

PART ONE

FUNDAMENTALS FOR THE FUTURE

CHAPTER 1

The Imperatives and Installation Management Goals

Commanders exercise installation management when they plan, organize, staff, direct, and control activities to accomplish the installation's mission. This defines the role of the installation in the achievement of the overarching goals of the Army and the military strategy. The commander's mission is to build installations of excellence. This is done by maintaining readiness requirements, executing sound business practices, and enhancing the quality of life of the military community. This links the mission to the overarching goals of the national military strategy. The mission supports the role the Army and each installation plays within that strategy. Commanders face this challenge regardless of the role of the installation they command. It could be the home of a deploying force, an ammunition plant, a major training center, or other supporting activity.

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INSTALLATION DEFINED

An installation is an aggregation of contiguous or near contiguous common mission-supporting real property holdings under the jurisdiction of the Department of Defense controlled by and at which an Army unit or activity is permanently assigned. The Army organizes installations using tables of organization and equipment, tables of distribution and allowance, and personnel

resource documents. Installations, are designed to support America's Army. Activities on the installation receive installation support in accomplishing their missions. Examples of these are schools, hospitals, reserve component elements, and Army divisions. An installation can be compared to a civilian community or a city where people work, train, live, and play.

NATIONAL SECURITY STRATEGY

The National Security Strategy of containment, which served the nation through the cold war, has evolved into a strategy of enlargement — expanding the world community of free-market democracies. In support of that National Security Strategy, the Armed Forces are pursuing a strategy of engagement. Engagement is the United States remaining involved as a world leader. The fundamental tenets of our engagement strategy are Deterrence, Warfighting and Operations Other Than War. The Army's role in this strategy is to continue providing well-led, well-trained and well-equipped forces to combatant commanders.

As we move into the twenty-first century, the Army will be smaller, CONUS-based, power projection, regionally focused force required to maintain a 360 degree view of the world. The Army's power projection force emphasizes versatility and adaptability within units, joint and combined capabilities, enhanced lethality, global sustainability, and rapid deployability. Our installations have a direct role in the marshaling, training, and deploying of these forces. Army installations in both CONUS and forward presence locations will serve as launching and recovery pads. These projection platforms will sustain and recover deployed forces.

Installations will be essential to the process of sustaining the deployed force by caring for families and personal property. This role significantly contributes to the success of our power projection force.

Commanders must see installations as crucial management nodes within a system geared to support the national military objectives. Installations are key elements of the Army sustaining base. They are the sites where the capability to achieve national military objective is born, interwoven, and matured.

THE ARMY STRATEGIC ISSUES

Before the breakup of the Soviet Union, the Army strategy directed its resources to deter an East-West conflict between the superpowers. Now, the Army can no longer concentrate on a clearly definable enemy. Today, the Army must be able to respond to a threat to the United States' national interests. This could be anywhere in the world. The decline of communism has not ushered in a peaceful world free of turmoil and uncertainties.

The strategy of deterrence, which served the nation well for nearly 50 years, will yield to one of assurance. Assurance means that the United States, as the only remaining superpower, will act as a stabilizing influence around the world. To be credible, the United States must maintain an Army in which our allies and other nations can have confidence. To accomplish this task, the Army must address four strategic issues. These issues and how they impact at the installation level are discussed below.

MAINTAINING THE EDGE

Maintaining the edge requires a well-trained and ready force. A trained and ready force needs an installation that has a fully effective capability to train, launch, sustain, recover, and reconstitute the force. The installation requires training and support facilities to deploy and recondition returning forces rapidly and to maintain the edge between contingency missions. It means providing the facilities and services that make the installation a home to the force.

RESHAPING THE FORCE

Reshaping the force includes the Army's sustaining base infrastructure as well as the active and reserve component mission elements. Reshaping means changing the operating support infrastructure. The goal is to make it quantitatively and qualitatively more productive. Reshaping has two components: organizational and behavioral. Organizationally, the Army will lease underutilized facilities to other DOD and non-DOD

agencies, streamline remaining installations, and combine duplicative activities. Behaviorally, the Army will change its management processes and approaches. It will make the best use of declining resources and take advantage of proven information technology.

