soldiers. A study, initiated by the U.S. Army Family and Morale, Welfare and Recreation Command (FMWRC), found significant statistical relationships between active-duty Soldiers' use of recreation and Family programs and their desire to stay in the Army, their military career intentions, and their satisfaction with Army life. Moreover, the study was able to measure the strength of those relationships. Very similar relationships held true of MWR program use by civilian spouses of active-duty Soldiers. The study also provided details about the strength of the relationships between MWR usage within four distinct groups of MWR programs, as well as characteristics of users, and Soldier readiness and retention.

METHODOLOGY

Sample Description. Using Soldier and spouse data from three robust, Armywide surveys, this study analyzed responses from more than 25,000 active-duty Soldiers and 22,000 civilian spouses of active-duty Soldiers. For Soldiers, the study used data from the Spring 2005 Sample Survey of Military Personnel (SSMP) and the 2005 Leisure Needs Survey (LNS). Spouse data came from the 2004/2005 Survey of Army Families V (SAF V) and the LNS. All data was weighted to the total population of approximately 400,000 non-deployed, active-duty Soldiers and approximately 180,000 civilian spouses of non-deployed, active-duty Soldiers.

(Note: When the data collected from survey respondents are adjusted to represent the entire population from which the sample was drawn, the resulting data are called weighted data.) The Soldier and spouse samples for each of the surveys mirror the Army population based on the rank of the Soldier and Soldier spouse, with four-fifths being enlisted or civilian spouses of enlisted and one-fifth being officers or spouses of officers. These samples also mirror the Army population in terms of their gender, racial/ethnic diversity, station locale (within or outside of the Continental United States), and location of residence (on- or off-post).

Measures. Five MWR usage, three readiness and retention (referred to as "outcomes"), and two intervening measures were developed.

a. MWR Usage. The MWR use measure reflected the number of MWR programs/services used by the respondents (hereafter referred to as "MWR use"). This varies slightly by survey. For the SSMP and SAF V, the total MWR score indicated how many of 23 MWR programs the Soldier or spouse had used within the last 2 years. For the LNS, a comparable measure indicated how many of 16 MWR programs they had used in the last 12 months. In addition, separate measures reflected the use of four different groups of MWR programs: Child and Youth Services (for those Soldiers and spouses with dependent children); Recreation, Tickets and Libraries (including information and tickets, music and theater programs, arts and crafts, automotive shop, travel agency services, outdoor recreation, and community centers); Sports and Fitness Programs; and Food and Beverage Operations (for SSMP and SAF V only).

b. Retention and Readiness. Three Army retention and readiness outcome measures were developed: (1) "desire to stay in the Army" until retirement or to make the Army/military a career vs. "desire to leave the Army before retirement" (2) "military career intentions" or plans to stay in the Army/military until retirement/make it a career vs. stay beyond obligation but not until retirement vs. leave after obligation/not make it a career (3) "satisfaction or dissatisfaction with Army life."

Because of the richness of the datasets, this article will present findings for only one outcome variable: "desire to stay in the Army." However, throughout the study, results found for the other outcome variables (i.e., "military career intentions" and "satisfaction with Army life") paralleled the results reported herein for the outcome variable, "desire to stay in the Army."

c. Intervening Variables. Two intervening or mediating variables between Soldier MWR use and the readiness and retention outcomes were analyzed. These two intervening variables were found to enhance the relationship between MWR usage and the outcome variables. The first intervening variable, "emotional attachment," summarizes the extent to which SSMP Soldiers agree or disagree with four statements about their current military life: I feel like "part of the family" in the military; The military has a great deal of personal meaning for me; I feel a strong sense of belonging to the military; and I feel "emotionally attached" to the military. A second intervening variable, "extent the Army cares," summarizes LNS Soldiers' responses to the question: To what extent does providing MWR programs and services demonstrate that the Army cares about you and your family?

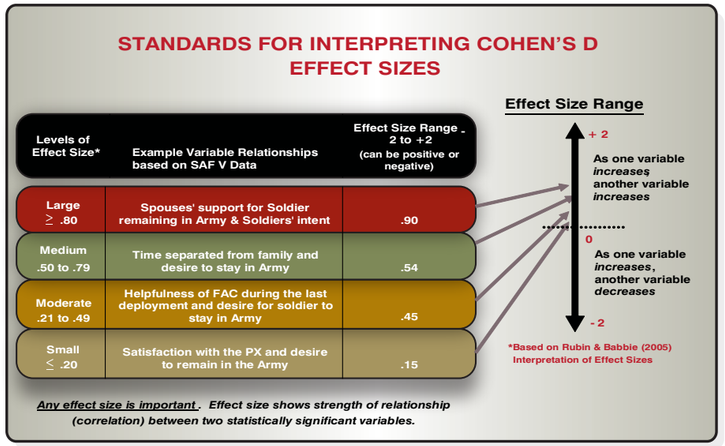


Figure 1: Standards for Interpreting Effect Size (ES) (Rubin & Babbie, 2005)

Responses to this question ranged from a great extent to no extent. Both variables were found to be directly related to MWR use and, in turn, had an indirect and direct impact on the outcomes.

Analysis. The statistical analysis involved two steps. First, it was determined if there was a statistically significant relationship between MWR use, retention and readiness, and the intervening variables. In general, statistical significance indicates how sure one can be that the relationship between the number of MWR programs used and other variables (i.e., the readiness and retention and the intervening variables) is due to chance or is a finding that can be consistently replicated. However, because of the way statistical significance is computed when a sample size is large (e.g., the study samples of more than 25,000 Soldiers and 22,000 spouses), even very small relationships will be detected as statistically significant. This does not necessarily mean that the relationship is "large" or important enough to warrant the attention of policy makers or program managers; it only means that the relationship is most likely not due to chance. After establishing that a significant relationship exists, a second analysis step assessed the strength ("Cohen's d" or "effect size") of the relationship. Cohen's d or effect size (ES) is a name given to a family of standardized indices (Cohen, 1988) that measure the strength or magnitude of the relationship (correlation) between variables. It is independent of the sample size. The larger the ES, the greater the importance or strength of the relationship. As you read the following results, it is important to keep in mind that the ES does not indicate that there is a causal relationship between the two variables; rather, it indicates the magnitude of the correlation or the strength of the relationship between the two variables.

To interpret the ES, we used the following standards: an ES greater than or equal to .80 constituted a strong or large relationship (correlation); .50 to .79, a medium relationship; .21 to .49, a moderate relationship; and below .21, a small relationship (Rubin & Babbie, 2005). See the examples in Figure 1.

RESULTS

The study results described below demonstrate: the direct relationships and ES of MWR use on retention and readiness outcomes, the ES of MWR use on outcomes via intervening variables, ES of different types of MWR programs on outcomes, and ES of demographics on MWR use.

Direct Relationships and ES of MWR Use on "Desire to Stay in the Army until Retirement." The study found a statistically significant relationship (i.e., correlation) between MWR usage and the "desire to stay in the Army." These Soldier and spouse correlations indicate that, as MWR usage increases, "desire to stay in the Army" increases. The study also found direct, positive ES between Soldiers' MWR usage and "desire to stay in the Army." The direct ES (.21 to .36) for these correlations, shown in Figure 2, are moderately strong for Soldiers and spouses. These ES, in turn, increased significantly via the indirect

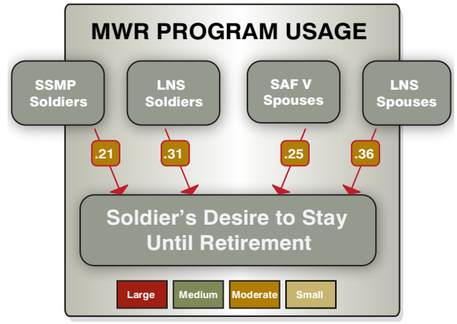
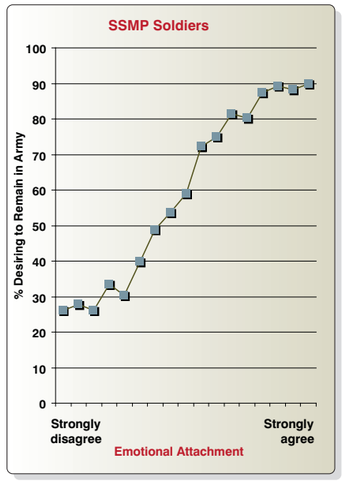


Figure 2: ES of MWR Program Use on "Desire to Stay in Army until Retirement"

association (ES) of "emotional attachment" and "extent the Army cares" with "desire to stay in the military."

Similar significant correlations and ES results were found for MWR use



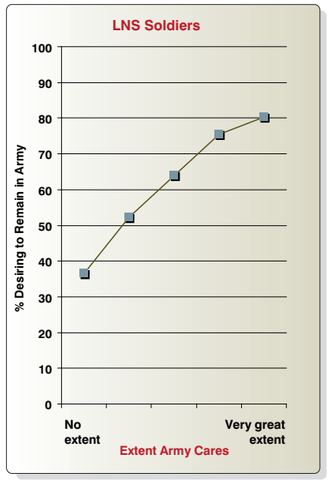


Figure 3: Relationship of "Emotional Attachment" and "Extent the Army Cares" to "Soldier's Desire to Stay in the Army"

across all three Army-wide surveys for active-duty Soldiers and spouses of active-duty Soldiers and four types of MWR programs.

Direct ES of MWR Use via Intervening Variables. Soldiers' "desire to stay in the Army" was found to be significantly correlated with both intervening variables ("emotional attachment to the Army" and perceptions of the "extent the Army cares"). Figure 3 illustrates this point showing that, as "emotional attachment" and "extent the Army cares" increase, so does the Soldiers' "desire to stay in the Army."

Figure 4 summarizes the ES for the direct relationships between Soldiers' usage of MWR and "emotional attachment," "extent Army cares," and "desire to stay in the Army." It also shows the direct ES of "emotional attachment" and "extent Army cares" on "desire to stay in the Army." For SSMP Soldiers, the direct ES of MWR usage on "desire to stay in the Army" (.21) and on "emotional attachment" (.37) indicate a moderately strong association; whereas, the "emotional attachment" direct ES on "desire to stay in the Army" (.90) suggests a large relationship. Similarly, for LNS Soldiers, the direct ES of MWR usage on "desire to stay in the Army" (.31) and "extent the Army cares" (.35) indicate moderately strong associations; this compares with the direct ES of "extent the Army cares" on "desire to stay in the Army" (.61), which suggests a medium relationship. Thus, MWR usage has a positive, significant association (ES) with "emotional attachment" and "extent Army cares," and, indirectly, it has a positive association with "desire to stay in the Army" via "emotional attachment" and "extent the Army cares."

ES of "Emotional Attachment to the Army," "Extent the Army Cares," and "Desire to Stay in the Army." Table 1 shows the direct, indirect, and total ES of MWR usage association with "desire to stay in the Army" via "emotional attachment" and "extent the Army cares." The ES for the indirect paths for MWR usage via "emotional attachment" on "desire to stay in the Army" (.33) was in the moderate

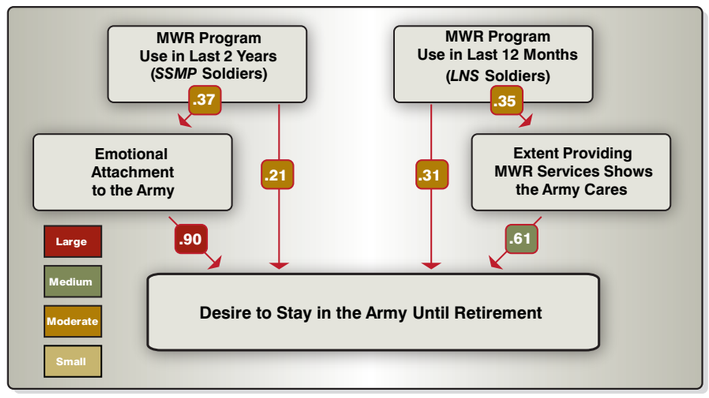


Figure 4: Direct ES of Soldier's MWR Use on "Emotional Attachment" to the Army and "Extent the Army Cares" and on "Desire to Stay in the Army"

Samples	Direct ES (MWR Use on Desire to Stay in the Army)		Indirect ES (MWR Use on Int. Var.) X (Int. Var. on Desire)		Total ES (Direct ES + Indirect ES)
For SSMP Soldiers Intervening Variable = Emotional Attachment	.21	+	MWR on Emotional Attachment (.37) X Emotional Attachment on Desire (.90) .33	=	.54
For LNS Soldiers Intervening Variable = Extent Army Cares	.31	+	MWR on Extent (.35) X Extent on Desire (.61) .21	=	.52

Large
Medium
Moderate
Small

Table 1: ES of Soldiers' MWR Use on "Desire to Stay in the Army" via "Emotional Attachment" and "Extent the Army Cares"

range. The total ES of MWR usage on "desire to stay in the Army" via "emotional attachment" (direct + indirect ES) was .54, which is of medium strength. The ES for the indirect paths for MWR usage via "extent the Army cares" on "desire to stay in the Army" (.21) was in the moderate range. The total ES of MWR usage on "desire to stay in the Army" via "extent the Army cares" (direct + indirect ES) was .52, which is of medium strength. These analyses indicate that the association of MWR use via "emotional attachment" and "extent the Army cares" on "desire to stay in the Army" is not only statistically significant, but also that the combined strength of these relationships is at a medium level based on the ES.

Direct ES of Different Types of MWR Programs/Services on Desire to Stay in the Army. The statistical significance and Cohen's d effect size analyses were repeated for four different types of MWR programs/services: Child and Youth services, Recreation/Tickets/Libraries, Sports and Fitness, and Food and Beverage services.

As shown in Figure 5, for SSMP Soldiers, the direct ES of use of Child and Youth Services, Recreation/Tickets/Libraries, and Sports & Fitness programs are in the small range; whereas, the direct ES for use of Food and Beverage services is in the moderate range.

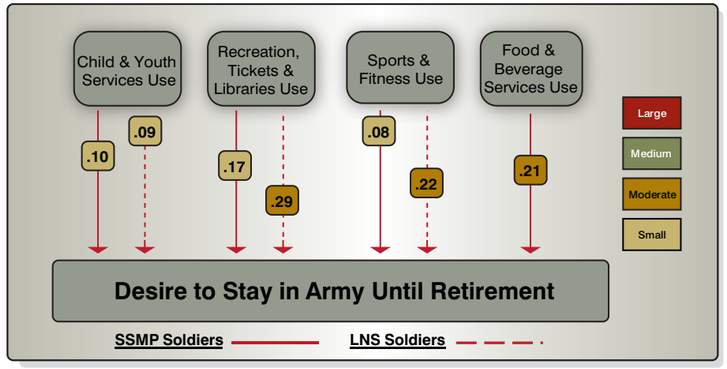


Figure 5: Direct ES of Use of Different Types of MWR Programs on Soldiers' Desire to Stay in the Army Until Retirement

For LNS Soldiers, the Child and Youth Services ES is in the small range, and Recreation/Tickets/Libraries and Sports and Fitness are in the moderate range. (Food and Beverage service was not included in the LNS.)

Total ES of MWR Use on "Desire to Stay in the Army Until Retirement." Table 2 summarizes the direct, indirect, and total ES for the SSMP and LNS Soldiers' use of the different types of MWR programs on "desire to stay in the Army" via the intervening variables. For SSMP Soldiers, the direct ES of use of MWR programs on "desire to stay in the Army" are in the moderate range for Food and Beverage services and in the small range for the other three types of MWR programs. For LNS Soldiers, the direct ES of use of MWR programs on "desire to stay in the Army" is small for Child and Youth Services and moderate for the other two types of MWR programs. For Child and Youth Services, the direct and indirect ES for SSMP Soldiers are considered small, and the total ES is of moderate strength; whereas, the direct, indirect and total ES are small for LNS Soldiers. (It is important to note that since the surveys were completed in 2005, the Army has increased the availability and accessibility of its Child and Youth Services to include off-post child care; thus, the Child and Youth Services ES may differ in future analyses.)

For the other types of MWR programs, the indirect association (ES) of MWR use on the intervening variables is of moderate strength; and the total ES are of moderate to medium strength.

Direct ES of Demographics on MWR Use. The analyses found a significant relationship and small to large ES between MWR use and several demographic variables,

Types of MWR Programs	Direct ES (MWR Use on Desire to Stay in the Army)		Indirect ES (MWR Use on Int. Var.) X (Int. Var. on Desire)		Total ES (Direct ES + Indirect ES)
			(Intervening Variable = Emotional Attachment)		
For SSMP Soldiers: Child & Youth Services	.10	+	.11	=	.21
Recreation, Tickets and Libraries	.17	+	.33	=	.50
Sports and Fitness	.08	+	.24	=	.32
Food and Beverage Services	.21	+	.30	=	.51
			(Intervening Variable = Extent Army Cares)		
For LNS Soldiers: Child & Youth Services	.09	+	.09	=	.18
Recreation, Tickets & Libraries	.29	+	.21	=	.50
Sports & Fitness	.22	+	.22	=	.44

Table 2: ES of Soldiers' MWR Use on "Desire to Stay in the Army" via the Intervening Variables

indicating that the more frequent users of MWR programs are:

- Officers compared to enlisted Soldiers
- Field grade officers compared to company grade and warrant officers
- Senior enlisted and enlisted compared to junior enlisted personnel
- Those living on-post and outside of the continental United States (OCONUS) compared to those living off-post and in the continental United States (CONUS).

IMPLICATIONS AND CONCLUSION

The study findings constitute a major step forward in providing the Army, scientifically valid results for answering questions such as, "What is the value of Morale, Welfare, and Recreation (MWR) programs?" and "Should MWR programs be continued?" These findings reveal strong, positive associations (ES) between Soldiers' and spouses' use of MWR programs – as well as specific types of MWR programs – with Soldier retention. Moreover, these findings indicate that the greater the number of MWR services used, the more likely are Soldiers to report higher levels of emotional attachment to the military and perceptions that the Army cares about them and their Family, and the more likely Soldiers and spouses are to report that they want to stay in the military or support their Soldier staying in the military. The findings also suggest that the most important role of MWR programs may be that use of these programs has a direct association (ES) with the Soldiers' "emotional attachment to the Army" and their perceptions that the "Army cares about them and their families." Both, in turn, have a large, positive association (ES) with Soldier retention.

The study findings also provide important baseline data that will help inform MWR policy, resource, and marketing decisions and play an important role in designing future research to assess the impact of these programs over time. For example, the finding that MWR programs are used less frequently by company grade officers and junior enlisted Soldiers and their spouses and by Soldiers and spouses who live off-post and in CONUS suggests that MWR programs could be of even more benefit to Army readiness and retention if they were made more accessible and tailored to better meet the needs of specific Army subpopulations. In this era of increased emphasis on the Total Army (all components), the study also signals the need for a holistic assessment of MWR by studying how MWR programs and services available not only to active duty but also to reserve components contribute to readiness and retention.

Maj. Gen. John Macdonald, past commander of FMWRC, summarized the study as follows: "What is important," he said, "is being able to demonstrate scientifically to a variety of audiences that the MWR programs we have in place make a difference, and knowing that we can strengthen Soldier readiness and retention by increasing use of MWR. This translates into doing two things: increasing awareness of these programs and ensuring through additional research that current and future MWR programs continue to effectively meet the needs of Soldiers and their Families."

Additional information on this study including a detailed briefing and technical article are available at: http://www.armymwr.biz/research.htm.

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Understanding the Army Records Information Management System: Records Management 101

By Steven H. Carpenter

On July 26, 2007, the Secretary of the Army, the Honorable Pete Geren, issued guidance to the U.S. Army and emphasized the importance of records management and the need for improvement in Armywide compliance with Army record-keeping policies and regulations (Geren, 2007).

An effective records management program is essential in successfully managing recorded information and complying with statutory requirements that require government activities be documented properly, efficiently, and economically. The National Archives and Records Administration defines records management as "the field of management responsible for the systematic control of the creation, maintenance, use, and disposition of records" (NARA, 2001). The Association for Work Process Improvement reports that "records management may be seen by managers and employees as an unnecessary or low priority administrative task that can be performed at the lowest levels within an organization (TAWPI, n.d.). But, according to the NARA (2001), all federal managers and employees have three obligations with regard to federal records:

1) Creation of records needed to do the business of their agency, record decisions and actions taken, and document activities for which they are responsible.
2) Maintenance and uses of records so information can be found when needed. This means setting up good directories and files, and filing materials (in whatever format) regularly and carefully in a manner that allows them to be safely stored and efficiently retrieved when necessary.
3) Carrying out the disposition of records under their control in accordance with agency records schedules and federal regulations.