RESOURCING THE FORCE

The challenge facing leaders is to be more efficient and effective in getting the most out of reduced resources. To attain these results, the Army must empower its commanders to take a more entrepreneurial approach in managing their installations. The Army must create an environment in which commanders are free of unnecessary restriction. Additionally, commanders must know the cost of doing business and balance costs with requirements. Proper prioritization of installation requirements within available resources is key to an installation commander's success. The goal is to make installations more productive so they can better serve soldiers, civilians, and family members. This may result in closing unneeded installations, streamlining remaining installations, or participating in regionalization initiatives with local governments. Installation commanders should consult with their staff judge advocates and directors of resource management regarding those specific instances in which they can charge for services and retain funds received at the installation.

INTEGRATING THE FORCE

The Army must base its force integration strategy on the America's Army concept. The strategy must support achieving continual readiness. Active forces must develop ways to work more closely with installation augmentation reserve component units. This will ease the change needed to meet surge requirements related to mobilization and contingency missions. Active and reserve component units must coordinate their activities with the supporting installations. This will enable the Army to respond to contingencies rapidly. Integrating the force also means that commanders must view their role as a force

integrator. This is at the most basic level of the Army structure – the installation. It takes a well-executed

plan at the installation level to convert the integration plan into reality.

THE INSTALLATION COMMANDER AS A FORCE INTEGRATOR

Force integration is the systematic management of change. It includes the introduction, incorporation, and sustainment of doctrine, organizations, and equipment to improve the effectiveness of the Army to accomplish assigned missions. Force integration is the management process used by commanders to field capable forces. Many organizations throughout the defense establishment contribute to the creation of an integrated force. Force integration comes together most often at the installation level. Effective installation management creates installations of excellence. Installations of excellence launch ready forces to destinations all over the world in defense of the nation's national interests and within the United States to provide domestic support.

Installations provide more than simply a training area for the military community. Installations field, house, sustain, nurture, and care for the America's Army. They also provide for the interaction between force readiness, training, sustaining, and maintaining. Installation commanders must balance these requirements continuously to achieve the ultimate readiness of the force.

Installations also serve as the home for both the people and the families in the force. They provide the environment for the creation and maintenance of camaraderie and esprit de corps in the Army. They are

essential to the Army socialization process because the instilling of Army traditions and values occurs at installations. Values such as commitment, honor, and courage prepare the Total Army force to cope with the sacrifices required from the Total Army family during times of crisis. Installations of excellence provide an environment that fosters the successful execution of missions. This is through the human dimensions of living, working, playing, and increasing individual potential.

All installation activities are key ingredients to the development of a well tuned and motivated fighting force. Examples of these activities are facilities engineering, housing, environmental, health support, recreation, community activities, and logistics operations. Unfortunately, the Army's installation management history shows that commanders treated many of these activities independently. Commanders must understand that all activities performed at an installation are interdependent.

To balance and harmonize installations, community and family activities are continual requirements for installation management. Commanders can synchronize and harmonize the activities when they enjoy total and simultaneous visibility of everything done at the installation.

THE ARMY IMPERATIVES

The Army has identified six imperatives that lay out core competencies that are essential to the continued success of the America's Army. These imperatives are quality, doctrine, force mix, training, modernization, and leader development. The Army established installation management goals to aid in the development of a new installation management paradigm. The paradigm requires that installations of the future be power projection platforms. They also must provide a home to the force and be equipped as a productive work and training site. Installation commanders can aid in the development of a warfighting edge. They must develop management strategies that balance the Army imperatives with the installation goals. The six Army imperatives are discussed below.

QUALITY

Quality entails attracting and retaining high-quality soldiers and civilians. Even more, it means that quality must be in everything the Army sets out to do. Beyond quality people, it means quality facilities, quality service, and quality products. Continual quality improvements at installation level are required. This is essential if Army installations are to contribute to the transformation of the next-generation fighting force. Embracing the Total Army Quality (TAQ) Program is the commander's best tool to achieve continual quality improvement.