Figure 1 provides a graphic depiction of the three stages in the life cycle of records in an organization beginning with records creation through maintenance and usage and ending with disposition (NARA, 2000). Disposition is the third and final stage of the life cycle of records and includes those actions taken regarding federal records after they are no longer needed in office space to conduct current agency business. Records disposition includes destruction as well as other actions, such as the transfer of permanent records to the National Archives.

Records Management in Corporate America

Drescher (2007, p.339) reports that corporate America and law enforcement agencies have developed a recent new interest in implementing effective Records Management Systems (RMS): Due to new compliance regulations and statutes beginning in 2005, records management has gained new interest among corporations. While government, legal and healthcare entities have a strong, historical records management discipline, general record-keeping of corporate records has been poorly standardized and implemented. In addition, events such as the Enron/Andersen scandal, and more recently records-related mishaps at Morgan Stanley, have renewed interest in corporate records compliance, litigation preparedness and issues. Statutes such as the Sarbanes-Oxley Act have created new concerns among corporate "compliance officers" that result in more standardization of records management practices within an organization.

Figure 1: The Records Life Cycle

Privacy, data protection, and identity theft have become issues of interest for law enforcement as well. The role of the RMS to aid in the protection of an organization's records has often grown to include attention to these concerns. The need for individual records security has brought greater focus to records retention schedules and records destruction.

Benefits of Records Management Systems

The NARA (2001) identified numerous tangible and intangible benefits achievable through implementation of an effective RMS, which includes the following:

- Contributes to the smooth operation of your agency's programs by making the information needed for decision making and operations readily available
- Helps deliver services in a consistent and equitable manner
- Facilitates effective performance of activities throughout an agency
- Protects the rights of the agency, its employees, and its customers
- Provides continuity in the event of a disaster
- Protects records from inappropriate and unauthorized access
- Meets statutory and regulatory requirements including archival, audit, and oversight activities
- Provides protection and support in litigation
- Allows quicker retrieval of documents and information from files
- Improves office efficiency and productivity
- Provides better documentation more efficient
- Supports and documents historical and other research
- Frees up office space for other purposes by moving inactive records to storage facilities
- Avoids unnecessary purchases of office equipment

Army Records Information Management System (ARIMS)

The U.S. Army's enterprise system for records management is called the Army Records Information Management System (ARIMS) and is described in Army Regulation (AR) 25-400-2, ARIMS. The Federal Records Act of 1950, as amended, contains the statutory authority for the ARIMS program (HQDA, 2007, p.2). ARIMS is designed to provide enhanced capabilities for authorized users to create, maintain, transfer, locate, and retrieve official Army records, to include tracking documents stored in Army Records Holding Areas (RHAs) and in the Army Electronic Archive (AEA). ARIMS focuses on the management of long—term and permanent records and allows the business process to manage short—term records. ARIMS allows the Army the ability to more easily manage its hard copy and electronic records. Using Web-based tools and technology, ARIMS provides enhanced capabilities for the identification of important records, storage and indexing of those records, and the tracking and retrieval of those records stored in the Army's RHAs. The AEA module of ARIMS provides large-scale, secure storage for

the Army's important email and other electronic records. ARIMS streamlines the filing process by empowering the controlling office with the tools needed for success in creating, maintaining, using and disposition of an organization's records.

AR 25-400-2 indicates that records management officers or officials (referred to as records administrators, records managers or records coordinators) manage, oversee, direct and evaluate the records management program for the organizations to which they are assigned (HQDA, 2007, p.1). The records management officer or official is responsible for providing guidance and clarification necessary to carry out the provisions of the organization's RMS. Action officers (AOs) and records coordinators (RCs) reside within the organizational element and are responsible for the files within the work element. A records manager (RM) is overall responsible for compliance with records management requirements within the entire organization and performs an oversight role for the organization's records management program and provides assistance to records coordinators.

Creation of Records and the Office Records List

A key element of ARIMS in the first stage of the records management life cycle is creation of records through an organization's development of an Office Records List (ORL). An ORL is a list of the specific record titles and or numbers describing the records accumulated or generated in an office. The list is prepared within each element where records are accumulated or generated and should be coordinated with the organization or installation records management official. An ORL is a Master File List, which lists all the files that are contained within an office, mandatory instructions of what to do with records (and nonrecord materials) no longer needed for current government business, and indicates how long records must be kept before they are transferred to an Army Records Holding Area, destroyed or transferred to NARA for permanent preservation.

Creation of an ORL requires an individual within an organizational section or department called a records coordinator (RC) to have an in-depth knowledge of the records that are produced by the organization and the regulatory guidance that governs the operation and functions of the organization. The ARIMS Web site facilitates the development of ORLs through its Records Management-Assist (RM-Assist) module, which contains a search engine providing file numbers based upon Army regulations and directives numbers or key word topics. The ARIMS Web site facilitates the addition of files to an Internet shopping cart and ultimately creates an electronic file listing for the organization (the ORL), which is forwarded to the organization's records manager via the Internet for review and approval or disapproval. Once the records manager approves the ORL, the ARIMS allows records coordinators to print hard copy labels for organizational files. An organization's ORL must be updated by the unit's RC and approved by the RM each calendar year.

Disposition of Records

The third and final stage of a Records Management program is records disposition. The NARA (2000) describes a records disposition program as those policies and practices designed to achieve effective and efficient disposition by scheduling all records; ensuring their proper storage, whether in agency or record center storage space; ensuring the authorized and prompt disposal of temporary records; and ensuring the timely transfer of permanent records to the National Archives.

The process for disposition of the Army's records is identified in Army Regulation 25-400-2, ARIMS (HQDA, 2007, p.13).

The ARIMS defines two categories of records that have no value beyond the organization's business process (Keeper Records) and those records that have value beyond the business process (Transfer Records) such as historical, lessons learned, or research purposes. Disposition instructions are coded and begin with the letter "K" for Keeper or "T" for Transfer. The K codes apply to short-term records that are kept according to the business process until no longer needed (or until no longer needed for business after an event occurs), which could be identified by ARIMS not to exceed 6 years or as long as 7 years. The T codes apply to long—term (retentions over 6 years) and permanent records, with a few exceptions for records involving individual rights and interests (e.g. Army Inspector General Records). The ARIMS automatically calculates the retention period for each individual record and provides the eligible dates for destruction, transfer to a Federal Records Center or offer to the National Archives.

Figure 2 depicts the NARA's concept for disposition of records and is cross-matched with activities an Army organization can perform to properly dispose of Army records (NARA, 2000, para. 17). According to NARA (2000) the primary steps in managing a records disposition program consist of the following elements:

- Issue a program directive assigning authorities and responsibilities for records disposition activities in the agency, and keep that directive up to date. (The Army's directive is Army Regulation 25-400-2, ARIMS).
- Develop, implement and update a comprehensive records schedule. (ARIMS uses Office Records Lists to provide filing and disposition instructions for Army organizations).
- Train all those taking part in the agency's records disposition activities.
- Publicize the program to make all agency employees aware of their records disposition responsibilities. (Command support is a key element in publicizing the program).
- Evaluate the results of the program to ensure adequacy, effectiveness, and efficiency through implementation of an assessment program within the organization.

Electronic Records

ARIMS supports the proper disposition of electronic records by providing an Internet-based platform for transferring electronic records to the AEA through the usage of a Records Input Processing Subsystem (RIPS) module. The ARIMS meets the requirements of Department of Defense (DoD) 5015.2—STD, Design Criteria Standard Electronic Records Management Software Applications, for storing, maintaining, and transferring or disposing of all electronic "T" records. Electronic records formats that have been identified by the NARA (n.d.) include Flat File Data Bases; E-mail messages with attachments; Scanned images of textual records; portable document format (PDF) records; digital photographic records;

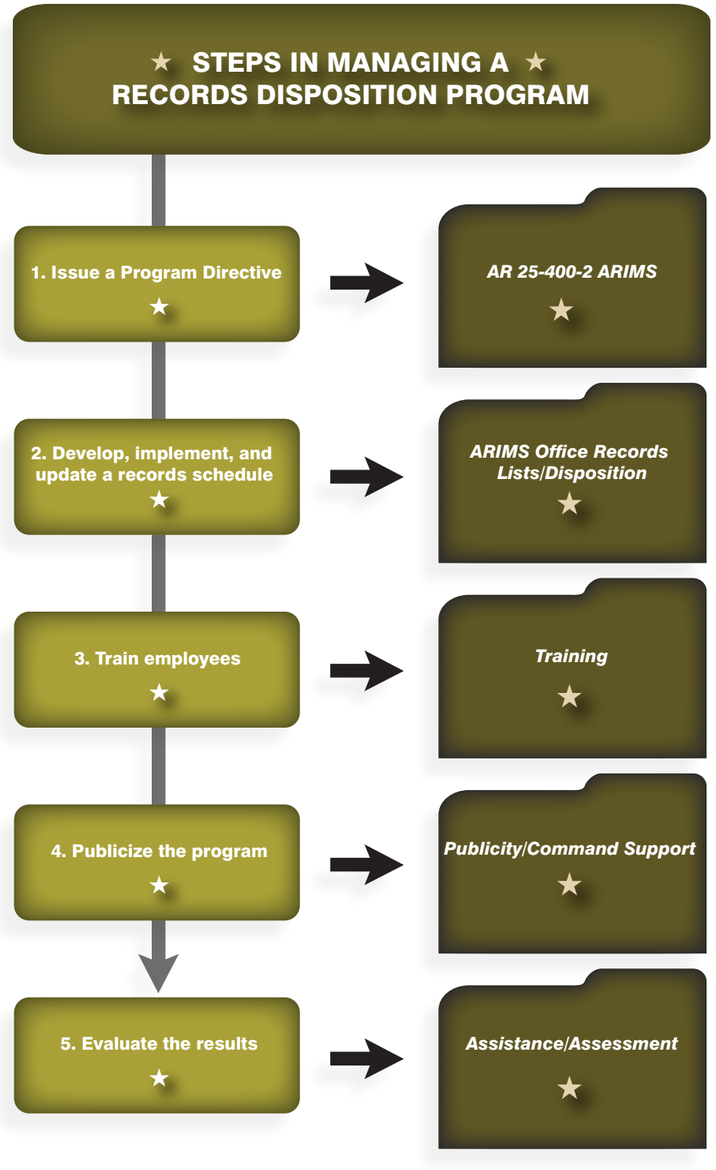

Figure 2: Steps in Managing a Records Disposition Program

digital geospatial data records; and Web content records. Electronic records require the same levels of protection as any other media. Proper management provides for economic, efficient and reliable maintenance, retrieval, preservation, storage and scheduled disposition of the information.

Records Management at U.S. Army Garrison Yongsan

The Army is transforming its garrisons to provide all Soldiers and Families with consistent and predictable services, regardless of duty station. To accomplish this, the Army has developed a Standardized Garrison Organization (SGO) that is manned to provide Common Levels of Support (CLS). Records management is included in CLS Service No. 17, Document Management under Service Support Program (SSP) "D."

In 2006, the Directorate of Human Resources (DHR), U.S. Army Garrison Yongsan, in Seoul, South Korea, which was organized under the SGO, developed and implemented an effective records management program modeled on the concepts provided in Figure 2, Steps in Managing a Records Disposition Program. Within a phenomenally short period of time, the USAG-Yongsan RMS was transformed from an unsatisfactory program into a commendable program. The program was implemented upon the arrival of its full-time RM, Ms. Pak Chong Hui. Initial significant shortcomings with the garrison's records management program were the lack of a trained cadre of RCs within each directorate and the need for development of comprehensive ORLs for each of the garrison's more than 80 separate activities. An inspection and assistance visit schedule was developed by the RM, which focused its priority first on the file systems of the weakest work centers within the organization. Within a four-month period, command support from the garrison's leadership enabled Ms. Pak to obtain maximum participation from all activities in ARIMS RC training conducted in both Korean and English. The Eighth U.S. Army G1 also provided support for this training program. Each activity within the garrison created ORLs using ARIMS under the mentorship of Ms. Pak. Copies of the garrison's ORLs are posted to the USAG Yongsan DHR Army Knowledge Online Collaboration folder located at: https://www.us.army.mil/suite/folder/11691172/ .

The program was publicized at the garrison's weekly command and staff meeting. Directors of each garrison directorate were also educated about the importance of records management. Each year, an operations order was prepared and distributed to remind garrison directors and RCs about the requirement to transfer "T" records for permanent storage to the location specified by the disposition instructions of their respective ORLs.

An organizational scorecard matrix was developed, which provided the garrison's leadership with a report card on the status of each duty section. The scorecard highlighted the status of training for each section's RC in ARIMS, completion of the ORL, and satisfactory or unsatisfactory completion of an inspection by the RM using the IMCOM-Korea's command inspection checklist. During the Army Communities of Excellence (ACOE) site visit of 2007, the site visit team expressed particular interest in how the DHR used metrics to manage organizational activities. The DHR's records management scorecard served as an example in the usage of metrics for managing the organization during the ACOE site visit. This method for managing the garrison's records management program was one of many measurement systems that contributed to the decision to award USAG Yongsan as the third-place winner of the 2007 ACOE competition.

In order to sustain the success of the program, the USAG Yongsan Directorate of Human Resources conducts two six-hour training sessions quarterly in both English and Korean to teach new RCs how to use ARIMS and help them properly manage their records and files. Over the last two years, the garrison RM conducted more than 100 inspections each year and numerous on-site assistance visits of all garrison offices to ensure compliance with the Federal Records Act using the ARIMS program. While CLS standards require garrison activities to be inspected only once every three years, more frequent assessments are conducted at USAG Yongsan due to the high turnover of personnel that is unique to duty within the Korean theater of operations. While ARIMS provides the guidance and the Internet-based platform for the program, it is the human interaction of the program between the RCs and the RM that assures the delivery of quality and consistent assistance using the model for the life cycle of records management. Success of the program is largely attributed to the training, assistance and assessments of the garrison's program that are provided by the RM. However, the most important factor in success for sustainment and maintaining positive momentum of this program is command support from the garrison's top leadership.

Students at the Nov. 1, 2007 USAG Yongsan quarterly records-management training session learn the finer points of the Army Record Information Management System. From left are Yi Kyong-chu, Yongsan's Religious Support Office; Staff Sgt. Marie Francis, U.S. Forces Korea headquarters; and Robert Perry, Directorate of Public Works, Yongsan.

Photo by Sgt. Kim Sang-wook

Conclusion

An effective records-management program is essential in successfully managing recorded information and complying with statutory as well as Army regulatory requirements to assure that all government activities are documented properly, efficiently and economically. Records management is everyone's responsibility. All federal managers and employees have three obligations with regard to federal records, which include the proper creation, maintenance, and disposition of records. In addition to compliance with statutory and regulatory requirements, numerous benefits have been identified for the implementation of an effective records management program into an organization. The Army's Internet-based enterprise records management system called ARIMS provides a corporate level solution for authorized users to create, maintain, transfer, locate and retrieve official Army records, to include tracking documents. ARIMS supports the management of all forms of records media including paper and electronic formats. One of the most difficult processes when implementing an ARIMS program is the development of the ORLs. The ORLs provided at the USAG Yongsan AKO ORL Collaboration Folder could be used within IMCOM to serve as a baseline for establishing a "Standard Garrison Organization ORL."

Although ARIMS provides an Internet-based enterprise platform to manage the Army's records, success with this program is largely dependent upon the command support leadership provides at the local level. Success is also dependent upon the dedication of action officers, RCs and RMs to assure the delivery of quality and consistent assistance that enables garrison activities to identify, archive, transfer and retrieve records in a timely manner. Sustainment of a viable records management program is dependent upon command support, implementation of an effective ARIMS training program, and a consistent assistance and assessment program by the organization's RM.

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Army Sustainability: An Approach to Institutionalizing Sustainability into Army Culture

By Douglas A. Warnock

Globally, we are living in an unsustainable state. The Earth's major life-supporting resources are declining while at the same time human consumption and demand for those resources continue to rise. The U.S. Army as a system is a microcosm of the Earth and is in an unsustainable state. The choices the Army makes today will impact its ability to function in tomorrow's global security environment of decreasing energy, mineral, land, air and water resources and the ever increasing global **demand for those resources.**

To the Army, sustainability means using available resources wisely today so they do not become depleted or permanently damaged for future generations thereby compromising future military mission requirements.

Army sustainability is a national security imperative. Sustainability impacts the institutional and operational missions of the Army. Implementing sustainability makes good business sense with tangible and intangible benefits. For the institutional mission, success for installations will result in fewer training restrictions; lower life-cycle costs; enhanced well-being for Soldiers, Families, and neighboring communities; enhanced productivity; and increased readiness. Operationally, Army logistical units that provide resources to combat forces in theater are vulnerable to attack. Sustainable practices, technologies and solutions decrease the Army's dependence on natural resources, thereby decreasing the logistical tail, operational signature and its vulnerabilities.

A recent article in the U.S. Army Journal of Installation Management discussed fostering a sustainability ethic in the Army (Baker, 2007). In her article, Karen Baker states that "… [a]chieving the vision of a sustainable Army will require nothing less than creating a mindset in which every member of the Army team considers daily his or her personal impact… on the environment." Once this mindset is established, the next step is inculcating sustainability across the Army. Subsequently, this article offers recommendations on how the Army should approach institutionalizing sustainability into its culture.

Today's Army faces many challenges that force it to seek innovative solutions to difficult problems and the Army's unsustainable state is one of those challenges. The long-term solution that may have the best chance of success in meeting the diverse, complex and global nature of this challenge is utilizing a sustainability framework and institutionalizing sustainability into the Army culture. In this way, sustainability will connect Army activities today to those of tomorrow with sound business practices.

In order to do so, Army leadership must strive to become system thinkers to benefit from the interrelationships of the institutional and operational missions, the community and the environment. To sustain the future, the Army must implement effective policies and practices that safeguard the mission, quality of life, and the environment in a manner that the nation expects. The solution to this challenge is integrating and institutionalizing sustainability principles into the way the Army does business.

Army Culture

Influencing and shaping culture is the key to achieving the institutionalization of a desired effect. Culture may be defined as a common set of assumptions, practices, and ways of seeing and thinking. Culture is embedded in an organization and is an important element to the performance of a particular organization. FM 6-22 Army Leadership, Competent, Confident, and Agile, defines culture as "[t]he set of long-held values, beliefs, expectations, and practices shared by a group that signifies what is important and influences how an organization operates." It consists of "shared beliefs, values, and assumptions about what is important (Army, 2006)."

To integrate a cultural concept into an organization effectively, it must be recognized as a factor that affects organizational life. Critical elements of culture include observed behaviors when people interact (language, customs, traditions, rituals), group norms, values, embedded skills, and habits of thinking (Schein, 1992a). Other elements include organization structure, goals, charters, mission statements, myths, legends, stories, budget, published recruiting handbooks, and training (Schein, 1992b). Organizational stories, rituals, language, and symbols are the most observable as they publicly represent the values of the group (Conner, 1994).

Embedding Mechanisms

Edgar H. Schein, a psychologist and organizational theorist, discusses the ways that leaders create or change cultures, including expected behaviors, through six "embedding mechanisms (Schein, 1992c)." He maintains leaders may use these mechanisms to communicate what they believe in and therefore what "they systematically pay attention to." Furthermore, Schein discusses how leaders use these embedding mechanisms to create and change an organizational culture. Army senior leaders may use these mechanisms in order to change the organizational culture with the aim of inculcating sustainability across the Army.

The first embedding mechanism is what leaders pay attention to, measure and control. Schein states that what leaders pay attention to, in a systematic way, communicates most clearly their vision, priorities, goals and assumptions. What subordinates notice, such as comments made, casual questions and remarks, become powerful if a leader uses it in a consistent manner. If a leader is inconsistent in a message, it will lead to confusion. Attention is focused in part by the kind of questions that leaders ask and how they set the agendas for meetings (Nellen,1997).

For example, Army senior leaders could convey their intent in embedding sustainability into their business processes via an authoritative statement such as an Army directive. The directive could state, among other things, the standup of a Headquarters, Department of the Army (HQDA) office to oversee sustainability and its deployment; the formal execution of sustainability including personnel, training and a strategic communication plan; responsibilities of subordinate headquarters and coordinating instructions for HQDA Staff, Army Commands (AC), Army Service Component Commands (ASCC) and Direct Reporting Units (DRU). The directive may also discuss strategic objectives and sustainability metrics used to measure progress.

The Assistant Secretary of the Army for Installations and Environment (ASA(I&E)) used this embedding mechanism to convey the importance of sustainability in the 2007-2012 Strategic Plan. In the strategic plan, the Honorable Keith Easton conveyed the message that "[s]ustainability is the paradigm that will focus our thinking to address present and future needs while strengthening community partnerships that improve our ability to organize, equip, train, and deploy our Soldiers as part of the joint force (Army, 2007-2012)." One of the objectives by 2010 is to institutionalize sustainability into all new building construction and major renovation. In addition, one of the goals of the strategic plan is that "…sustainability must be embedded into all Army missions and functions to protect Soldiers, enhance operational capability, and strengthen community partnerships through more holistic systems thinking." Indeed, an Army directive and strategic plan would send a strong message to the Army community of the intent of Army senior leaders to embed sustainability into Army culture.

According to Schein, the second embedding mechanism used by leaders to create and change an organizational culture is a leader's reaction to critical incidents and organizational crisis. In a crisis, how does the leader deal with it? Does the leader create new norms, values, and/or working procedures? Crises heighten anxiety, which motivates new learning, new concepts, and new ways of thinking. A crisis is what is perceived to be a crisis by its members and this can be defined by the leader and acted upon accordingly (Nellen, 1997).

Ambushes and Improvised Explosive Device (IED) attacks on military supply convoys are crises the Army is currently facing. Army leaders may deal with the crisis by using

sustainability principles to reduce its logistical tail and reduce the risk of attacks. In addition, the Army is facing a crisis of shrinking manpower and resources. Given the spending of billions of dollars on the war in Iraq and Afghanistan, the Army is indeed in a financial resource crisis. Senior leaders have already recognized this fact and reacted by using Business Transformation and Lean Six Sigma as tools to react to this crisis. The Army's vision of Business Transformation and Lean Six Sigma is an embedding method to address this organizational crisis. A similar vision of sustainability could likewise be an embedding mechanism for this organizational crisis.

The third embedding mechanism is observed criteria for resource allocation. Here, Schein states that resource allocation within an organization reveals the leaders assumptions and beliefs. How budgets are created reveals a leaders assumption — for example, what is an acceptable risk? In 2006, senior leaders sent a message throughout the Army when Secretary of the Army, Dr. Francis Harvey, and Chief of Staff of the Army Gen. Peter Schoomaker stood up the Office of the Deputy Under Secretary of the Army for Business Transformation (DUSA(BT)). Its purpose was focused on the establishment of methods and techniques for the promulgation of Business Transformation throughout the Army with special attention given to Continuous Process Improvement using Lean Six Sigma, Organizational Analysis and Design, and the effective and efficient application of Enterprise Solutions and knowledge-based situational awareness. Likewise, senior leaders would send a message Army-wide of their intent to institutionalize sustainability when they allocate the resources (funding and manpower) to stand up a sustainability office to execute its mission.

Deliberate role modeling, teaching and coaching is the fourth embedding mechanism. According to Schein, leader's visible behavior communicates assumptions and values to subordinates. A leader's own visible behavior has great value for communicating assumptions and values to others (Nellen,1997). Senior leaders may convey messages using a variety of methods. Formal statements at town hall meetings, informal discussions during staff meetings, and video taping messages by the senior leaders are all powerful methods. Army senior leaders have emulated their message in a variety of ways. For example, in 2004, Acting Secretary of the Army Les Brownlee and Chief of Staff of the Army Gen. Schoomaker outlined their philosophy of sustainability through the Army Strategy for the Environment. Later, Secretary of the Army Harvey, Chief of Staff of the Army Schoomaker and Sergeant Major of the Army Kenneth Preston were featured in an Army video advocating the sustainability concept and the positive outcomes it can offer the Army.

Mr. Tad Davis, Deputy Secretary of the Army for Environment, Safety and Occupational Health (DASA(ESOH)), is a role model for teaching and coaching. Mr. Davis, a former garrison commander, coaches, encourages and provides guidance to military and civilian personnel on the advantages of sustainability and shares his experiences of integrating sustainability while stationed at Fort Bragg, NC.

A potential means of sending a strong signal showing senior leader intent to inculcate sustainability into the Army's culture and business principles would be by standing up a new Office of the Deputy Undersecretary of the Army for Sustainability (DUSA(S)). The office would focus on the establishment of methods and techniques for the promulgation of sustainability throughout the Army with focus on operational and institutional sustainability. Each of these deliberate role modeling, teaching and coaching embedding mechanisms would send a signal to the Army community that HQDA is intent and committed to the vision of a sustainable Army.

The fifth embedding mechanism is observed criteria for allocation of rewards and status. According to Schein, senior leaders convey their priorities, values and assumptions by linking rewards (and punishments) to the behavior they desire. What is rewarded or punished is a message. Members learn from their own experience with promotions, performance appraisals, and discussions with the boss. If something is to be learned, there must be a reward system setup to insure it is retained (Nellen,1997). The Army could use this embedding mechanism to reinforce their values and recognize sustainability successes at all levels of the Army organization. Army units could receive awards for successfully embedding sustainability into their business processes. When the Army rewards subordinate units with these types of awards, it reinforces its message of its priorities, values and assumptions.

Another example is recently the Vice Chief of Staff of the Army (VCSA) issued a memorandum instructing HQDA, AC, ASCC and DRUs to ensure that energy considerations are included in the functional responsibilities of their agencies, staffs and commands (Army, 2007). In addition, the memorandum instructed the Commander of the U.S. Army Installation Command (IMCOM) to ensure position descriptions of the Directors of IMCOM regions and their subordinate commanders will include energy and water conservation responsibilities. Subsequently, HQ IMCOM Assistant G-1 for Civilian Personnel placed an energy conservation statement into the Standardized Garrison Organization (SGO) position descriptions for the Deputy Garrison Commander, Garrison Manager and the Director of Public Works. Indeed, energy and water conservation programs have now received a higher priority due to the issuance of the subject VCSA memorandum. Similar memorandums from the Secretary of the Army, Chief of Staff of the Army, and/or VCSA regarding sustainability would be very effective embedding mechanisms.

The sixth embedding mechanism is observed criteria for recruitment, selection, promotion, retirement and excommunication. Schein considers one of the more subtle ways of embedding assumptions into the culture is by the selection of members to execute goals and objectives to meet the senior leader's vision. Adding new members to a staff or team is very telling because it is unconsciously done. In addition, who gets promoted and who does not sends a message that influences cultural change (Nellen,1997). Recruiting, selecting and promoting individuals to staff and support a DUSA(S) office is certainly an effective sustainability embedding mechanism.

Strategic Communications

Strategic communication (SC) is an important part of an organization's daily operation and a SC plan is an important tool to embed sustainability across the Total Army. As a living document, it frames media activities, including internal and external communications, and clarifies the organization's priorities, target audiences, resources and staff assignments. A SC plan affirms and is driven by the organization's goals and outcomes, its vision, as expressed in a mission statement, and its values and beliefs. The activities in the SC plan should support the organization's overall communication goals. What gets measured, gets done so it is important to set measurable goals in order to gauge the progress along the way.

A SC plan provides a directional framework for effectively communicating targeted messages to key internal and external audiences. The intention of the plan is to focus communications in an effort to improve audience awareness, relationships and advocacy. It provides a framework to accurately disseminate information and ensures that the Army is communicating the right messages, to the right audiences, at the right time. Effective communication plays a crucial role in actions such as building trust and credibility with stakeholders; establishing long-term relationships; sharing expertise and insights; and fostering an understanding of sustainability's role in supporting the Soldier.

There are a number of critical imperatives organizations need to build into a SC plan. These include an understanding of the target audience and how to reach it; research into past media coverage and public opinion about the issues; messages to be delivered; materials to be produced; financial resources from which staff and equipment will be drawn; and a written work plan. Elements of a SC plan include determining the goal(s); identifying and profiling the audience; developing messages; selecting communication channels; choosing activities and materials; establishing partnerships; implementing the plan; and evaluating and making mid-course corrections.

Recommendations

The following recommendations discuss the ways and means the Army may institutionalize sustainability into the Army culture. Recommendations include identifying a sustainability champion; providing training and resources; using collaboration as an enabler; taking a vertical and horizontal approach for inculcating sustainability into the Army culture; and leveraging strategic communication in order to effectively convey the Army's sustainability message.

Sustainability Champion

The Army conducts both operational and institutional missions. The operational Army consists of numbered armies, corps, divisions, brigades, and battalions that conduct full spectrum operations around the world. The institutional Army supports the operational Army and provides the infrastructure necessary to raise, train, equip, deploy, and ensure the readiness of all Army forces. The training base provides military skills and professional education to every Soldier and allows the Army to expand rapidly in time of war. The industrial base provides world-class equipment and logistics for the Army. Army installations provide the power-projection platforms required to deploy land forces promptly to support Combatant Commanders. Upon deployment of those forces, the institutional Army provides the logistics needed to support them.

Without the institutional Army, the operational Army cannot function. Without the operational Army, the institutional Army has no purpose.

The Army needs to assign organizations to take the lead in developing policy and inculcating sustainability principles across the Total Army. Because of the operational and institutional missions, HQDA should designate separate sustainability champions or co-champions. These sustainability champions would be the central points of contact to develop the Army's capability for implementing sustainability across all functional areas.

Currently, the Army's environmental community is predominately championing installation sustainability, which in effect, makes it an environmental initiative. In order for sustainability to be effective across the Total Army — institutionally, operationally, and cross-functionally — the Army must take sustainability out of the environmental arena and give responsibility to a more overarching entity.

For the institutional mission, the Army should create an Office of the Deputy Undersecretary of the Army for Sustainability (DUSA(S)). The focus of this office would be to establish methods and techniques for the promulgation of sustainability throughout the institutional Army. If standing up a DUSA(S) is not feasible, an alternative is designating the current Office of the Deputy Under Secretary of the Army for Business Transformation (DUSA(BT)). This office could fulfill this mission, as sustainability is a Business Transformation process. Since its inception, DUSA(BT) has focused on the establishment of methods and techniques for the promulgation of Business Transformation throughout the Army.

For the operational mission, the Deputy Chief of Staff (DCS), G-3/5/7 should be the champion as this office defines the requirements for the operational Army and should focus to establish methods and techniques for the promulgation of sustainability for the operational side.

At the tactical level for the institutional Army, there should be a sustainability champion at the installation strategic planning office. The IMCOM's SGO initiative provides garrison structure with consistent functions, names and processes across all installations and a common platform to deliver services with common standards. Currently, SGO for IMCOM installations has a Plans, Analysis and Integration Office (PAIO) reporting directly to the garrison commander. This office is the garrison commander's focal point for strategy and management planning for installations and should be assigned responsibilities for championing sustainability across all functional areas of the installation.

Non-IMCOM installations should follow the same organizational standard and assign their respective strategic planning offices as the sustainability champion.

Training

The Army should integrate sustainability training into Army command leadership courses. Applying sustainability principles requires a new type of manager that is multi-skilled, performs successfully in a results-oriented organization, and is committed to life-long learning as an integral part of his or her profession. Skill sets of Soldiers and civilians will need to include sustainability concepts at the earliest opportunity.

Examples of opportunities for Soldier and civilian education on sustainability principles are the U.S. Military Academy, Basic Combat Training, Advanced Individual Training, Warrior Leadership Course, Basic Officer Leaders Course, Captains Career Course, Civilian Education System, and the Senior Officer and Enlisted Service Schools. Sustainability training for more senior level officers and NCOs should be offered at the General Officer Installation Commander's Course, the Garrison Precommand Course, the Directorate of Plans, Training, Mobilization and Security Course, the Garrison Command Sergeant Major Course, the U.S. Army War College and the Civilian Education System Intermediate and Advanced courses.

In addition, the Army should integrate sustainability principles into the Warrior Ethos and Army Values. The Warrior Ethos forms the foundation for the Soldier's spirit and total commitment to victory, in peace and war, always exemplifying ethical behavior and Army values. Applying sustainability principles into the Warrior Ethos and Army Values will better the personal and professional lives of our Soldiers and make the Army a better and even more respected institution.

Resources

The Army has enormous buying power, which it should leverage across its full spectrum of operations to include acquisition of sustainable weapon systems, green procurement, renewable energy, tactical and non-tactical alternative fueled vehicles, and facility design and construction.

The Army should commit resources (funding and manpower) toward sustainability. The Army should provide funding for a sustainability program manager for each installation/garrison and operational unit (e.g. numbered corps, divisions, brigades, and/or battalions as appropriate).

The Army should provide dollars for a Sustainability Investment Fund (SIF). The SIF should be used to provide seed money for and investment in sustainability projects such as the utilization of solar power and alternative fuels, technology to design sustainable weapon systems and platforms, green building initiatives, EPA Energy Star purchases, water savings projects and the Army sustainability awards program.

Moreover, installations and operational units realizing cost saving from sustainability initiatives (e.g. a project reducing the amount of water consumed) should be able to reinvest (fully of partially) by endowing the savings back into the SIF, reinvesting into other sustainability projects, or other investments such as initiatives to enhance quality of life issues for our Soldiers and Families.

Collaboration

The Army should collaborate with its sister services and other U.S. government interagencies. This would offer an extraordinary opportunity for partnerships and information exchanges among all interested parties. The Army, Navy, Marine Corps and Air Force share similar challenges to sustain their respective missions and operations today and into the future. Moreover, each service and interagency enjoys a certain amount of Congressional support where a collaborative effort could realize synergetic benefits for all parties.

The Army should also participate with the EPA in their laboratories for the 21st Century program to advance sustainable design concepts in high technology laboratories and facilities. In addition, the EPA has programs, policy tools, and incentives to assist DoD and the interagencies to be good stewards of the Earth's resources and to make sound sustainable choices.

Vertical and Horizontal Approach

For the Total Army to achieve sustainability, it must take a holistic approach — vertically and horizontally — to inculcate sustainability operationally and institutionally. Vertically, the Army must take a "top-down" and "bottom-up" approach. Top-down includes the promulgation of policy and direction from HQDA down through command channels. Institutionally, the top-down approach includes HQDA, ACs, ASCCs, DRUs, installations, garrisons and depots. Operationally, the top-down approach includes the numbered armies, corps, divisions, brigades, and battalions that conduct full spectrum operations around the world.

A bottom-up approach occurs as installations and operational units execute sustainability initiatives with results of their successes and failures reported up the chain of command.

A cross-functional approach is

necessary to institutionalize sustainability horizontally as well. This includes, but is not limited to, organizations and activities from the G-1, G-2, G-3/5/7, G-4, G-6, G-8, Assistant Chief of Staff for Installation Management, Chief of Engineers, Assistant Secretaries of the Army (Manpower and Reserve Affairs), (Installations and Environment), (Civil Works), (Acquisition, Logistics, and Technology) and (Financial Management and Comptroller), Judge Advocate General, Director, Army National Guard, Chief, Army Reserve, Surgeon General, Chief of Public Affairs, and Director of the Army Staff at HQDA and their respective counterparts at the lower echelons.

Strategic Communications

The Army should develop a robust SC plan. A SC plan provides the directional framework needed to effectively communicate targeted messages to key internal and external audiences. In addition, HQDA should develop a sustainability White Paper and an informational brochure from the Secretary of the Army and Chief of Staff of the Army. Finally, Army senior leaders should include the Army's sustainability efforts in their speeches, messages and briefings.

Conclusion

The Army is in an unsustainable state that places at risk its ability to meet current as well as future mission requirements, safeguard human health, improve quality of life, and enhance the natural environment. Army sustainability is a national security imperative and linkages between the environment and security are important.

There are embedding mechanisms available to Army senior leaders as ways and means to institutionalize sustainability throughout the entire institution. This article offers recommendations on how the Army should approach institutionalizing sustainability into its culture.

A sustainable Army will not take place overnight. However, the Army must move out today and institutionalize it, as there is an obligation to protect and preserve our resources for our future generation of Soldiers. We are in affect "leasing" the Earth today and it is incumbent on the Army to be stewards of the resources for which it has been bestowed.

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Fort Lewis Follows Path to Sustainability Goals and Metrics

By Brendalyn Carpenter

Six years into the journey to a sustainable Fort Lewis, Wash., it was time to answer an obvious question. Are we on the right path for where we want to end up in 2025?

During a 2007 Installation Sustainability Board, Lt. Gen. Charles H. Jacoby Jr., I Corps and Fort Lewis commanding general and Col. Cynthia A. Murphy, Fort Lewis garrison commander, asked the Installation Sustainability Program (ISP) members to review their sustainability goals and evaluate whether they were realistic, measurable and attainable.

It was a year of careful assessment and adjustment. In the end, the 12 strategic sustainability goals originally established in 2002 were revised to eight, and a new Sustainable Community Team was created.

This transition gave way to a follow-on assignment in 2008 — revise and establish quantifiable metrics. Military and private industry leaders agree on the basic ingredients of an effective goal: one that requires a length of time, desired end state and can be measured. Metrics track progress toward reaching a goal. By using metrics, it allows adjustments in order to speed or slow progress in line with external influences such as new technology or infrastructure.

From this framework, the six ISP teams fortified their goals by redefining objectives and targets and creating new tools for measurement. The process and resulting metrics, although not perfect, demonstrate the challenges military installations face with identifying and managing the various programs that touch sustainability.

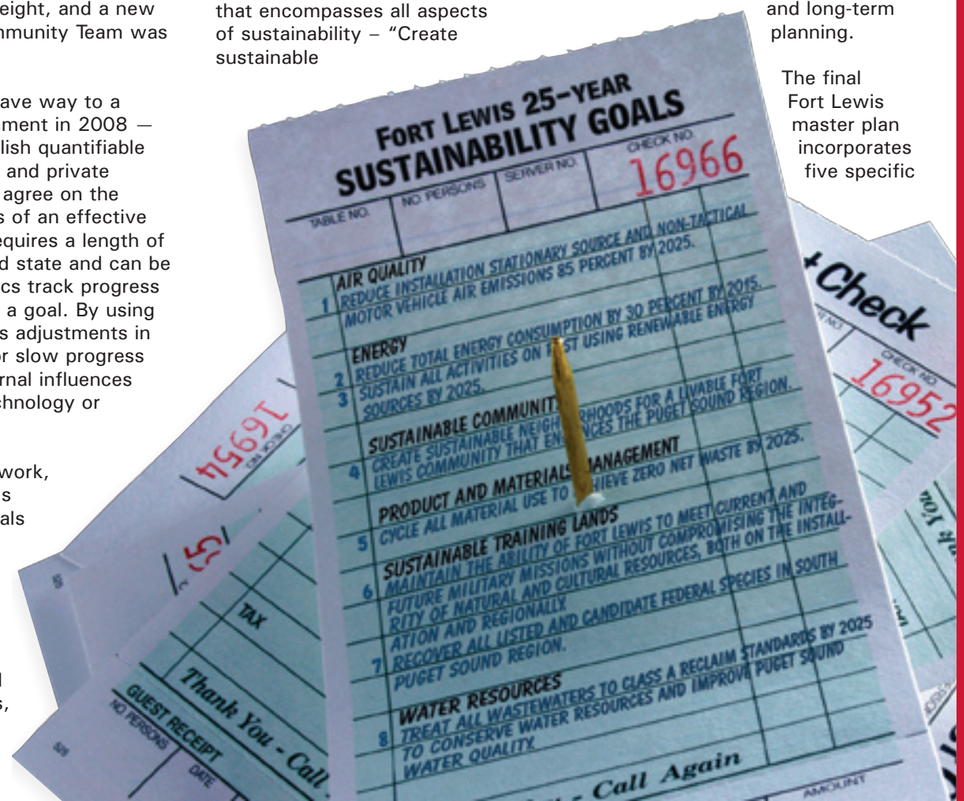
Sustainable Community Team

The Sustainable Community Team was formed during the same period that the installation revised its master plan. Naturally, the team became an integral part of the master planning process. At the same time the installation recognized a need to expand its vision beyond sustainable features in the built environment, which focused only on achieving Leadership in Energy and Environmental Design-New Construction (LEED) standards for new construction.

Thus the team set a broad goal that encompasses all aspects of sustainability – "Create sustainable neighborhoods for a livable Fort Lewis community that enhances the Puget Sound region" – with a desired end state, to improve the mission capabilities of Fort Lewis while enhancing the natural environment and creating a vibrant place to live, work and play.

As partners with the Urban Collaborative, a planning firm led by Dr. Mark Gillem, and HDR Engineering Inc, the team conducted visionary planning; solicited community input through multiple charrettes, focus groups and surveys; and produced 12 Area Development Plans (ADP) for Fort Lewis and one for Yakima Training Center (see figure 1). Area Development Plans provide planners, designers and contractors a user-friendly guide for both short- and long-term planning.