DOCTRINE

The Army is engaging in an unprecedented revision of its basic doctrine. For example, this manual provides

the Army's sustaining base leaders, to include installation commanders, with the same understanding and singleness of purpose that the revised FM 100-5 provides for operating forces. Installation commanders, in their role as force integrators, must understand and harmonize power projection and installation management responsibilities.

FORCE MIX

Force mix includes developing a balance between peacetime management and a planned surge capability to expand installation operations rapidly. Force mix must include consideration of day-to-day active component and civilian staffing requirements. It also must include the need for reserve component and civilian augmentation during times of crisis.

TRAINING

Contingency mission training is essential to achieve a sustainable and recurring ability to project the force based at the installation, including the reserve components. This training also must provide for the development of a capability to recover and reconstitute returning forces. Training must incorporate assets of the entire installation to include the soldiers, civilians, and family members who must maintain quality services during deployments. Power projection will only be as effective as the installation's ability to execute force projection. This includes rapid deployment of forces, reconstitution, and resocialization of returning forces.

INSTALLATION MANAGEMENT GOALS

As the home for the Army forces, installations must provide world-class support. This support includes training, readiness, force projection, sustainment, recovery, and reconstitution. Further, installations must continue to provide living and working environments where soldiers, civilians, and families can excel. Basic changes must occur in how the Army manages its installations to achieve this world-class support. Installation management goals provide the guidance, focus, and drive to attain these installations of the future.

RESHAPE FOR POWER PROJECTION

The Army will meet this goal when installations develop the plans necessary to expand existing capabilities, when directed, in order to provide staffs, facilities, and infrastructure to train, mobilize, deploy, support, sustain, and reconstitute mission and follow-on forces. This includes in-house reserve components,

MODERNIZATION

Modernization of the installation infrastructure is as basic to the overall mission capability as is the modernization of the operating forces. As the power projection concept becomes a reality, the installation involvement will increase. It must maintain the edge in providing world-class facilities that are critical to the credibility of this concept.

LEADER DEVELOPMENT

As installation management undergoes a change, the Army will push more responsibility and authority to lower levels. This will require junior leaders and civilian managers to learn and practice leadership and management skills before associated with mid- and high-level leaders. The development of these new skills for professional career progression in installation management will be the focus of our leader development instruction. This instruction must focus on the application of modern market economy and business management techniques and on the development of entrepreneurial programs. It also must focus on the nurturing of leaders who are willing and able to be innovative to achieve a different way of conducting the Army's daily business. As the Army develops these installation management experts, more empowerment aimed at first-line supervisors will result.

community, and contractors support. This is no easy task since the Army of the future will be primarily a CONUS-based contingency force. This force is a tailorable and sustainable force focused on responding to short-notice, regional crises.

All installations in America's Army are members of the power projection team and have corresponding responsibilities. For example, responsibilities may extend from training, provisioning, and deploying a tactical unit, to acting as a CONUS support base.

A support base provides and ships individuals, materiel, intelligence, and services to execute an assigned mission. Commanders must organize their installations to support their power projection responsibilities through several inherent phases. These are training, deployment, support, follow-on, and reconstitution.

IMPROVE SOLDIER AND CIVILIAN QUALITY OF LIFE (QOL)

The Army, as an institution is made up of soldiers, civilians, and families. The Army provides equitable services - fairness to all soldiers, single and married.

Quality of life, as defined in the criteria contained in DA Pamphlet 600-45, must be in the forefront of the installation commander's list of priorities. It is through the attainment of the Army Communities of Excellence objectives that the Army attracts and retains the best soldiers and civilians.

USAREUR QOL is guided by CINCUSAREUR approved standards. These standards are designed to support USAREUR readiness, morale, and retention by providing acceptable levels of service. Standards are expressed in terms of accessibility, availability, and service quality.