The final Fort Lewis master plan incorporates five specific



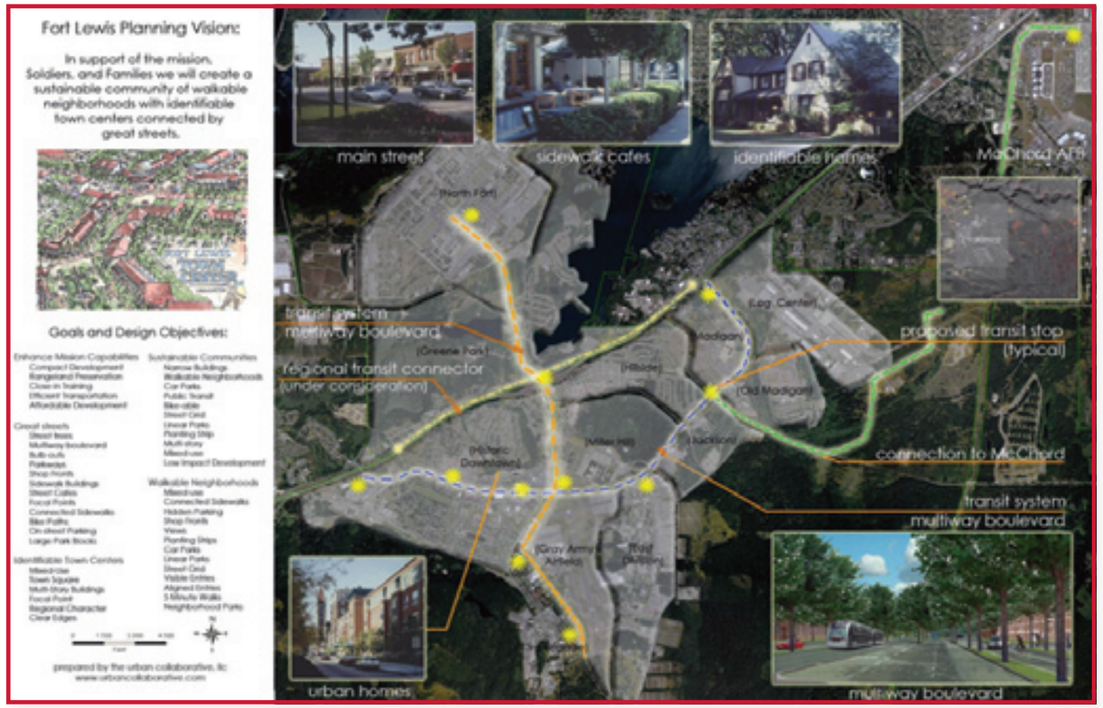


Figure 1: Fort Lewis 2017 Planning Vision and Design Principles

design goals:
- Enhance mission capabilities
- Sustainable communities
- Walkable neighborhoods
- Identifiable town centers
- Great streets

The team and installation collaboratively developed 38 design principles to support the planning goals (see figure 2, design principles). And from there, they created a new measuring tool. A neighborhood design snapshot checklist (or snapshot) represents the master plan design principles and ensures consistent implementation of sustainable principles; ties into the five planning goals; and requires LEED standards are met. It is also designed to measure the installation's progress toward achieving the Army's triple bottom line for sustainability: mission, community, and environment (figure 3).

Metrics are embedded within the neighborhood checklists that assign a numeric score for each design principle. Army staff and contractors use the checklists to evaluate the areas described in each ADP. The resulting scores are converted to percentages that gauge progress toward achieving the sustainability goal and master plan vision.

The neighborhood checklist has flexibility and can be used on both a large and small-scale from individual building projects to the entire post.

The master plan also includes a Form Based Code and Regulating Plan. Together they provide boundaries for contractors on siting, roadway standards, and building envelope. Most importantly, they give solid criteria for how to build great public spaces that tie the whole installation together into a walkable, vibrant and mission-enhancing community.

The centerpiece of the Fort Lewis master plan is a new downtown Lifestyle and Town Center – a cluster of mixed-use facilities that will support both commercial and

			Planning Design Goal					TBL			
2008 Score (.25,.50,.75,.9,1)	DESIGN PRINCIPLE	INTENT	1. Mission Capabilities	2. Sustainable Community	3. Walkable Neighbrhds	4. Town Centers	5. Great Streets	Mission	Community	Environment	CRITERIA
0.25	Compact Development	Ensures critical resources (ex: land, money and time) are not used unnecessarily for facilities and infrastructure. They can then be applied to mission enhancing pursuits.	**0.25**	0.25	0.25			0.25	0.25	0.25	Residential components have an average density of seven or more dwelling units per acre of buildable land AND Non-residential components have a density of 0.50 FAR or greater per acre of buildable land available for non-residential uses.
1	Rangeland Preservation	Mission critical activity; no encroachment acceptable	**1**					0.5		0.5	Neighborhood has not expanded beyond 2008 cantonment area boundaries. (Similar to urban growth boundary.)
0.5	Mixed-Use	Economically and environmentally sustainable, use land more efficiently, and support vertical construction and compact development. Jobs and housing proximity.	**0.5**	0.5	0.5		0.5	0.5	0.5	0.5	Score full point if all facilities on main street and around Town Square are multiple-story, mixed use **AND** 75% of residents are within 10 minute walk of 10 diverse uses (per list.)
0	LEED facilities	US Green Building Council's Leadership in Energy and Environmental Design green building rating system	0	**0**				0	0	0	Base score on percentage of buildings meeting LEED "certified" criteria (NC, EB, ND)
0.25	Public Transit	Enable sustainable communities by reducing traffic, decreasing emissions, and providing opportunities to easily and efficiently commute within the installation and also connect to the surrounding community.		**0.25**				0.25	0.25	0.25	The neighborhood has transit service of 20 or more easily accessible transit rides per weekday. Bus stops should be within 1/4 mile walk distance of at least 50% of the dwellings/businesses.
0.25	Connected Sidewalks	Provides pleasant, safe walkways with clear destination points.		0.25	**0.25**		0.25	0.25	0.25		Base score on percentage of sidewalks meeting intent.
0.5	Five-Minute Walk	Workplaces, schools, homes, and shopping located in mixed-use neighborhoods within a five to ten minute radius support a pedestrian-focused environment. Ensure walking routes are not across parking lots, along disconnected sidewalks, or unprotected from the sun / rain.	0.5	0.5	**0.5**	0.5					Determine the five to ten minute walk radius and ensure schools, workplaces, shopping and other conveniences are located within this arc. To be attractive to pedestrians the walk must be shaded by street trees, along connected sidewalks, past buildings with entries on the street.
0.5	Street Trees	Provide shelter from the elements, clean the air, reduce noise, provide street definition, buffer pedestrians, reduce vehicle speeds and create an attractive environment. In addition, create cost savings by reducing storm drainage		0.5	0.5		**0.5**	0.5	0.5	0.5	Score full point when all streets meet the Regulating Plan requirements.
13.75	**TOTAL POINTS**	**TOTAL POINTS (T)**	**5**	**8**	**8.5**	**4**	**7**	**2.75**	**2.25**	**2**	
		Computation for Snapshot chart:									
		Possible Points (P)	10	23	23	10	21				
Ver. 3.2		*Number of "NA" per column (NA)*									
22Oct08		*Percentage for chart: T/(P-NA)*	0.5	0.3478	0.3696	0.4	0.33				

Figure 2: This neighborhood checklist shows how scores are applied to each evaluation. The criteria (far right column) are used to determine appropriate scores in the far left column, which are then transferred to the applicable design goals (center column). The total scores are converted to percent implemented of each design goal as noted on the snapshot chart.

residential occupants similar to the urban communities that exist outside the gates. The Army Air Force and Exchange Service (AAFES) will build the 600,000-square-foot Lifestyle Center and Equity Residential, Fort Lewis' privatized housing developer, will construct the 220-unit Town Center. Ground breaking of the first phase of the projects will take place in 2009 with a projected date of completion in 2012. Both agencies have participated in the Fort Lewis master planning process to ensure their projects support the installation's planning vision.

Sustainable Training Lands

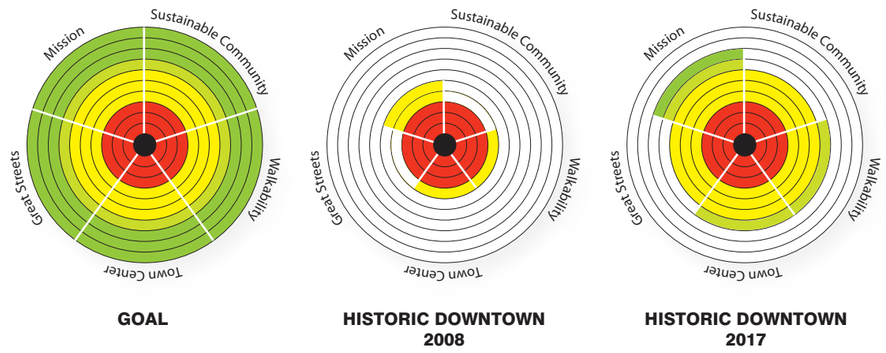
The Sustainable Training Lands Team developed an overarching metric that consists of documenting the percent of acre days available for military training. This allows the team to analyze maneuver area available and the restrictions placed on those maneuver areas.

By measuring the percentage of acre-days available the team can look at the installation and training constraints, which can degrade readiness, and are sometimes imposed to prevent or minimize impacts to threatened and endangered species, cultural resources, people, air quality, and water resources.

The desired outcome is that negative impacts are managed to have no change in the availability of training lands. The team's success is attributed to partnerships with agencies like the Washington Department of Fish and Wildlife and The Nature Conservancy, as well as the Army Compatible Use Buffer Program and Candidate Conservation Agreement.

Because the overarching metric does not tell the story of actual management, the Lands Team conducted a study on high use training areas, the documented military usage and the continued management actions needed to sustain the land.

MORE THAN JUST BUILDINGS:
Fort Lewis Sustainable Community Goal



MEASURING SUSTAINABILITY: Neighborhood Snapshot Charts

Figure 3: Each ring represents 10 percent of the total points possible for the designated design principles. Colored segments show the percent of the principle implemented as assessed using the checklist.

In 2008, Training Area 6 had three times more unit training days than 2007 and management actions covering more than 1,500 acres. Management actions such as brush slashing, species enhancement, monitoring and restoration help to mitigate the potential negative impacts of an increased military population and operational tempo, and limitations due to candidate and endangered species.

Products and Materials Management

In the next 16 years, Fort Lewis has a goal to recycle all material use to achieve zero net waste. One of the ways the post will get there is by reducing the waste stream leaving Fort Lewis. The installation achieved an overall waste diversion rate of 69 percent in 2008.

The metric is the percentage of hazardous and municipal solid waste generated, disposed or diverted. The Hazardous Materials Control Center, which provides cradle-to-grave management for hazardous materials stored and used on the installation, is on track to deliver 100 percent management by 2010. This program currently serves 85 percent of Fort Lewis military units and civilian activities and continues to expand its customer base. The HMCC accepts hazardous materials and re-issues to other units or organizations reducing both disposal and procurement costs.

The composting facility accepts bio solids, yard debris, and wood waste and converts these items to material that is used for post landscaping and construction projects. Most recently, the program added food waste from 24 facilities including AAFES, military unit and Madigan Army Medical Center (MAMC) dining facilities. Food composting diverts 28 percent of refuse from the waste stream.

One of the major challenges to improving waste diversion is in getting every individual to recycle. A mandatory recycling policy was implemented in December 2008 as part of a new recycling regulation that supports an Integrated Solid Waste Management Plan. These tools will help enforce recycling requirements. Fort Lewis hired new staff to establish and implement a Qualified Recycling Program and provide oversight for adherence to the recycling policy.

Development of some metrics is still in progress. For example, procurement practices that introduce only cyclable material must be supported by a Green Procurement Program where the percentage of green products purchased can be tracked. Fort Lewis is working to establish a GPP that will identify green product standards and simplify procurement procedures that result in purchasing and use of less toxic, recycled or recyclable "green" products. The team has taken some initial steps to coordinate with janitorial contractors and the Fort Lewis Express Store to stock and use less toxic alternative cleaning products on post and to establish the Hazardous Materials Control Center as a green cleaning product source.

Boart Longyear uses a core barrel to drill below the water table to conduct soil sampling.

Air Quality

Metrics that involve air quality are applied to both stationary and mobile sources. The Air Quality Team measures the amount of fuels consumed, which is directly related to emissions.

The air program is currently working with the EPA on an analysis and census of stationary combustion units on Fort Lewis. We are using APIMS (Air Program Information Management System) to monitor our stationary source emissions to ensure that we are within our synthetic minor air permit. We are working with McChord Air Force Base for the transition to joint base to ensure that our air emission permit is properly managed.

In the case of mobile sources, the problem of measurement is compounded by missing data as to the origin of fuel, total fuel usage, or where the fuel is burned. To determine emission reductions for vehicles, the Air Quality Team measures the use of alternative fuels such as ethanol and biodiesel (which have lower emissions), and the use of alternative transportation, such as vanpools, carpools, and even bicycles.

Rising fuel costs have helped reduce the number of single-occupancy vehicle (SOV) commutes with a corresponding 26 percent increase in vanpools operating on post in the last year. According to the Washington Department of Transportation's biennial survey, Fort Lewis vanpoolers avoided approximately 2.2 million round-trip vehicle miles traveled in 2007, eliminating 2.42 million pounds or 1,210 tons of carbon dioxide emissions.

The team also measures the number of General Services Administration-leased vehicles equipped to operate with alternative fuels, the number of electric and hybrid vehicles in operation, and the number of miles they operate. Currently 47 percent of government-leased vehicles operating on post are alternative fuel capable. Fort Lewis also has a number of hybrid electric and neighborhood electric vehicles.

Water Resources

The goal for the Water Team is to treat all wastewater to class A reclaimed standards to conserve water resources and improve Puget Sound water quality by 2025. The water team measures the amount of pollutants being discharged to Puget Sound. They include biological oxygen demand (BOD), total suspended solids (TSS), chlorine, oil and grease, metals, and others. Of these, BOD is largely indicative of the rest, and can by itself provide a useable yardstick with which the entire suite of pollutants can be judged. Although Fort Lewis is using BOD as its yardstick, the installation continues to measure and monitor all the pollutants that are discharged. If needed, the team's focus can be changed from BOD to TSS or metals, depending on which pollutant is currently of the most concern, and is most indicative of the discharge as a whole.

The goal in the next seven years is to treat wastewater effluent to tertiary treatment standards. In addition, the objective, "upgrade existing infrastructure and processes by 2018," was set to measure the percent complete of significant projects that improve infrastructure. Benchmarks include construction of various Military Construction Army (MCA) projects. The projects that are being requested include a new Directorate of Logistics (DOL) fuel tank purge facility, upgrading a centralized vehicle wash rack to use recycled water, and the construction of an aviation wash rack that operates with recycled water.

Lara Koger, Associated Earth Sciences Inc., collects soil samples from 2 feet, 5 feet, and 15 feet to 35 feet. She will use historical groundwater data in conjunction with the data from monitoring wells to determine a mounding analysis to design the pond.

The stormwater infiltrations ponds will be built in this old borrow source site located at Fort Lewis' Sequalitchew Training Area, Center for Environmental Education and Earthworks.

Energy

In accordance with the Energy Policy Act (EPAct) of 2005 and Energy Independence and Security Act (EISA) of 2007, the Energy Team's goal is to reduce total energy consumption by 30 percent in the next seven years. Metrics that measure energy use are inherently challenging. Almost every aspect of our modern lives has some relationship to energy, either directly or indirectly. The challenge is to identify measurable activities that clearly correlate to installation energy use.

The Energy Team measures the total amount of fuel used by the installation to heat buildings and provide hot water combined with the electricity used to operate lighting, equipment and processes, divided by the number of total square feet of building space. Simply, energy use is measured as million British Thermal Units (MBTUs) per thousand square feet of facility space.

Fort Lewis used energy audits conducted by the Energy Engineering Analysis Program (EEAP) combined with studies by Bonneville Power Administration, and steam trap audits to analyze energy use throughout the installation.

Audits were conducted on 20 percent (3.5 million square feet) of the total 17.3 million square feet of Fort Lewis facilities. From this sampling, which included examples of every construction type on the installation, the team extrapolated an estimated savings and return on investment.

Partnering with Bonneville Power Administration, Fort Lewis executed a Utility Energy Services Contract (UESC) to finance energy improvements. Under the UESC, the Army's investment of $18 million coupled with the utility rebates and incentives will save approximately 28 percent of Fort Lewis energy and produce a return on investment within 5.6 years.

While plans for energy improvements are still in progress, the priorities have been identified. The first upgrades will be to lighting, adding direct digital controls, heating, ventilating and air conditioning (HVAC) systems and steam system repairs. Photo sensors will be added to shut lights off during the day, and internal lighting upgrades will provide better energy conservation as well as improve the work environment.

Fort Lewis also measures the percent of renewable energy sources. While 25 percent of the post's 208,000 megawatt hours (MWH) annual energy consumption currently comes from the purchase of renewable energy certificates, the post has a goal to supply some of its energy needs through on-site generation.

Additional reductions in energy demand will be achieved through energy conservation measures. A long-range plan for ground source heat pumps is projected to reduce energy consumption by 670,000 MBTUs at an estimated saving of

Inert debris–waste concrete, asphalt and masonry is being mined and reused to stabilize the walls and bottom layer of the pond. The project will consist of a sedimentation pond, infiltration and a wetland area.

$5.2 million per year in energy costs. In the short term, Fort Lewis has achieved a $700,000 savings in utility consumption in post housing during the 2007 and2008 heating season under the Resident Responsibility Utilities Program. This Department of Defense mandated program encourages energy conservation by establishing a baseline in post housing. Residents that exceed the baseline receive a bill for their overconsumption and likewise residents who fall below the baseline receive a check for their utility-cost savings.

Conclusion

Fort Lewis's fiscal 2004 Whole Barracks Renewal Project, which was completed in 2006, became the first Army facility to earn the U.S. Green Building Council LEED Silver certification in 2008. This is a significant milestone for the Army, but especially for the post on its journey to a Sustainable Fort Lewis. This facility will provide design-build contractors, architects and planners a benchmark for continuous improvement. As Fort Lewis keeps pace with the Army's strategy for the environment the installation will continue to achieve its strategic, 25-year goals thus fulfilling the Army's mandate to sustain the mission for a secure future.

Brendalyn Carpenter was the sustainability outreach coordinator at the Fort Lewis, Wash., Department of Public Works for the past three years. She launched her career as Department of the Army public affairs intern assigned to Fort Lewis and eventually became the chief of External Communications there. She currently is the Community Connections program manager for I Corps & Fort Lewis Public Affairs where she facilitates mutually supportive relationships between 15 neighboring communities and their Fort Lewis Military Subordinate Command partners.

Managing Cultural Resources in an Era of Transformation

By Robert L. Beardsley

To paraphrase Julius Caesar, "Cultural resources are divided into four parts." And, to be more precise, those parts consist of two dichotomies. One pair consists of resources below ground (archeology) and those above ground (structures and landscapes), and the other pair is compliance and management. In practice, each dichotomy represents a continuum, since there is always some overlap, and all four interrelate.

Garrison headquarters

At Fort Leavenworth, Kan., most of our buildings have basements (i.e., below grade), and new buildings typically need to have an archeological assessment made of the construction sites prior to moving any dirt. Similarly, for major renovations of historic buildings, we require a historic fabric survey be conducted before the design phase. The surveys give us a reference for historic materials that should be preserved, helping meet our compliance obligations, and assist our structural engineers evaluate the buildings by providing a chronology of the building's construction, which aids project management. It is important to make sure that each element has been considered in conjunction with the other three, when assessing the likely impact of mission goals on cultural resources, and vice versa.

Fort Leavenworth is small as installations go, covering only 5,000 acres. The Cultural Resources Management (CRM) staff is scaled to suit, consisting of a single individual, the author. Fortunately, my background in archeology and architecture provides a professional basis for managing our stewardship efforts, and my years spent at various levels of government provide a procedural perspective that has thus far proven successful. My office at Public Works also is situated in Master Planning, while my funding resides at Environmental, so I often serve as liaison between the two divisions. This article will provide an overview of some of our varied resources, and of the approaches that we have implemented to meet mission directives while safeguarding our heritage.

Background

Fort Leavenworth was established in 1827 on the west bank of the Missouri River, but human occupation in this area dates back several thousand years. Many of the same features that favored this location for a fort also favored it for settlement. While some of the 50-plus archeological sites located on post are too insignificant to even warrant being called "sites," others are of real importance. The Quarry Creek archeological site is listed in the National Register of Historic Places (NRHP), and is classified as Kansas City Hopewell. Kansas City Hopewell, which in Kansas is equivalent to Middle Woodland, dates from A.D. 1-500 (Pritchard & Brockington, 2005).

Other landscape features lie on the land rather than under it. A swale close to the Missouri River identified a loading "ramp" connecting a river landing to the old sutler's warehouse. It also marks the beginning of the Santa Fe, Oregon and Mormon Trails, as they originated in the shelter of Fort Leavenworth.

Predating even the sutler's warehouse, The Rookery remains the oldest building in Kansas still used for its original purpose, in this case as a domicile. Supported by hand-hewn beams, it was converted from barracks to quarters after the Civil War, when many buildings on post were re-purposed during that earliest of Base Realignment and Closures. In this period, arsenals became college buildings, warehouses became prisons, and more than 200 new field officers' quarters were constructed of red brick, according to Quartermaster General's Office Standard Plans.

Oregon and Santa Fe Trails

Archeology

While many management measures on archeological sites are driven by specific projects at specific locations, we also take advantage of opportunities to be proactive and survey areas that are likely to be developed. While phase I (literature) surveys have been completed for virtually the entire post, phase II (shovel testing) surveys have not. Given the development pressures dictated by a growing mission on a small tract of buildable land, it has been deemed practical to obligate funds for archeological surveys whenever the opportunity presents itself. By actively identifying areas with a high potential for hosting new construction, coupled with professional archeological modeling systems for predicting likely prehistoric habitations, we can prescreen areas so that known resources are avoided and design efforts are not wasted on unsuitable sites.

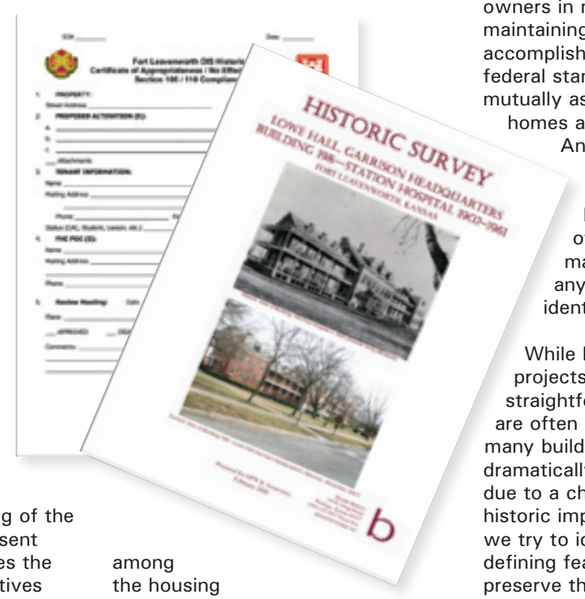
This is not to say that the presence of archeological sites precludes construction. When the new U.S. Disciplinary Barracks (USDB) facility was constructed, it was found to be located at the site of an early 20th century dumpsite, associated with the U. S. Penitentiary. Phase III and phase IV excavations were conducted, and ultimately the facility was built.

Currently, surveys are being planned to evaluate two Hopewellian sites and a Civil War-era earthwork, and to try to locate a mass grave. Given our cramped quarters at Fort Leavenworth, we do not have the luxury of simply declaring an area off-limits and building somewhere else. As such, having a clear understanding of the archeological resources present at any given location enables the garrison to evaluate alternatives effectively and make the most efficient use of our options.

Buildings and Structures

With some 327 historic buildings in its National Historic Landmark District (NHLD), Fort Leavenworth ranks behind only the NHLDs at West Point, New York, and Fort Sill, Oklahoma. Historic buildings and structures are generally divided into two types: housing (Army Family Housing) and everything else — Operations and Maintenance, Army (OMA).

While the compliance issues are fairly uniform among the structures of both types, their management is somewhat complicated by the Residential Communities Initiative (RCI) program, commonly known as "housing privatization." Under this program, private sector management and development companies are deeded historic (and other) housing units, while the Army retains a ground lease. The relationship among the housing partners (i.e., the private sector and the Army) and the State Historic Preservation Office (SHPO) is dictated by a mutual agreement, known as a Memorandum of Agreement (MOA). This document spells out the partners' responsibilities to meet compliance obligations under the National Historic Preservation Act of 1966, as amended (Public Law 89-665; 16 U.S.C. 470 et seq.). In this arrangement, the garrison acts much as a local government does in terms of managing a historic buildings program, reviewing projects and concurring that they comply with federal standards (National Park Service guidelines, n.d.).



In order to maintain a record of activities and modifications to historic housing units, Fort Leavenworth implemented a Section 106 Review procedure, which echoes the "Certificate of Appropriateness" process familiar to historic property owners in many municipalities. By maintaining records of alterations, accomplished in accordance with federal standards, all parties are mutually assured that the historic homes are properly maintained. Annual reports of activities submitted to the SHPO further ensure that both parties are aware of rehabilitation and maintenance projects, and any discrepancies are quickly identified and corrected.

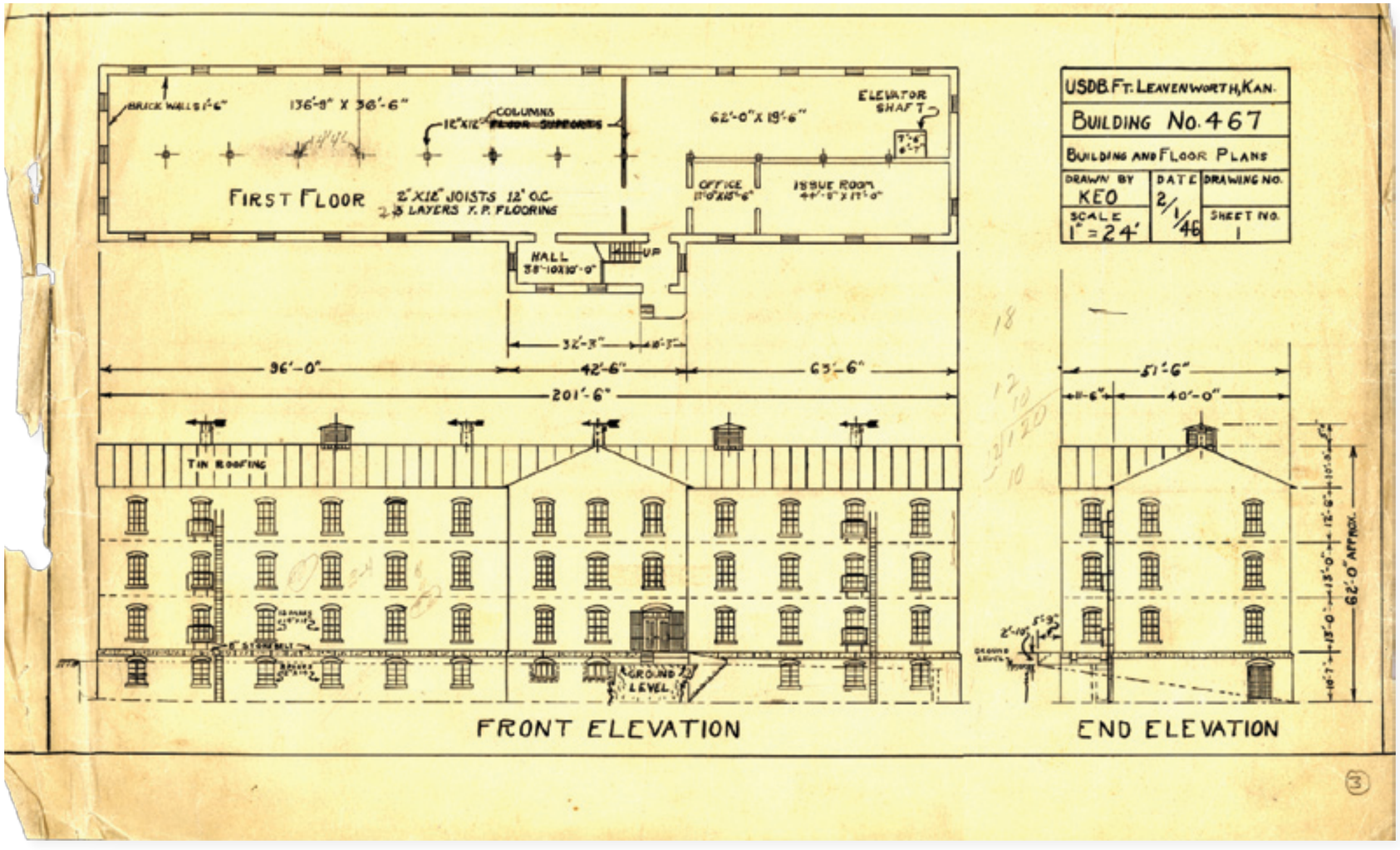
While housing rehabilitation projects are typically simple and straightforward, OMA projects are often more complex. Since many buildings were reconfigured dramatically at some point, often due to a change in use, questions of historic importance arise. Normally we try to identify "character-defining features" and try to preserve them. Character-defining features are essentially those that make the building eligible for NRHP listing, but since any feature more than 50 years old is potentially "character-defining" the review and evaluation process can be confusing.

Compliance

Fortunately, at Fort Leavenworth we have been able to treat historic buildings much like archeological sites, in that we survey them prior

to design. Just as archeological surveys for new construction projects, the building surveys provide parameters for the AE firms who produce our designs. We begin by contracting a survey report from a third-party, and take that information to a design charrette. At the charrette, the future user meets over the course of several days with the designers, the garrison staff, and the Corps of Engineers (when appropriate) to work out the customer's needs, the opportunities and limitations the building provides, and the feasibility of any particular design option. Once the basic design parameters have been articulated to the AE firm, several iterations of the plans are examined and revised until a final set of plans reflects a consensus.

Since most of the buildings we work with were originally barracks, they normally had open floor plans. Since most modern office configurations presume an open floor plan, we have found that restoring historic building elements is often an easy approach for meeting our stewardship obligations, meeting the customer's needs, and meeting the Army's expectation of a high quality workspace for our enlisted and civilian employees.



In a typical case, we eliminate all non-historic walls and use the remaining floor plan as a basis for a final design. By concentrating on preserving public spaces, such as entryways and corridors, in their original configuration, and minimizing alterations to the rest of the buildings, we can usually strike a balance. Moreover, by assessing how the original ventilation systems operated, original space allocations and the original circulation patterns of occupants, we can often identify efficiencies in the original designs that can be refurbished and reused. Certainly we install new boilers, heating, ventilating and air conditioning systems and essential utilities (e.g., water, communications, etc.), but those are often concealed and usually less obtrusive than the existing systems, which may date from World War II.

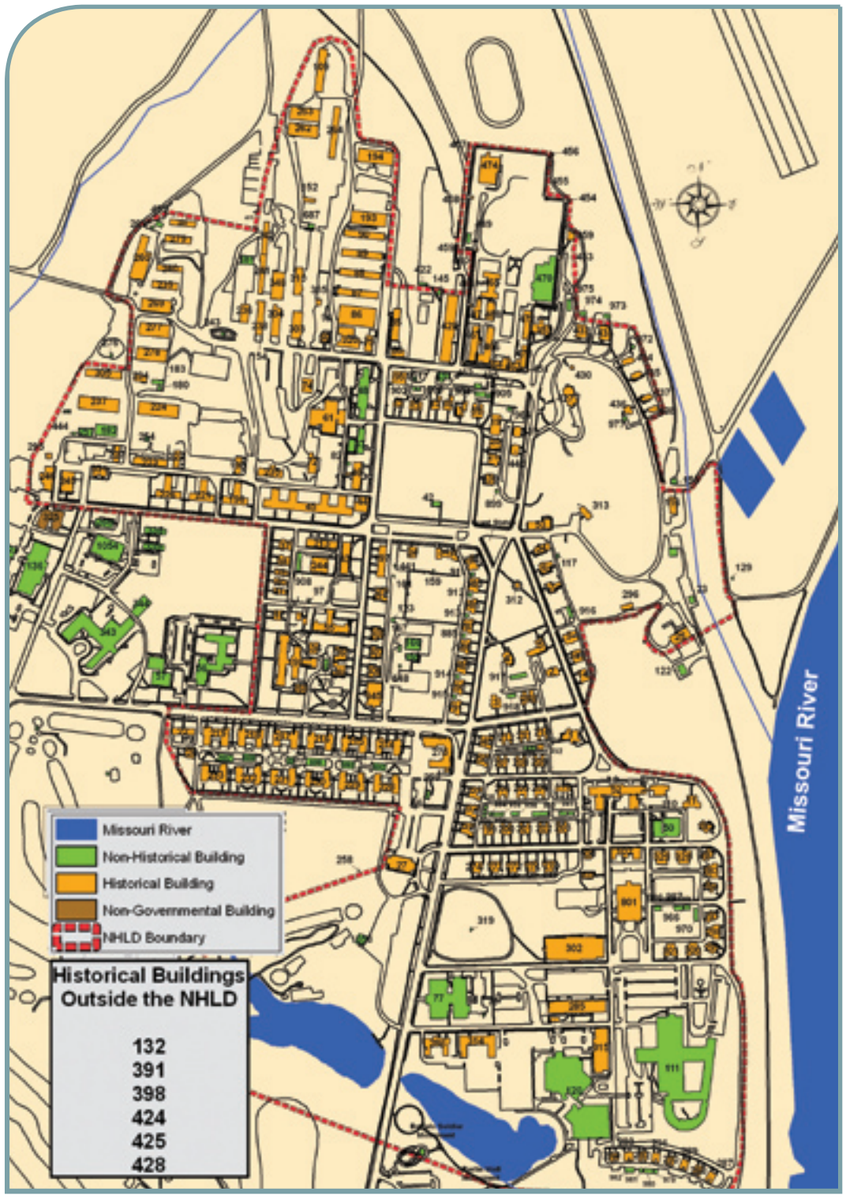
All of these design decisions are made in consultation with our SHPO. We also employ a Quality Workmanship Standards that are specific to Fort Leavenworth. These standards provide designers and contractors with a hard-copy document that specifies our expectations, quite apart from the Installation Design Guide or the Secretary's Standards. Our philosophy has been that by working collaboratively to identify issues up-front we can integrate solutions into our designs and avoid adverse effects, thereby avoiding negotiating MOAs or mitigation measures. By the time a design is ready for final review, the SHPO and everyone else knows what is in the design, and it is usually no more than a final review to make sure that everything that had been agreed is reflected in the plans and specifications.

Large-scale projects with short timelines and shorter budgets are a reality we live with every day. Historic resources can unnecessarily

complicate the process if their special needs are not addressed in the initial stages of design, but can also provide creative and simple solutions. While we cannot necessarily look to historic resources for savings in construction, when life-cycle costs are considered – along with quality of materials and design – those costs tend to come back into line. We have found that leaving buildings vacant for years on end adds tremendously to rehabilitation costs, but the quality of the spaces we have rehabilitated and recommissioned compare favorably with new construction. Moreover, these historic buildings were designed to last for generations, not decades, and we consider their inherent structural integrity an asset.

Management Tools

One primary management tool for the broad spectrum of cultural resources is the relational database. While IFS provides a reporting system for the organization as a whole, its utility for day-to-day management is more limited. An ideal platform would integrate spatial data with building-specific information, and provide linkages to documents, photos, correspondence, plans, etc. While there are a number of land use analysis and code compliance tracking software packages available, most have proprietary elements and there are compatibility issues, especially when attempting to integrate with existing governmental systems. Moreover,



Fort Leavenworth National Historic Landmark District

spatial analysis of the data needs to be integrated as well, and making those spatial elements also span several decades compounds the complexity.

For the most part we have been using ArcGIS software to fill that need, but as that package becomes more "powerful" it also loses some utility, and requires more specialized management by dedicated personnel. The present configuration graphically represents historic structures and archeological sites, and the "information" function can be used to provide limited linkages to related documentation. With that caveat, it should be noted that local government planning agencies use the same software to track land use and census and demographic information. Dedicating knowledgeable Geographic Information Systems (GIS) staff to these management functions can be problematic, and a stand-alone GIS module for cultural resources would make a world of difference. Department of Defense (DoD) efforts to implement CRM Spatial Data Standards will take us a long way toward bridging that gap. By developing standardized data protocols, these efforts will make it easier for installations to plan and implement systems that address local needs without needing to maintain multiple systems for management and reporting.

Other information technologies are also being developed that will aid our information management capabilities for buildings and infrastructure. Building Information Management (BIM) (U.S. Army Corps of Engineers, 2007) consists of the creation and use of coordinated, consistent, and computable information about a building's design, construction, and operation. Buildings design documents developed using BIM-compliant software include information that can also be integrated into larger contexts. Facility Composer (U.S. Army Corps of Engineers, n.d.) is another modeling tool that enables analysis of various aspects of a design, such as cost, sustainability, and force protection. Integrating these varied data platforms will take several years. In the interim, we are adapting an Access database to organize our electronic files, and making use of cross-referencing. The model currently being adapted is based on that implemented by the Washington State SHPO, and used at Fort Lewis, Wash.

On the physical side, managing archeological sites requires a very different perspective from managing structures. While structures are normally either in use or between uses, archeological sites are not. What often is not understood is that simply ignoring a site and ensuring that no one constructs anything there does not constitute management of the site. Tree roots, erosion, and burrowing animals all contribute to an archeological site's degradation, and active management to avoid such damage is an on-going responsibility.

First, archeological sites need to be identified, and predictive models can help. By identifying places where archeological deposits may be found, survey work can be planned to confirm or deny the presence of those resources. Archeological sites at Fort Leavenworth were verified by fieldwork in the 1970s. It also is fortunate to be a small enough installation that the sites here are being easily verified by phase II surveys, so a predictive model is unnecessary, but some discussion is in order.

Quite a bit of literature has been generated to predictive models, and computer-aided models can become quite elaborate. The Minnesota Department of Transportation (DOT) has developed MN/Model, the Minnesota Archeological Predictive Model (Minnesota Department of Transportation, n.d.) that is described on their Web site: "MN/Model is a set of GIS-based tools that help MN/DOT avoid impacts on archaeological sites throughout Minnesota. The final products include GIS-based statistical models that map the potential for pre-1837 surface archaeological sites in Minnesota. These models are used by Mn/DOT for site avoidance and survey design." More recently, the SRI Foundation has worked with DoD to develop predictive models. "In order to make effective, well-informed cultural resource management decisions at the planning stage, long before Section 106-driven resource identification takes place, however, land-managers need a mechanism for synthesizing, manipulating and evaluating all initially available data in a scientifically sound fashion. Archaeological modeling, combined with limited identification and testing, has great potential to contribute to environmentally responsible streamlining efforts" (Altschul, Sebastian & Heidelberg, 2004).

Fort Leavenworth currently is assessing the condition of its archeological resources, and looking for best practices models. One approach that has been well documented and implemented for some time is found at the Petersburg National Battlefield, in Virginia (National Parks Service, Petersburg, n.d.). The basic approach implemented by the National Park Service is to clear overgrowth, restore as necessary and stabilize the features, and establish sod over the surface, preferably using native grasses (e.g., buffalo). The sod serves to hold the soil and control erosion, and make it easy to see if looting of the site has been attempted. Looting of archeological sites is a perennial problem, no matter where they are located, but penalties for unauthorized digging in archeological sites on federal lands are particularly onerous.

Conclusion

Managing cultural resources need not conflict with accomplishing mission goals, but may require us to "Assess, Adapt and Overcome" with an eye toward consensus. By keeping lines of communication open, both internally and with consulting agencies, Fort Leavenworth has been able to both retain its historic character and implement state-of-the-art mission components.

In 2008, the stereotypical "hysterical preservationist" of years ago has been replaced by professional managers, and the lax attitude that "it's easier to ask forgiveness than permission" has become one of zero tolerance.

The stewardship of our national patrimony, especially as embodied by the military installations that nurtured the Grants and Eisenhowers, is a joint responsibility.

Today, programs such as Preserve America (Preserve America, n.d.) provide a framework for interpreting our cultural resources in all their diverse expressions. Installations can support those efforts by developing historic contexts locally, and helping interpret them as part of a national awareness. In places like Fort Leavenworth, that is easy in theory, since our collection of historic buildings and landscapes is picturesque. In practice, it becomes more difficult, since apparently irreconcilable directives often stir up conflict. The challenge of managing cultural resources in such a dynamic environment can be depressing or exhilarating by turns, but it is necessary to ensure that the symbols of our strength and character are properly preserved and maintained for future generations.