ACHIEVE ENVIRONMENTAL STEWARDSHIP

Commanders will help the Army in meeting this goal. They must move their installations environmental posture beyond compliance and restoration to preservation and conservation of the environment. Full integration occurs when everyone on the installation automatically includes environmental impact considerations when planning and executing activities. Awareness to the environment needs to equate to the awareness the Army places on safety.

REVITALIZE INSTALLATION INFRASTRUCTURE

The principal goal of this strategy is two-fold: satisfy Army mission requirements and contain the level of facility deterioration. The facility investment priorities are those having the greatest impact on unit readiness and quality of life. It also must be a stable platform to support the projection of forces. Master planning expressed as a long-term commitment, is key to the attainment of this goal. Commanders also must take steps to support and update the master plan of preceding commanders.

MACOMs can aid installations in achieving this goal by integrating all efforts into a long-range plan based on The Army Plan (TAP). This plan must contain a capital investment strategy that identifies installation requirements and projects a path toward their achievement.

REVITALIZE INSTALLATION FUNCTIONAL PROCESSES

Base support funding and manpower levels must compete for limited resources. Installation commanders

must redesign their management practices and systems where necessary to achieve an overall improvement in productivity.

The Army strategy to achieve this goal focuses on TAQ management techniques. TAQ techniques help commanders identify missions, functions, organizations, and processes no longer required. The commander should concentrate his efforts on enhancing core functions to become more efficient. The commander, using TAQ, can continually improve his processes. This ensures that each function performed at the installation will provide excellent customer service, improve productivity, and focus the entire installation on quality.

ESTABLISH PARTNERSHIPS — COMMUNITY, INTERSERVICE

The intent of this goal is to break the mold of self-sufficient outposts. Its intent is to streamline installation management through regionalizing, consolidating services, and contracting where desirable, cost-effective, and militarily possible. Under existing concepts, commanders may achieve the proper infrastructure by combining or sharing capabilities with other installations. Infrastructure within this goal means those support activities, support services, and real property normally provided by the installation to its customers. Commanders should investigate establishing synergistic relationships with state, county, or local community governments to satisfy specific installation services and infrastructure requirements while providing for those government needs also.

RESOURCE FLEXIBILITY

Installation operational expenses must be directly linked with specific tenant support requirements and output. The achievement of this goal will cause tenants to recognize the daily cost of doing business and enable the commander to operate efficiently. The commander is the on-site business manager with the trust and authority to manage and control resources in the most effective and efficient manner. To accomplish this, the Army must identify and eliminate unnecessary policy, procedural, and system restrictions which hamper the garrison commanders flexibility to manage in an effective and efficient manner. Likewise, the Army must identify and import successful private sector practices and procedures to improve the efficiency and effectiveness of similar appropriated fund and nonappropriated fund operations and activities.

TRAIN THE INSTALLATION TEAM OF THE FUTURE

This goal entails transforming the Army's human resource programs to build a participative and committed installation management team. This team must be capable of meeting the uncertainties and technological complexities of a constantly changing environment. To accomplish this, the Army must invest in and expand policies and programs. The programs must support the

professional and personal development in installation management of soldiers, civilians, and families. Commanders must view these investment programs as essential to the enhancement of the Army's competitiveness to attract, train, and keep a proficient military and civilian work force. This is a necessity if installations are to continue to benefit from thousands of hours of volunteer work family members provide. This will make excellent installations even better in the future.

PRINCIPLES FOR ACHIEVING MANAGEMENT GOALS

The underlying principles that support achievement of installation management goals are:

- Installations to support the Army imperatives.
- Leaders devoted to the achievement of the goals.
- A proactive public affairs program.
- The Army education system teaches leaders to be entrepreneurs and to employ TAQ to achieve continuous improvement.
- MACOMs and installations, using TAP, adapt the goals and objectives to their specific situations and develop specific execution plans in support of their installations.
- Installations include the necessary actions into their installation master plans.
- Leaders and functional managers at every level must include resource requirements into their PPBES submission to begin funding streams for implementing actions.