Robert Beardsley serves as the historic architect and cultural resources manager for Fort Leavenworth, Kan. Beardsley is a graduate of Kansas State University, where he earned Dual Bachelor of Science degrees in Anthropology and Interdisciplinary Social Science, and a Master's Degree in Architecture. He is also a certified planner, and has held positions as historic preservation planner in both Wichita and Topeka, Kan., managing both residential and commercial redevelopment programs. He has conducted cultural resources surveys throughout the Missouri Ozarks for the Missouri Department of Transportation, served as executive director of the Kansas Preservation Alliance, and consulted in commercial renovation projects. He also sits on the Transportation Research Board (TRB) Standing Committee on Archaeology and Historic Preservation in Transportation, and served on research panels for the National Cooperative Highway Research Program (NCHRP), currently on research project #08-68, "Citizen's Guide and Discipline-Specific Professionals' Guide for Context-Sensitive Solutions in Transportation." Both TRB and NCHRP are subunits of the National Research Council, of the National Academies.

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Banking on the Environment to Save Wetlands for the Future

By Dr. Paul Thies and R. James Anderson

Compensating for wetland losses can be one of the most expensive environmental requirements for installation construction programs.

New construction, troop training and weapons testing – all can affect our nation's wetlands, and conversely can affect greatly project budgets and the training capability of new ranges.

Laws and executive orders make certain federal agencies consider the wetlands' complex environmental role before taking action and ensure impacts are minimized and mitigated as completely as possible. In addition to permits and reporting, these rules may require expensive mitigation and site monitoring. But without meeting the requirements, contracts cannot proceed to award. In addition, projects may be stopped if permit compliance doesn't meet standards.

For every land disturbance, an installation's leaders must consider the impacts on its wetlands. Are wetlands present? How does the project affect them and how can the impact be minimized, practically? What must the installation do to meet legal requirements? Every impact requires compensation, but installations can take steps to reduce the effects and to preserve resources.

Wetlands and the Regulatory Perspective

Section 404 of the Clean Water Act (40 CFR Part 230) defines wetlands as "those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps marshes, bogs, or similar areas." They have certain types of soil, vegetation and hydrology.

The Clean Water Act dedicates Section 404 to defining and protecting wetlands, streams and the watersheds supporting them. These regulations are jointly administered by the U.S. Army Corps of Engineers (USACE), the U.S. Environmental Protection Agency and the U.S. Fish and Wildlife Service, with the Corps taking the lead.

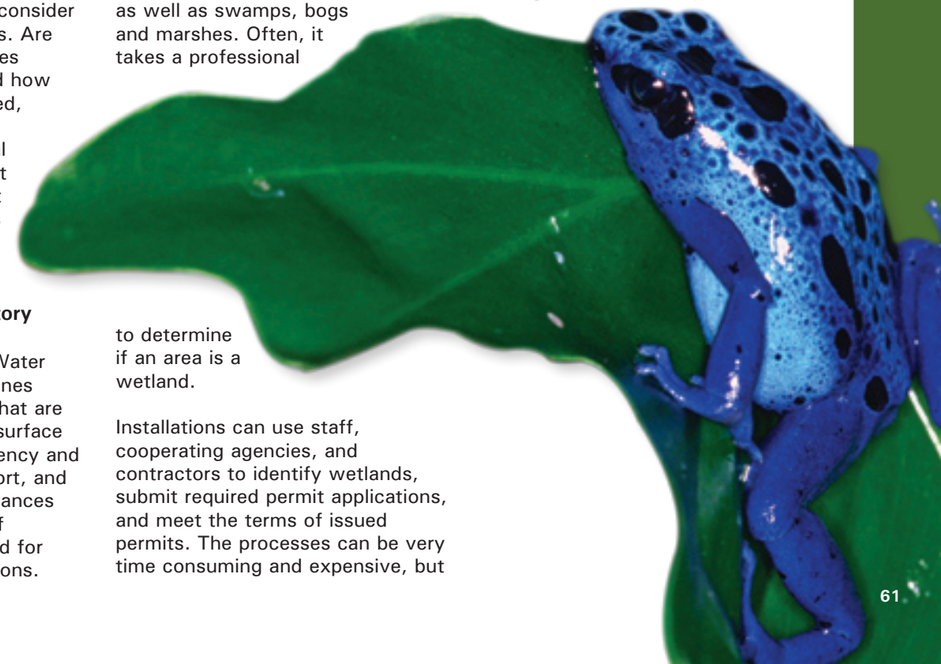
Wetlands most often occur where land and water meet. They typically appear in flat vegetated areas, depressions and between dry land and water along the edges of streams, rivers, lakes and coastlines. Some are always wet, some are seasonal and may be dry much of the year and others may only be wet during certain parts of the day. Wetlands can exist in deserts, forests, permafrost and prairies as well as swamps, bogs and marshes. Often, it takes a professional to determine if an area is a wetland.

Installations can use staff, cooperating agencies, and contractors to identify wetlands, submit required permit applications, and meet the terms of issued permits. The processes can be very time consuming and expensive, but failing to start the process or not completing an application properly can mean that delays stretch for months.

Importance of Wetlands

Society receives many benefits from wetlands. They help regulate water levels within watersheds, improve water quality, reduce flood and storm damage, provide important fish and wildlife habitat and support hunting, fishing, hiking, canoeing, boating and other recreational activities.

A great diversity of plants and animal species, including many that are unique and rare, threatened or endangered, rely on wetlands. Virtually all freshwater species of fish depend, to some degree, on wetlands, often spawning in marshes adjacent to lakes or in riparian forests during spring flooding. In wetland nurseries, the young creatures can hide from predators until they are big or fast enough to survive in open water.



Wetlands support birds and other wildlife from both wet and dry environments. Amphibians and reptiles are strongly tied to the wetlands because many frogs, snakes, turtles and salamanders need both water and drier environments to live. In addition to waterfowl, about 50 percent of 800 species of protected migratory birds rely on wetlands. Muskrats, beaver, voles and many other small mammals live in wetlands.

Rich in organic matter and nutrients, many wetlands are highly productive ecosystems. They capture sediments and filter pollutants. They intercept runoff and store storm water, slowing the rapid storm runoff and preventing flood damage. Wetland vegetation can help dissipate waves, stabilize shorelines and help control erosion.

Regulatory History

It is estimated that in the 1600s what is now the contiguous U.S. held about 221 million acres of wetlands. During the 1700s wetlands were considered bothersome, swampy lands thought to carry pests and disease, and generally useless for agriculture. "Reclaiming" the land meant eliminating wetlands. In the 1800s, as technology advanced, more wetlands were drained, cleared and plowed for farming. Government policy in the mid- to late-1800s promoted reclamation of lands, beginning with the first Swamp Land Act in 1849.

In the early 1900s, a rapidly growing population and advancement of the industrial age increased the demand for land. Levees, drainage, and water diversion projects eliminated wetland areas. At the same time, urban and agricultural projects drained both large and small wetlands. Drained wetlands in Florida allowed the sugar cane production to be doubled in the 1930s. The use of mechanized farm tractors caused the loss of millions of acres of small wetlands and prairie potholes. In the 1930s, the U.S. government provided free engineering services to farmers to drain wetlands and in the 1940s, the cost was shared. By the 1960s, the government subsidized or facilitated major wetland losses through public-works projects, technical practices, political, financial and industrial incentives, and cost-shared drainage programs.

Federal policies began to change in the 1970s. In May 1977, President Jimmy Carter issued an executive order instructing federal agencies to minimize damage to wetlands. In 1989 the EPA adopted a goal of "no net loss" of wetlands, meaning that where a wetland is developed for other uses, the developer must create a wetland elsewhere to maintain an overall constant amount of wetland acreage – a practice known as compensatory mitigation. A party who alters or destroys a wetland area must offset that loss by restoring, creating, or enhancing wetlands elsewhere. As we continue to learn, our policy on wetlands continues to change.

Today, with slightly more than 100 million acres of wetlands left, mitigation starts with avoiding impacts. Project placement and designs must do everything feasible to prevent an adverse effect on the area. When impacts can't be avoided, agencies must take a systematic approach to minimize losses.

Past approaches, emphasizing acre-for-acre trade, failed to meet the needs of the environment and those who depend on it. Regulations now look to replace the wetland functions so the type and ecological values are equivalent to what would be lost. Several approaches are available for the Army to offset wetland losses.

In many instances, the best way to compensate for the loss of wetland functions could be the use of mitigation banks. Just as the customer deposits money in a financial institution to withdraw later, installations can restore wetlands or agree to preserve a wetlands area in perpetuity, and use the compensatory mitigation credit on future projects. Credits can be bought, sold and traded.

Benefits of Mitigation Banking

With wetland mitigation banks, the wetland restoration has already occurred, so there is no loss of wetland value between the impacts and when mitigation occurs. Banks operate under a set of guidelines that ensure sound scientific and accounting procedures are maintained.

"The overall goal of a mitigation bank is to provide economically efficient and flexible mitigation opportunities, while fully compensating for wetland and other aquatic resource losses in a manner that contributes to the long-term ecological functioning of the watershed within which the bank is to be located," according to the federal guidance for the establishment, use and operation of mitigation banks.

The EPA guidance spells out the advantages of mitigation banks:

- Provide more flexibility for people who want their project approved and don't have time to restore wetlands themselves or have a third party do it for them
- Allow installations to consolidate compensatory mitigations, better preserving the integrity of the aquatic ecosystem
- Bring together financial resources, planning and scientific expertise
- Increase the potential for establishment and long-term management of successful mitigation
- Maximize opportunities for contributing to biodiversity and/or watershed function
- Reduce permit processing times
- Function before actual project impact occurs
- Increase the efficiency of resources in the review and compliance monitoring

Requirements

Regulations require special permits for many activities involving wetlands. Placement of fill materiel, ditching activities, levee and dike construction, mechanized land clearing, land leveling, most road construction and dam construction require authorization.

The U.S. Army Corps of Engineers and the Environmental Protection Agency issued a final rule in April 2008 governing compensatory mitigation for activities authorized by Clean Water Act Section 404 permits, which states: "There are three mechanisms for providing compensatory mitigation: permittee-responsible compensatory mitigation, mitigation banks and in-lieu fee mitigation.

Mitigation banks and in-lieu fee mitigation both involve off-site compensation activities generally conducted by a third party, a mitigation bank sponsor or in-lieu fee program sponsor.

In-lieu fee programs involve paying a third-party conservation organization to do restoration on behalf of a project proponent such as an Army installation. Because wetland function is lost between the time the installation pays the permit holder and when the restored wetlands fully function, this requires a greater amount of mitigation and typically costs more than banking programs. The ability to locate wetland banks away from installations, however, could be an advantage to in-lieu fee mitigation.

Permittee-responsible mitigation, the most traditional form of compensation, continues to represent the majority of compensation acreage provided each year. As its name implies, the permittee retains responsibility for ensuring that required compensation activities are completed and successful. Permittee-responsible mitigation can be located at or adjacent to the impact site (i.e., on-site compensatory mitigation) or at another location generally within the same watershed as the impact site (i.e., off-site compensatory mitigation).

The 2008 compensatory mitigation final rule provides guidance on all compensatory mitigation types in one document. It establishes equivalent standards for all types of mitigation based on better science, increased public participation and innovative market-based tools. The new guidelines use results-oriented standards to ensure the quality and effectiveness of wetland and stream restoration and conservation practices. The new guidelines are expected to improve compensatory mitigation project performance and accountability.

Planning

Knowing where wetlands exist on your installation and factoring that into master planning is vital. The success of your future construction or training range projects can be affected by wetlands. Unfortunately, wetlands are not always wet and not always easy to identify, and compensating for impacts can be complex.

On-site (i.e., on-installation) mitigation is generally not preferable for the Army because it just prevents use of valuable training land. Mitigation banks or in-lieu fee mitigation may not be available. Tight construction timeframes don't provide time after construction has begun to fix any unknown requirements for compensatory mitigation. Funding cycles often mean installations have to request environmental mitigation money before needs are known. Construction projects often change during the design process.

The solution for installations with complex wetland problems may be a broad-scale program mitigation permit for all anticipated projects. Initiatives such as Base Realignment

and Closure changes and Grow the Army transformation projects can be lumped into one permit and credits can be purchased to allow project timeframes to be adjusted and to take advantage of discounts for larger purchases. This system also saves the installation and Corps of Engineers district offices processing time for multiple permit approaches.

Many people and offices need to orchestrate their efforts to protect wetlands. Installation natural resource groups, public works directorates, master planners, Corps of Engineers engineering and regulatory offices, as well as design and construction firms, all have roles in wetland protection. If any of these players fail to do their part, projects, programs and training can suffer time delays and needless expense.

Help is Available
The U.S. Army Environmental Command and the Corps of Engineers district offices can provide technical assistance to assess mitigation needs and recommend the best strategy for an organization or installation. Natural resource specialists such as a hydrologist or biologist, and a Corps regulator can help you find ways to minimize the impact, reduce the associated costs of mitigation, save time and potential delays later and ensure the implementation of necessary changes in training or ranges to support mission accomplishment.

Compensating for wetland losses may be your most expensive environmental requirement, but with proper planning and consideration, the impact to the wetlands, your project timelines and your budget can be minimized.

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Building Sustainability into the BRAC Process – Lessons Learned from Fort Belvoir

By Rachel Dagovitz

Fort Belvoir's previous master plan focused on transitioning the installation from a troop support and training mission to its current mission as an administrative center in the National Capital Region.

The recommendations of the Defense Base Closure and Realignment Commission (BRAC Commission) were formalized Nov. 9, 2005, in the Defense Base Closure and Realignment Act of 1990 (Public Law 101-510), as amended. The experience of incorporating environmental and sustainability issues into the 2005 BRAC Environmental Impact Statement (EIS) project cycle at Fort Belvoir, Va., and lessons learned may help future BRAC actions.

Background
The Army is implementing the BRAC Commission's realignment recommendations to relocate units, agencies, and activities totaling about 19,300 personnel and contractors to Fort Belvoir. The installation, located in Fairfax County Va., is undergoing extensive construction and renovation of facilities to accommodate the additional tenant organizations by September 2011.

The Fort Belvoir Master Plan was updated concurrently with the BRAC actions.

Six organizations are moving to Fort Belvoir as part of the realignment by the BRAC Commission:
- Washington Headquarters Services (WHS)
- National Geospatial-Intelligence Agency (NGA)
- Army Lease
- U.S. Army Medical Command (MEDCOM)
- Program Executive Office, Enterprise Info Systems (PEO EIS)
- Missile Defense Agency, HQ Command Center (MDA)

To accommodate the new tenant organizations, Fort Belvoir will construct supporting facilities, expand installation access and widen roads. There also are 32 non-BRAC projects that will be conducted at Fort Belvoir. These projects range from building renovation to construction of new, large facilities. Examples of the larger projects include the National Museum of the U.S. Army and the Museum Support Center, and the expansion of the Information Dominance Center. Although referenced in Fort Belvoir's BRAC EIS, the non-BRAC projects are undergoing independent NEPA evaluations.

In addition to the Army projects, Fairfax County has an estimated 200 off-post projects planned within three miles of Fort Belvoir. Twenty of the projects are estimated to be at least 25 acres in size, resulting in potential for cumulative impacts between the Fort Belvoir and Fairfax County projects.

The Challenge of Integrating Sustainability into BRAC Planning
The National Environmental Policy Act of 1969 (NEPA) is the primary planning tool used to analyze and document potential environmental impacts and alternative actions associated with major federal actions. NEPA, when carried out as intended, integrates environmental considerations early in the planning phase and provides a framework for soliciting input and incorporating stakeholders into the planning process. NEPA, together with the installation master planning process, serve to document environmental planning issues and reinforce the installation as an integral decision-maker in the BRAC process.

In establishing the 1990 Defense Base Closure and Realignment Act (Public Law 101-510), Congress waived certain procedural elements of NEPA. Congress wanted to streamline the environmental analysis of the installation closure and realignment actions. Public Law 101-510 waives NEPA analysis with respect to recommending bases for closure and realignment, and disapproving the BRAC Commission's recommendations. The role of NEPA analysis in the BRAC planning process also was modified by removing the requirement to consider alternative installations as part of the closure and realignment process. NEPA does cover planning decisions that occur from the BRAC planning process. Examples of these decisions include disposal and reuse of property, sequencing of actions and cumulative impacts.

The EIS prepared for the 2005 BRAC realignment action for Fort Belvoir evaluated potential environmental and socioeconomic impacts of the base realignment and updated the Real Property Master Plan (RPMP). The Fort Belvoir RPMP was prepared in 1993 and amended in 2002. Fort Belvoir's previous master plan focused on transitioning the installation from a troop support and training mission to its current

mission as an administrative center in the National Capital Region. The plan was updated again in 2007 to address significant development resulting from BRAC 2005 realignment actions.

The updated RPMP focused on modifications to the land use categories. The revised RPMP uses fewer, broader categories including airfields, community, industrial, professional and institutional, residential, training, and troop. The new categories provided greater flexibility to the planners, but the broader land categories raised public concern about weakening environmental protection for land uses that were previously designated as "environmentally sensitive." To address this concern, the plan stated that renaming land use categories would not revoke any previously designated regulatory protection.

A number of factors made the development of the Fort Belvoir BRAC EIS a challenging exercise. The first constraint was the Headquarters Department of the Army (HQDA) decision to prepare the EIS in one year starting from the Notice to Proceed (NTP) to Record of Decision (ROD). The large, complex development project required coordination with outside agencies, public consultation, and a coastal zone consistency determination. An alternative approach proposed the preparation of a programmatic EIS for the BRAC development and preparation of Environmental Assessments for individual projects. This approach may have provided more planning flexibility. Ultimately, this approach was not accepted by HQDA.

To meet the time-constrained BRAC schedule, the Army decided the EIS should be centrally managed. The headquarters-managed process shifted the role of Fort Belvoir from proponent to stakeholder and elevated the visibility and influence of the new tenant organizations on the planning team, particularly for funding and design issues.

During the development of the EIS, an area of divergence between HQDA and Fort Belvoir views occurred in the identification and mitigation of environmental and social impacts. The concern on the part of Fort Belvoir was that scheduling and funding constraints were influencing the depth of environmental impact analysis and development of mitigation measures. Through a multistakeholder, consensus process, installation staff proposed additional mitigation measures to reduce or compensate for specific impacts directly resulting from BRAC development.

Examples of proposed mitigation measures included actions to remove impervious cover to restore the natural hydrologic cycle and reduce runoff, design roads and stream crossings to minimize physical impediments to wildlife circulation, restore stream and wildlife habitats, and replace trees lost through BRAC construction. For compensatory natural resources mitigation measures, BRAC-impacted areas were quantified and restoration projects were proposed to restore an equivalent habitat near the BRAC project or other locations of the installation, if necessary.

As the EIS development progressed, Fort Belvoir staff managed the Section 106 consultation process required by the National Historic Preservation Act. As part of the Section 106 process, the Army was required to determine how BRAC realignment at Fort Belvoir would affect historic properties on the installation and within the Woodlawn Historic District. Many of these properties were listed or eligible for listing on the National Register of Historic Places. Section 106 negotiations were not able to begin until the major BRAC tenant organizations: Missile Defense Agency, hospital and National Geospatial Agency, were sited. The Advisory Council on Historic Preservation (ACHP) became involved in March 2007 and the first formal consultation meeting occurred on May 2, 2007.

In June 2007, the Army published its Final Environmental Impact Statement for Implementation of 2005 Base Realignment and Closure (BRAC) Recommendation and Related Army Actions at Fort Belvoir, Virginia. Through a series of dialogues between the Fort Belvoir Command Group and HQDA, a mutual understanding grew that balanced the need for a streamlined, efficient BRAC process and the installation's need to protect its natural resources and maintain its identity as a long-term community partner.

The Army issued a Record of Decision that deferred decision-making on the disposition of the location of WHS (BRAC 133) Aug. 7, 2007. Other locations were evaluated as part of a second Environmental Assessment. Additionally, most of the mitigation measures proposed by the installation were not adopted in the ROD. Mitigation measures were ultimately addressed in a separate memo by the Assistant Chief of Staff for Installation Management endorsing the mitigations with recommendation for funding.

Because of the late initiation of the Section 106 consultation, the Programmatic Agreement (PA) could not be completed prior to the final ROD. The PA is a formal agreement signed by the project's consulting parties and documents the mitigation measures that the lead federal agency will undertake to protect the impacted areas' historic value. The ACHP raised procedural concerns about whether the ROD should be signed prior to completion of the Section 106 consultation. Ultimately, the ROD was finalized and the PA was completed afterward.

The BRAC issues at Fort Belvoir may have been more visible because of its proximity to Army headquarters. Well-organized community organizations interested in concessions from the Army on issues and persistence on the part of Fort Belvoir personnel to achieve additional project mitigation from BRAC, created periodic stresses in the planning process. The most notable dichotomy of perspectives between Army headquarters and Fort Belvoir was the installation emphasis on identifying environmental and social impacts to the installation and surrounding communities, and obtaining the funding to mitigate the impacts.

A BRAC Operations Office (BRAC Office) led by the deputy garrison commander was established at Fort Belvoir to reduce BRAC responsibilities for non-BRAC installation staff. The BRAC Office, co-located with the Department of Public Works (DPW), conducts nontechnical design review, field inspections, report preparation, and meeting coordination with project managers and contractors. The BRAC Office was established in October 2007; about three months after the ROD was adopted. The office has been successful in alleviating some of the workload and communication issues related to BRAC. However, it has not been fully staffed and able to provide the level of support to the Fort Belvoir DPW that had been originally envisioned.

The Challenge of Managing BRAC Design and Construction

The Army Corps of Engineers (USACE) is serving as the Army's agent for the 2005 BRAC planning and construction at Fort Belvoir. The design and construction phase of the project is being executed through a combination of Integrated/Design/Bid/Build (IDBB) and Design/Bid processes. The IDBB process was used for the larger BRAC construction projects. The intention has been to improve construction through field-tested feedback. The IDBB procedure shortens the overall time for project completion by phasing the design and construction activities so that they can be performed concurrently. Using IDBB, the USACE could expedite the process for construction contracts and better meet the accelerated construction timelines required by BRAC law.

While the IDBB process has been advantageous in terms of expedited design and construction, the trade-off has been the difficulty in accurately ascertaining costs due to evolving design. At Fort Belvoir, the new DeWitt Hospital has been particularly affected by inflating construction costs exacerbated by the accelerated schedule.

One of the biggest challenges of the IDBB process has been that the accelerated schedule did not account for the timeframe needed by installation staff to conduct design reviews and prepare permit applications, or regulators to process installation documents. Permit applications that typically require six to 12 months to complete, were initially submitted without the level of detail that would permit the regulator to finalize the applications.

As part of master planning responsibilities, Fort Belvoir was required to submit BRAC project designs to the National Capital Planning Commission (NCPC) for review and approval. The NCPC serves as the federal government's central planning agency for protecting and enhancing the historical, cultural and natural resources in the National Capital Region. A key agency responsibility is reviewing proposed projects for consistency with federal and local planning policies.

Environmental Studies and Permits

Army installations are responsible for preparing environmental permit applications, interfacing with regulatory agencies, and monitoring permit requirements. The size and scope of BRAC construction at Fort Belvoir required a number of studies and permits during the construction and operational phases. Master planning issues included siting and designing facilities, roads, and utilities. Examples of environmental issues of concern included:

- Impacts to or loss of cultural resources including historic properties
- Impacts to or loss of critical habitat including wetlands
- Socioeconomic impacts including traffic, over-extension of local services, and housing
- Noise and air quality impacts
- Clean up of hazardous materials and clearing of unexploded ordinances

See table 1 for an overview of the studies and permits required at Fort Belvoir during BRAC construction and subsequent operation.

Fort Belvoir, located in the Washington Metropolitan Area, is in a designated nonattainment area for two National Ambient Air Quality Standards (NAAQS) - eight-hour ozone and fine particulate standards. The Federal Clean Air Act required a general conformity analysis for the proposed BRAC projects

Table 1: Examples of Studies and Permits Required During Construction

Program Area	Construction	Operation
Air	General Conformity analysis required by Clean Air Act Construction contractors follow BMPs included in RFP.	Permit for boilers and monitoring requirements
Wetlands	Identify wetland loss through "takes" and purchase credits	Monitoring of wetlands
Stormwater	Erosion and sediment control permits, construction BMPs	Stormwater management
Endangered species	Biological assessments	Monitoring of locations with potential endangered species populations
Wastewater	Construction connections, interim permits.	On-going wastewater system monitoring
Water	Construction connections, interim permits.	On-going water system monitoring
Historic preservation	Section 106 consultation with State Historic Preservation Office	Monitoring execution of agreement with stakeholders and annual report.
Planning Review	National Capital Planning Commission design review precedes construction	

Table 1

because of the non-attainment status. The Virginia Department of Environmental Quality required the Army to adopt strict mitigation measures to reduce air emissions during the construction phase of the project and stationary source equipment (boilers) to support the new facilities on base.

Possibly the biggest planning challenge during construction at Fort Belvoir was obtaining wetland permits within the accelerated schedule. Wetland permits can require between six to 12 months from application preparation through approval and wetland credit purchases. Under the IDBB process, location and size of buildings were still under development when wetland permit applications were submitted with very rough approximations. As design and construction advanced concurrently, it was often necessary to redirect construction to avoid wetland impacts because the permits had not yet been issued. A positive relationship between installation staff and regulators was instrumental to the installation obtaining flexibility to proceed with wetland permit applications with incomplete data and designs.

Fort Belvoir has rich natural resources that serve as important regional habitat for threatened and endangered species. Because of limited space, some BRAC construction was sited in potential areas of threatened and endangered species. As a result, biological surveys were required to determine the presence of special status organisms. Some surveys were seasonal and the timing of the surveys required flexibility in the construction schedule.

Fort Belvoir gains much of its beauty and character through its large stands of mature and specimen trees. Trees may be considered a renewable resource; but realistically, the time to reach the size of a large, specimen tree may exceed 50 years. Trees are important for soil erosion, habitat, and conveying a visual aesthetic to the installation. Fort Belvoir has a tree replacement policy for trees lost through land clearing. The species, quantity, and timing of tree replacement were issues that required negotiation with affected tenant organizations during the planning and construction phases. The installation tree replacement policy should be communicated early in the planning process as it can contribute significantly to construction cost.

In addition to natural resources issues, Fort Belvoir has historical hazardous waste contamination and areas of unexploded ordnance. According to a Government Accountability Office (GAO) study in 2002 that reviewed transfer of BRAC land, the primary reason for the delay in transfers was the presence of unexploded ordnance (UXO) and other environmental contamination. The UXO were remnants from weapons training and testing activities. Similar to results found by Army officials and regulators at other installations, UXO information was generally unreliable and difficult to pinpoint locations. At Fort Belvoir, the challenge was clearing land of UXO with minimal disruption to the construction schedule.

The issue for hazardous waste was distinct from the UXO issue. Fort Belvoir has had ongoing contaminated groundwater monitoring. BRAC construction such as excavations, blasting, and potential groundwater pumping could modify the hydrologic flow and change a contaminated plume's direction. Studies that had not been previously identified became critical for the installation in order to demonstrate to the U.S. Environmental Protection Agency that Fort Belvoir was complying with its consent agreement.

As in previous BRAC rounds, estimated environmental costs for bases undergoing closure or realignment were not included in DOD's cost analyses. Cost for UXO clearing and monitoring of contaminated groundwater were additional expenses that were requested by the installation as they occurred. Piecemeal funding requests for unanticipated UXO clearing, biological surveys, and groundwater studies impacted project advancement and focused DPW staff disproportionately on BRAC funding issues rather than regular duties.
During BRAC planning at Fort Belvoir, the applicability of the Army Leadership in Energy and Environmental Design (LEED) policy was not initially understood with respect to BRAC construction. The Army adopted a policy that all new military building starting with the FY 08 military construction program would achieve the LEED Silver level. The policy includes all new construction regardless of funding source. The installation Director of Public Works, supporting engineer, designer and constructor are jointly responsible for certifying the final LEED score and rating.

More importantly, funding constraints for BRAC construction pressured USACE managers to favor less expensive short-term design options over valuable sustainability elements of LEED with longer return on investment. This trade-off was most notable in energy efficiency elements. The balance between installation interests as property owner and tenant organizations as financer for the construction did not always coincide because they viewed costs from different perspectives. In general, the installation's interest has been construction that will lower long-term maintenance cost and maximize energy efficiency. Tenant organizations have been concerned about fiscal year budgetary constraints. Ultimately, there were missed opportunities to incorporate long-term sustainability elements because of budget.

Lessons Learned for Next BRAC Round

The following suggestions are offered for consideration for future BRAC actions as opportunities to improve planning efficiency, reduce installation staffing impacts, and create synergy between BRAC and sustainability.

1. **Planning timeframe:** Consider establishing variable timeframes for EIS development cycle based on the size and complexity of the BRAC actions. Assess where installation-specific issues and complex stakeholder dynamics may require additional time. Convene BRAC planning teams consisting of IMCOM, DA and installation staff through an extended charrette process to map critical planning milestones, and staffing and funding requirements in advance of the EIS development. Recruit staff and establish BRAC Operations Office prior to EIS development.

2. **Stakeholder dynamics:** When establishing the BRAC planning team, consider the effect of stakeholder dynamics. Outline and articulate the roles of the tenant organizations, installation, IMCOM Regions, and HQDA. Consider how BRAC planning and EIS preparation can reinforce a leadership role for installations that are undergoing growth through BRAC realignment. In addition to new and expanded relationships with tenant organizations, installations have long-term relationships with surrounding communities and serve as stewards of important local natural resources.

3. **Build resource flexibility into the BRAC planning and construction phases:** Consider establishing an installation-level fund that allows the Installation Commander or BRAC Deputy Commander access to an agile funding source that can be utilized to acquire services to conduct unanticipated studies, sampling , or design review to maintain project advancement without funding disruptions.

4. **Create synergy between BRAC and sustainability:** Consider BRAC an opportunity for long-term sustainability investments. Create opportunities for synergy

between BRAC development and installation non-BRAC projects. Focus on the mutual benefits of the projects rather than funding impediments due to separate funding sources. For example, construction mitigation measures can serve the installation by cost-sharing projects satisfying BRAC requirements and non-BRAC installation goals. Examples of shared projects include LEED, restoration of wildlife habitat, and rehabilitation of cultural resources, among others.

Rachel Dagovitz worked with both the Environmental and Natural Resources, and BRAC Operations Offices at Fort Belvoir. Her first task was working to prepare environmental mitigation measures for the BRAC 2005 EIS at Fort Belvoir. She also worked solid waste and recycling issues for the Army Environmental Command before transferring to the Department of the Interior, Office of Environmental Policy and Compliance.

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Special Emphasis Programs are Worldwide

By Margaret Banish-Donaldson

The Special Emphasis Programs (SEPs) were established as an integral part of the Civilian Equal Employment Opportunity (EEO) Program in recognizing EEO as the objective of affirmative action programs. Within the context of the EEO Program and the Federal Merit System, these programs focus on the enhancement of employment and advancement opportunities for women, minorities, and individuals with disabilities, including disabled veterans.

It is the Department of Defense (DoD) policy that personnel management be accomplished in a manner free from discrimination and provide equal opportunity for all applicants and employees regardless of their race, color, religion, age (40+), sex (gender), national origin, disability (mental/physical), and/or reprisal.

Special Emphasis Program Managers (SEPMs) are responsible for the concerns of their represented groups in the areas of employment and advancement. The final responsibility for the programs is vested in commanders and top management officials.

"The SEPMs are nominated by their supervisor with concurrence by the EEO Officer," said Rose Aguigui, EEO, United States Army Garrison Red Cloud. "They serve under the supervision of the EEO officer/manager as the subject matter expert on various issues affecting employment of women, minorities, and individuals with disabilities, including disabled veterans."

The employee select functions at a level that is suitably responsible within the assigned organization to enable him or her to communicate effectively the goals and objectives of the program, and to enable him or her to obtain the understanding, support, and commitment of managers and other officials at all levels within the organization.

This assignment is a collateral-duty appointment representing 10 percent of the employee's time beyond their normal duty, and reflected in the employee's job description as an addendum or in their annual performance objectives/appraisal.

"As part of management, the SEPM may not function as an employee advocate, but serve as an advocate for changes necessary to overcome barriers that restrict EEO for their respective targeted group," said Col. Larry 'Pepper' Jackson, USAG Red Cloud commander.

"The SEPMs assist the EEO manager in conducting workforce and barrier analysis; proposes and staffs reasonable and achievable goals and initiates for inclusion in the agency are Affirmative Employment Plan (AEP) and works closely with the Civilian Personnel Advisory Center (CPAC) and management officials in identifying potential employment barriers: training, education, upward mobility, etc."

The SEPMs represent the commander at local and national meetings and conferences on topics beneficial to the installation and the Army.

In order to be effective, formal training for newly appointed SEPMs is scheduled immediately upon their selection. Commanders, agency heads, directors, and affirmative employment managers share the responsibility for ensuring SEPMs (full-time, part-time, and collateral duty) have a formal training plan and are appropriately trained in personnel management and administration as well as in the overall concepts of the EEO program.

Training is provided through formal classroom instruction, or on-the-job exposure to personnel operations, and rotational or special assignments of functions. Both the collateral duty supervisor and regular supervisor participate in accomplishing a training plan and ensuring all job requirements are met.

Conferences (local, regional, and national) of various organizations provide other training resources. Membership in such organizations usually includes subscriptions to the organizations' periodic publications, which provide up-to-date information on current programs, issues, and concerns.

In addition to developing a network with SEPMs, SEPMs are strongly encouraged to establish close working relationships with such organizations and participate as active members (optional). Attendees gain valuable information on the status of their programs; changes in their organizations policies, and procedures; and receive an update on civilian personnel issues.

In addition, DoD conducts employment forums. Personnel from DoD-wide locations are provided a rare chance to hear perspectives from senior level DoD officials and policy makers, receive information on national legislative issues affecting DoD employees, and learn of model programs and key initiatives.

Networking between SEPMs can be improved through attendance at the following annual conferences:

- National Image, Inc. (Incorporated Mexican American Government Employees) in May
- Federally Employed Women (FEW) in July
- Blacks in Government (BIG) in August

Participation also is encouraged at three other national conferences. Attendees receive beneficial information, networking opportunities, and training aimed at promoting the Native American/ Alaskan Native Employment Program, Asian/Pacific Islander Employment Program, or the Program for Individuals with Disabilities, including disabled veterans.

The conferences are:

- Federal Asian Pacific American Council (FAPAC) National Leadership Training Conference and Job Fair in May
- Annual Convention of the National Congress of American Indians (NCAI) in October
- Perspectives on Employment of Individuals with Disabilities (IWD), including disabled veterans, in December

The SEPMs work with all types of media and write news releases and articles on SEP events and updates for the installation Public Affairs Office and EEO newsletter. The SEPMs establish respective committees and serve as its technical advisor; schedule and conduct meetings with an established agenda; maintain meeting minutes for the record; and forward committee recommendations to the commander through the EEO manager for review and execution.

In addition, the SEPMs plan, sponsor, execute, and coordinate seminars and workshops dealing with awareness of employment programs and advancement opportunities for women, minorities, and individuals with disabilities, including disabled veterans.

The SEP committees include: Federal Women's Program, Hispanic Employment Program, Program for Individuals with Disabilities, including Disabled Veterans, Black Employment Program, Asian-Pacific Islander Employment Program, Native American/Alaskan Native Employment Program, and Minority College Relations Program.

SEPMs monitor and evaluate the effectiveness of their respective program on an annual basis and provide an assessment as requested. In addition, they submit nomination packets on EEO awards for military and civilians, i.e., Department of Army Outstanding Army Employee with a Disability; NAACP Roy Wilkins Renowned Service; League of United Latin American Citizens 'Excellence in Military Service'; Blacks in Government Meritorious Service; and Federally Employed Women Military Meritorious Service.

"The SEPMs must keep abreast of the current environment, i.e., downsizing, reorganization, etc., and manage their programs based on the installation's and current employees' needs," Aguigui said. "They need to learn which major occupations and which grades have the fewest women, minorities, and individuals with disabilities, including disabled veterans, at the installation and why; know the current local statistics of their particular special emphasis group; focus their energy and attention on employment related activities; and prioritize identified problems/concerns."

Problems requiring additional strategies and resources can become long-range goals. The SEPMs are required to put everything in writing — training plan, proposed budget, special initiatives, trip reports, after-action reports, and program updates. The budget plan is extremely important: concise and realistic. The SEPMs must become knowledgeable about manpower and financial planning, including how training funds are allocated.

"SEPMs should be role models, both on and off the installation; act as ambassadors in the community — don't say or do anything that will reflect negatively on one's service or agency," Aguigui said. "SEPMs need to learn to be an effective recruiter. Proactive joint recruitment efforts with the servicing civilian personnel advisory center is probably one of the most challenging responsibilities of an SEPM, but can be the most rewarding."

The SEPMs encourage mentoring as a fundamental —responsibility —developing subordinates and to help guide and tutor the next generation of employees and applicants.

Regulatory guidelines state each installation or agency will establish an EEO committee to work with the commander on matters such as maintaining effective communications with the workforce and the community.

The committee membership may include employees, management and supervisory officials, civilian personnel officials, representatives of community organizations, or community leaders.

"Furthermore, since the EEO committee functions at the local level solely to further the EEO Program," Aguigui said, "it is exempt from the membership restrictions of the Federal Advisory Committee Act. The word 'advisory' will not be used as part of the committee title."

The SEPMs also must be knowledgeable on the key concepts of EEO laws, statutes, and case laws, beginning with the Constitution and Amendments of the 1860s and ending with the Civil Rights Act of 1991. In addition, SEPMs must be knowledgeable on appointing authority, merit system principles, prohibited personnel practices, personnel management vs. personnel administration, position classification, and affirmative employment planning.

The SEPMs are provided an overview on the causes and effects of discrimination, which begins with one's own values, attitudes, and beliefs: the legal boundary of what is acceptable and compliant OK and what is not OK.

An overview of the EEO administrative complaints process is given to SEPMs to ensure program managers are aware of applicable regulations and statutes, the informal and formal complaint process, and other appeal systems.

Lastly, SEPMS are given information on the background, purpose, and amendments to the Rehabilitation Act of 1973, definition, and types of disabilities, types of accommodations, and requirements of Executive Order 13164.

"Upon completion of their one-year term of appointment, SEPMs may be extended for another term with concurrence from their supervisor, the EEO officer, and the command," Aguigui said.

In summary, SEPMs are advisors to command leadership, management officials, perspective committee and its members, their targeted group, the workforce, and the community. They must be vigorously concerned in the development of new programs, which lead to the removal of the underrepresentation of women, minorities, and individuals with disabilities, including disabled veterans. They must be stalwart in their commitment to affirmative action and continue to be an integral part of the total EEO team.

"Furthermore, the Installation Management Command, Korea Region is doing everything it can to provide its steadfast commitment to the EEO program with useful guidance on how to be the nation's model employer, providing equal opportunity to all Americans, including those with disabilities," Jackson said.

Margaret Banish-Donaldson currently serves as the United States Army Garrison Red Cloud public affairs officer in the Installation Management Command-Korea Region. She has 26 years of government service with assignments previously held in St. Louis, Mo., and Huntsville, Ala., for the Army Material Command. In her current job, she is heading an effort to incorporate the Army Family Covenant in all events for Soldiers, Korean and American employees, Family members and contractors.

Balanced Leadership and the Concept of 'Ba'

By John L. Harrison, Sr.

Is leadership a "nature" or "nurture" phenomenon?

Across leadership and management literature, we find the eternal debate — is leadership a "nature" or "nurture" phenomenon? As the discussions continue, one perspective is intriguing and finds reference thousands of years apart in different cultures. Those cultures are ancient Egypt and modern day Japan — the outlook is that of "Ba" and the importance of balance. The concept of "Ba" provokes a wonder if learning, leadership and truth may truly come from within.

In contrasting one idea with another, it is traditional to begin with the earliest, so addressing the ancient's definition of "Ba" would seem correct. But, let's take a different approach. Let's look at the concept of "Ba" as defined by Japanese authors Nonaka, Konno and Toyama (2001). In their article "Emergence of 'Ba,'" they explain that there are two types of knowledge in our daily lives — explicit (words and numbers, readily transmitted) and tacit (difficult to verbalize, deeply rooted in the individual). They say the process of knowledge creation involves the internalization of explicit knowledge into tacit knowledge in order to bring about organizational knowledge creation.

In other words, we must make a part of us and our minds all that we see and hear. In doing so, realize that our personal beliefs (good or bad) affect that truth that we seek to create. The key to this knowledge realization is the concept of "Ba" where knowledge is created, shared and exploited. The most important aspect of "Ba" is interaction — both of ideas and of people. The authors tell us that participation in "Ba" requires that we transcend our own limited perspective or boundary and see ourselves as part of our environment or organization. In a way, it truly requires letting go of our current outlook in order to gain new insights and knowledge.

Remember my reference to Ancient Egypt and its concept of "Ba?" Author John Watson says in his article "The Ancient Egyptian 'Ba'" that Egyptians (dating back to the period of the Old Kingdom) believed in different components of the individual. Among them was the "Ba," which held a meaning similar to our western concept of the soul, but not altogether the same. He continues that its definition "personified the impression that we make on the world around us or our effect on others...."

It is interesting to contemplate the similarity in the concepts over the centuries. In effect, they both celebrated the importance of the greater good and the larger (society, organization and culture). What is equally as interesting is the use of the same word by postmodernists in 2008, with no apparent understanding of the earlier concept. Sometimes things just happen.

As our leadership journey continues, we will inevitably examine and debate values, ethics, communication, and language. It is a small comfort that this same search for knowledge and meaning has gone on for centuries – and will continue long into the future.

Leadership comes in many forms — both facts and myths. Let us continue to "think of the possibilities" in everything we say and do and consider "Ba" as we guide others and ourselves through our professional and personal lives.

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My Developmental Assignment Experience (The Good, The Bad and The Ugly) or 'How I Spent My Summer Vacation'

By David Crichton

Why would I, a retired sergeant major and 30-year veteran, want to leave my wife, dog, and home for 179 days to go work somewhere else, especially Washington, D.C.?

What follows is a short expository about how I ended up applying for the Developmental Assignment Program (DAP), followed by a few brief tidbits about the application process, and then the highlights about what occurred during my assignment. My hope is that at least one person will apply for a DAP based on what they read here, and that they will be selected because they were better prepared for the application process. Bottom line — this is a good program, and yes, it does call for some sacrifice and effort, as do all good programs.

DAP is an educational and training experience outside your normal job (and outside most people's comfort zone — pushes the proverbial "goal" envelope). However, to allay fears, it does not include changing jobs at the completion of the assignment, nor does it promise or in any way include a promotion at completion (I know, aw shucks). What it does, is what you want it to do; you have to decide what your goals and objectives are for the assignment(s) you apply for in order to maximize your time in the program. A developmental assignment will help you fill the gaps in your knowledge, skills, and abilities and will help you gain a better perspective about a component of our command that you may know nothing or very little about.

I pretty much found out about the DAP by accident. In a nutshell, I stumbled across its existence when I was applying for the Installation Management Command's Centralized Mentorship Program; but that's another story, for another time, maybe. For now, suffice it to say that the mentorship program is also a great program.

What caught my attention was the fact the developmental assignment program existed at all. I looked through the material available on the Workforce Development Web site and asked myself, "Is this something I really want to do? Is my wife willing to put up with me being gone for 30 days, 90 days or even 179 days?" Finally, after several discussions with my wife we decided to take the plunge. I looked at the different

assignments offered and pondered all of them before applying for three; all three were for 179 days.

Before I started the application process for this 179-day venture, I cleared it with my boss and then I asked myself the big question, "what is it I really expect to get out of this effort, and what really is a Developmental Assignment?" Considering there are no guarantees or promises of promotions or assignments, why would I, a retired sergeant major and 30-year veteran, want to leave my wife, dog, and home for 179 days to go work somewhere else, especially Washington, D.C.? Why should I ask my wife to make that sacrifice? Granted some are thinking right now that their spouses would be pushing them out the door and some spouses are thinking the same thing.

My stress level went through the roof. Had I not made some preparations during the application process and while I was waiting to hear the selection results, I wouldn't have made the start date.

In the end, it really boils down to stepping out of your comfort zone and entering a different world. That's what it really boiled down to for me. I wanted to be able to go to other installations and see how they operate, talk to other folks, hear their thoughts, concerns, and opinions. I wanted to see a picture of the Army that I would never see at Fort Irwin, Calif. I wanted to see and interact with folks at Army commands and above, something I am sure I would never be able to do at Fort Irwin. I wanted to see how Fort Irwin fit into the grand scheme of this thing called our Army. I wanted to be able to pass along my thoughts and concerns, from my perspective, of being at the installation level (in the field), to those folks at the headquarters (not in the field). I believe in hindsight, a better name for this program might be the Self Development Assignment. That's what you're really doing– taking the opportunity to do something outside a schoolhouse to make yourself a better civilian employee and person. The assignment provides the opportunity to expand, refine, and gain additional knowledge, skills and abilities. We (my wife and I) made the decision together, for me to go. We looked at this as a once in a lifetime opportunity, and an adventure for me. Can you tell she's a military spouse even though we've "retired" from the active military side of the house? Once a military spouse, always a military spouse. It takes a very special person to be the spouse of a military person.

The application process was a little frustrating, not so much the preparation of the package, but how to package it, and where and to whom to submit it to at the region. It would have been helpful to have a point of contact list available to streamline the process. In addition, I would suggest that the regions could best help their applicants, by facilitating communications regarding the application process, and the actual processing and tracking of the application. This might also be something the IMCOM Workforce Development folks could work into the Strategic Communication Plan for their programs.

The DAP application process is a competitive process so folks need to approach it that way. One should put their best foot forward, or keep it under your desk. I was told that we would know if we'd been selected for the program during the first part of February — I didn't find out until the middle of March, and my assignment had an April 7 start date with three weeks to prepare the home front, work front, and everything in between. My stress level went through the roof. Had I not made some preparations during the application process and while I was waiting to hear the selection results, I wouldn't have made the start date. My point being — communication is very important throughout the process — the announcement date was not clearly and widely publicized. I had to exert a fair amount of effort toward getting the information regarding the application timelines. If things change, this must be communicated to the field.

Once I was notified that I'd been selected for a DAP with the IMCOM Inspector General's (IG) Office and the process started, I was in constant communication with the Force Development folks; I'd like to note that Roxanne Dent was very helpful. Colonel Christopher Essig, the IG, also kept the momentum going by sending an e-mail to the region chief of staff that ultimately got to me. Condensed version of the message from Colonel Essig — "call me." That phone call was helpful in that at least I knew someone in the distant lands of Headquarters IMCOM knew I was coming. My advice to the applicants is you need to stay on top of this to ensure you get the information and feedback you need.

Instructions to the DAP applicants clearly indicate that they are responsible for ensuring their orders are done, travel arrangements made, lodging is scheduled and directions and arrival coordination are in hand and complete. Put another way – know DTS, know DTS, know DTS, (the Defense Travel System) and above all be self-reliant.

I next began coordinating the logistics of my assignment — first up — lodging. By way of program improvement, I would suggest that the Work Force Development folks maintain a list of lodging, or at least insist the receiving DAP POC's keep one and other considerations for transitioning the DAP folks into their assignments. If that proves cumbersome, then it would help for the agency requesting a DAP candidate, to establish a sponsor program of sorts highlighting lodging recommendations and some of the key transition logistics, before the candidate arrives. Case in point, early in the process, I was considering applying for an assignment in a very exotic location, a location that it has been a dream of mine to visit since boyhood. Unfortunately, I found it somewhat of a challenge to get concise details regarding the DAP position that was announced for that location let alone any logistical detail; as a result I decided not to apply for that assignment. If I could make one suggestion to commands seeking DAP candidates it would be: Be prepared for the likelihood that the assignment will be filled and have a good sponsorship arrangement worked out in advance to smooth the candidate's preparations and arrival; make them feel welcome and part of the team. A DAP person is not your normal employee. Preparation and communication is essential, considering you are asking the candidate to leave his home for an extended period of time, to come help your organization and at the same time expand the candidate's horizons. In my military career and now as an Army civilian, I've discovered that as long as folks know where they are going to sleep and have somewhere to plug in their computer, their stress level is reduced and ordinarily everything else can be worked through.

I would suggest that the instructions to the DAP applicants clearly indicate that they are responsible for ensuring their orders are done, travel arrangements made, lodging is scheduled and directions and arrival coordination are in hand and complete. Put another way — know DTS, know DTS, know DTS, (the Defense Travel System) and above all be self-reliant. No one will take care of you as well as you. Applicants should research the location they are going to and be certain they know how to get there. Applicants should ask their point of contact questions about arrival, amenities, concerns, and issues in the local area, as many POC's probably haven't thought about those details. That was my experience at first but was overcome rapidly.

Not having a car made things a bit interesting until I figured out the Metro and joined a car rental organization called zipcar. Once that was handled, I had no issues getting to most places. Have to admit when I first heard the term Metro I had visions of the New York subway as normally depicted in movies or TV. The metro is in easy walking distance, isn't really expensive and got me close to every place I wanted to go. The zipcar program worked for me because I could rent a car by the hour or day and didn't have to deal with a rental agency as the cars are positioned throughout the city.

Also make sure your government credit card is activated in advance and works. Getting to the location and discovering it doesn't work is not good. If you are going on a six-month DAP and there's any additional TDY at all involved (like there was for me) get your limit raised to $10,000 on your card if it isn't there already. With the room bill, flights and other things it does not take long to burn up a good amount on your credit line.

If you are going to be on an extended TDY (more than 30 days) make sure you have a Scheduled Partial Payment (SPP) created. If

A DAP assignment isn't for someone who can't think on their feet and work through all the logistics of getting to, working at, and returning from their chosen assignment. No one is going to take care of you the way you can and should, period.

you do an SPP make sure you keep all of your reimbursable receipts as you'll have to do a voucher at the end of your tour. My home director of Resource Management helped me set up the SSP — so automatically, every 30 days a payment was made — some to my card and some to my bank account. Monitor your expenses closely — remember you are only getting 55 percent of the MI&E.

Make sure you know what the dress expectations are and prepare accordingly. Shirt and tie is considered appropriate in the Taylor Building and other places in the Washington, D.C., area. Fridays are considered dress down. However, make sure you take into consideration you could be sent to a meeting or the Pentagon at a moment's notice (happened to me on a Friday). You will figure out what is right and what is not quick.

Do a recon of the area as soon as you can. MapQuest was way off on the location of the Taylor Building. It helps to know where you are at least initially going as you need to process through the guards for a temporary badge. A good recon just helps with the stress level of going someplace new.

Be prepared to go through some pretty significant in-processing if you're coming to Washington, D.C. You will have to get badges, go through computer set up, attend security briefings and other pains that are all necessary. I suggest having your home office account forwarded strictly to AKO. I ended up with two profiles — one here and one at home station.

Having said all that, a DAP assignment isn't for those who can't think on their feet and work through all the logistics of getting to, working at, and returning from their chosen assignment. No one is going to take care of you the way you can and should, period.

A good developmental assignment should include continuous assessment (before and during the assignment), provide a challenge, and provide support to develop. The pre-assignment assessment should take the form of a self-assessment and program expectation assessment. That assessment should continue during the assignment and include formal and informal feedback starting with the submission of the applicants package thru performance at the DAP assignment location. Feedback is vital so participants know how they are doing. The assignment must challenge the applicant; it has to take them out of their comfort zone and teach them new things. No sense in participating in a DAP where you already know everything about the job. Finally, support from your home supervisor, your supervisor at the assignment, and you need your co-workers and support structure back home. It is especially important to have the sustained support of your Family and friends. Without the support, feedback and opportunity to assess progress, the assignment could end up being one miserable experience all the way around. I have been very fortunate in all three areas, and especially in the support area. It is not easy being away from home and job for six months. My home boss and crew have been absolutely great in the support area; I know it hasn't been easy. Thank goodness my wife is a long-time military spouse and has experienced the rigors of separation; she's also my hero.

My first day in my assignment was interesting. I was met by Tenesia Gastin-Ennis, chief of administration in the IG's office, and we went to the 13th floor. Of course my first thought was "oh great, 13th floor, that bodes well" (yes I really talk like that at times). Tenesia showed me my "cubicle." This was new for someone used to an office. There was a laptop set up and a phone — headed in the right direction there. Nothing else, but what did I expect, to be treated like royalty (insert a smirk and a quick laugh here)?

I was introduced to Colonel Essig shortly after my arrival. I was given a thorough in brief and we discussed expectations from both sides, as well as an overview of what I would be doing. Right off the bat Colonel Essig gave me a book to read ("My Iceberg is Melting") and to add to my professional reading list. He also assured me I would have immediate access to him anytime I needed it. That was most reassuring as I was treading on new territory. Colonel Essig informed me that I would be working in "Inspections" and would be on the road in two weeks. The first week was sort of an orientation and familiarization week. However right off the bat he threw me into the mix, to develop talking points for Lieutenant General Robert Wilson, IMCOM commanding general, regarding Decision Point (DP) 91 actions pertaining to the IMCOM IG. Ok, I thought — this was new (read: outside my box), considering I really wasn't familiar with DP 91; however I soon would be.

other things during this assignment that were very important to me; meeting with Lieutenant General Wilson, I attended the Army Staff Officer Orientation Class in the Pentagon. I was included in a meeting where the Army IG, Lieutenant General R. Steven Whitcomb, received an IMCOM in brief from former IMCOM Executive Director Philip Sakowitz and Colonel Essig. I found this to be a very interesting and informative event. Colonel Essig had me work several projects that are of importance to the IMCOM IG with possible Armywide impact. I also worked on the concept plan for the IMCOM IGs next phase of inspections. Much to My stay in Washington, D.C., was filled with some firsts for me, outside the DAP that I know I wouldn't have experienced anywhere else. Activities included attending the Gettysburg reenactment, seeing the National Mall fireworks display (and around seven others simultaneously), visiting Amish Country, going to the Pentagon, visiting Arlington National Cemetery, going fishing in salt water for the first time, and catching a trophy-sized Spanish Mackerel, going to my very first Major League baseball game, going to the Smithsonian, and most of all meeting all kinds of great people.

There is an opportunity for two developmental assignments stemming from one. What I mean is, after all, someone has to do your job while you are gone – right? Why not offer a DAP assignment for your primary duties while you are deployed on your DAP assignment? That's exactly what happened ...while I was gone.

My assignment met or exceeded my expectations, goals and objectives. I've traveled with the IG Inspection Team (my learning curve was extreme the first two weeks) looking at civilian safety programs, motorcycle safety and the Federal Employees Compensation Act (FECA) and I assisted in conducting barracks oversight assessments. Visiting other installations was high on my list, and I wasn't disappointed. It really confirms that if you've been to one Army installation, you've been to one Army installation. During my assignment with the IMCOM IG Office I visited 18 Army installations. Each installation is vastly different from the next.

I've also accomplished several my pleasant surprise, I'm not just doing what I refer to as knug work. I am and have been treated like a valued part of the IG team.

An aspect of this program that should not be overlooked is that there is an opportunity for two developmental assignments stemming from one. What I mean is, after all, someone has to do your job while you are gone — right? Why not offer a DAP assignment for your primary duties while you are deployed on your DAP assignment? That's exactly what happened at Fort Irwin while I was gone. My Strategic Planner moved into my seat and saw things from a different perspective. As a benefit, we were able to do a temporary promotion for her. That was excellent.

To sum up this paper and my DAP assignment experience, I ask rhetorically: Is applying for, and accepting a Developmental Assignment worth it? Only you will be able to answer that question personally, but for me the answer is yes, sacrifice and all. I met or exceeded all of my goals and objectives. My tour with the IMCOM IG office is a lasting experience made special by the folks who are working so hard to stand this office up and make it a professional organization that reflects the professionals that are working there. I believe this assignment has made me a better person, leader, and Department of the Army civilian. I would recommend the DAP program to anyone who is a self-starting, motivated civil-servant, who wants

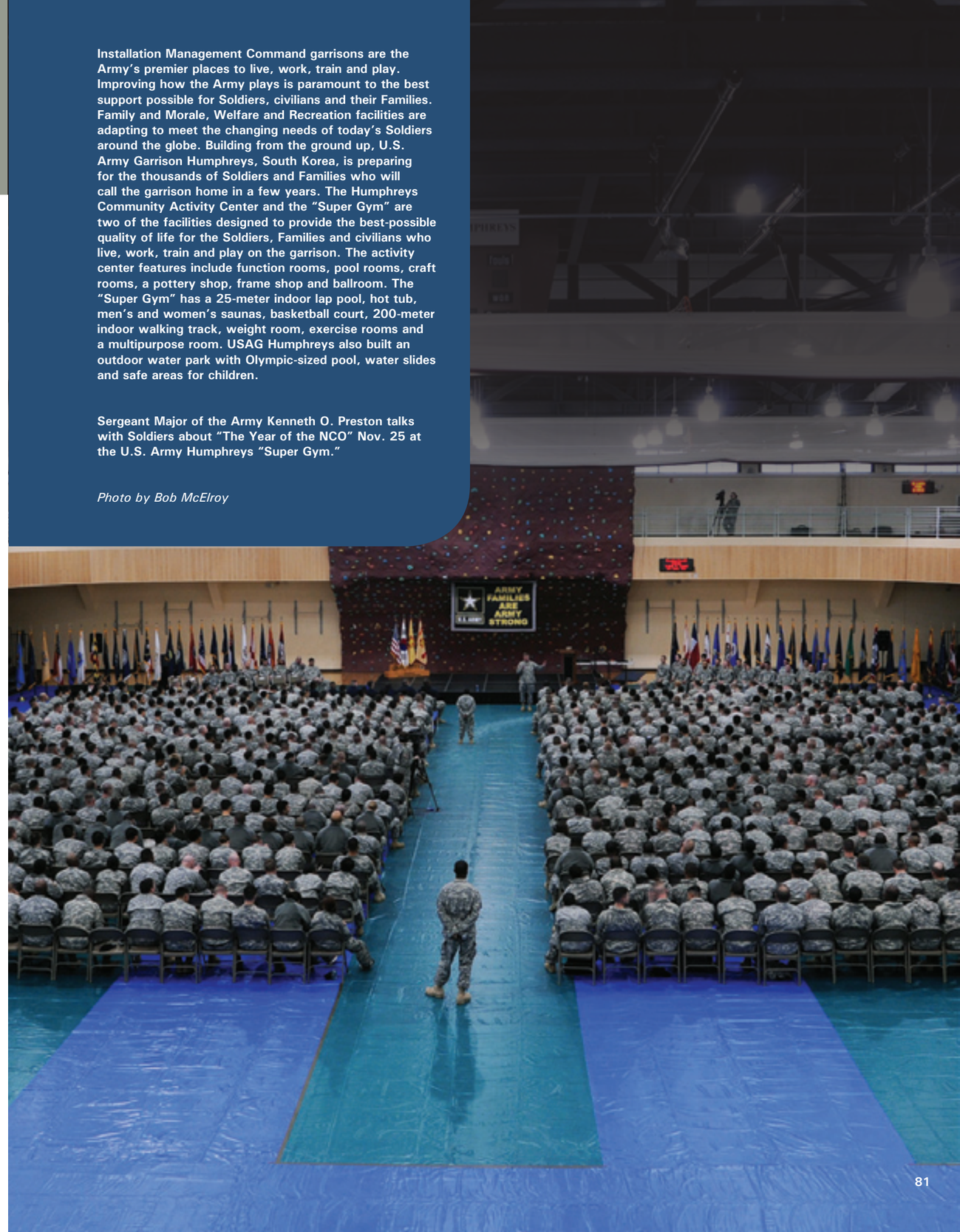
to learn more, and contribute more to his organization and the Installation Management Command, now and in the future. I've been told by a few folks that I'm very lucky to have been selected for the DAP program and allowed to go. Someone once told me that luck is when preparation meets opportunity. In that light, yes I'm quite lucky. How lucky are you?

Dave Crichton is a 30-year veteran with the United States Army. He served in a variety of positions and units all over the world until his retirement from active duty in January 2003. He still serves the Army as the lead plans specialist at Fort Irwin, Calif. He is a graduate of Sustaining Base Leadership Management Class 05-1. He also completed the fiscal 2007-2008 IMCOM Centralized Mentorship Program and recently returned to Fort Irwin after completing a six-month Developmental Assignment with the IMCOM IG.

Installation Management Command garrisons are the Army's premier places to live, work, train and play. Improving how the Army plays is paramount to the best support possible for Soldiers, civilians and their Families. Family and Morale, Welfare and Recreation facilities are adapting to meet the changing needs of today's Soldiers around the globe. Building from the ground up, U.S. Army Garrison Humphreys, South Korea, is preparing for the thousands of Soldiers and Families who will call the garrison home in a few years. The Humphreys Community Activity Center and the "Super Gym" are two of the facilities designed to provide the best-possible quality of life for the Soldiers, Families and civilians who live, work, train and play on the garrison. The activity center features include function rooms, pool rooms, craft rooms, a pottery shop, frame shop and ballroom. The "Super Gym" has a 25-meter indoor lap pool, hot tub, men's and women's saunas, basketball court, 200-meter indoor walking track, weight room, exercise rooms and a multipurpose room. USAG Humphreys also built an outdoor water park with Olympic-sized pool, water slides and safe areas for children.

Sergeant Major of the Army Kenneth O. Preston talks with Soldiers about "The Year of the NCO" Nov. 25 at the U.S. Army Humphreys "Super Gym."

Photo by Bob McElroy



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