CHAPTER 2

Organizational Concepts

When organizing installations to attain the required capabilities, commanders must analyze the functions, operations, missions, and work load of the installations they command. Then they must apply the Army's management policies. Commanders must differentiate between the terms installation commander, garrison commander, area support group commander, and the installation support activity commander.

INSTALLATION COMMANDER

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

GARRISON COMMANDER AND INSTALLATION SUPPORT ACTIVITY COMMANDER

Garrison commanders are centrally selected for command. The garrison and installation support activity commanders are responsible for day-to-day operations. They are responsible for the comprehensive planning necessary to achieve and maintain excellent living and working conditions for all personnel on an installation. They also are responsible for supporting local mobilization plans. During deployments they remain at the installation to receive follow-on reserve components. They also care for the families and civilians left behind and sustain other critical post missions such as research and testing. The installation commander may assign other missions for the garrison and installation support activity commander to accomplish, as required.

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AREA SUPPORT GROUP (ASG) COMMANDER

The Army uses the area support group to manage multiple, geographically dispersed installations in locations other; than the US or its territories. In some cases, this is in addition to the ASG's normal mission of providing combat service support. Central selection boards select the commanders for these groups. These officers are usually colonels or lieutenant colonels (promotable). Area support group commanders execute the day-to-day management of installations under their control in much the same way garrison and installation support activity commanders perform within CONUS.

Flexibility is the key to the selected organization. OCONUS MACOMs should establish an installation management role for senior mission commanders.

They also may have the area support group commanders report directly to the MACOM.

BASE SUPPORT BATTALION (BSB) COMMANDER

The Army may use the base support battalion to manage garrisons OCONUS. Usually these base support battalion commanders operate under the command of an ASG. They perform their functions in much the same way garrison and installation support activity commanders do at a CONUS subinstallation. Their primary

focus is the delivery of services with policy and management oversight provided by the ASG.

OCONUS ASG and BSBs use the concept of Area Support Teams to manage subinstallations. These are small activities of service providers who operate under the command and control of either the ASG or BSB.

INSTALLATION ORGANIZATIONAL RELATIONSHIPS

Army installations are assigned to and operate under commanders of MACOMs or MSCs where applicable, such as in the US Army Materiel Command (AMC), and the US Army Reserve Command (USARC). Installations consume, provide, maintain, and otherwise control significant resources while executing DOD, DA, and MACOM mandated programs. These programs are reviewed, analyzed, and resourced at DA level. The coordination required between all involved elements is accomplished more effectively when there is a basic organizational framework that is familiar

throughout the Army. Such a framework is essential for linking resource management support systems, such as automated information systems and training development programs, to organizational elements. To understand such a framework, you must identify the type organizations and their functional grouping that are found within an installation. Regardless of the organizational and functional grouping, it is important to understand that every activity and individual are part of the installation team. All have a responsibility to make their installation a great place to live and work.

TYPES OF ORGANIZATIONS

DEPLOYABLE ORGANIZATIONS

TOES usually describe deployable organizations, The TOE prescribes the combat mission capabilities and organizational structure. It also identifies minimum essential personnel and equipment required for the unit to perform under conditions of sustained combat. The TOE is the basis used by the Army to develop authorization documents called MTOEs. MACOMs develop MTOEs to tailor the organization to particular requirements or to describe authorized levels of organization for peacetime force structure within resource constraints.

NONDEPLOYABLE ORGANIZATIONS

TDAs usually describe nondeployable organizations.

Soldiers and civilians man these organizations. Under the force projection concept, the Army may designate some TDA organizations as deployable. The Army classifies TDA organizations as standard or one-of-a-kind.

The Army uses standard TDAs to describe two or more organizations that perform the same mission. There are two approaches to standardizing TDAs. The Army uses horizontal standardization for TDAs that apply to more than one MACOM. It uses vertical standardization for TDAs that apply to more than one organization but only within a single MACOM. One-of-a-kind TDAs describe unique organizations such as the US Military Academy.

FUNCTIONAL GROUPINGS OF ORGANIZATION

THE MISSION ELEMENT

The mission element is the primary organization(s) of the installation. It is the installation's reason for

being. An example of a mission element would be III Corps Headquarters at Fort Hood, Texas or the US Army Field Artillery School at Fort Sill, Oklahoma.

There is no single mission element at installations established solely to support tenants.

NONSUPPORTING TENANTS

Nonsupporting tenants are present at most, but not all, Army installations. These are organizations that contribute to neither the primary mission nor specific support function of the installation. An example is the Military Traffic Management Command (MTMC), Transportation Engineering Agency, located near Fort Eustis, Virginia. This status does not relieve the organization of its responsibilities to support the installation in making it a community of excellence.

SUPPORTING TENANTS

There is a comparable standard group of supporting tenants at most Army installations. These are organizations assigned to MACOMs other than the installation's MACOM. The supporting tenants' MACOMs locate their subordinate organizations at the installation to provide a particular service. Examples are health services, criminal investigations, exchange and commissary services, and dependent schools in OCONUS locations.

INSTALLATION OPERATING RELATIONSHIPS

MTOE AND TDA ORGANIZATIONS

As a general operational concept, the MTOE units deploy from installations to participate in contingencies. At the same concept level, the Army identifies TDA organizations that provide installation base support, remaining in place after the force deploys. At many installations the situation is more complex. Some MTOE units work with and add to the capabilities of TDA organizations. Also in the future, the Army may designate some TDA elements as deployable. These TDAs are predominantly comprised of deployable civilians. Examples are those assigned to AMC that provide logistics support in the theater of operations.

OCONUS, the MACOM often augments the TOE-based area support groups and base support battalions with a TDA organization to provide installation support. When this mix of TDA, MTOE, and the Personnel Resource Document (PRD) resources exists, commanders must define the operating relationships using wartime operations as the overriding consideration.

The complexity of the MTOE and TDA relationships at installation level presents an operational challenge to commanders. In some instances they may lose some base support resources as these assets deploy with the force. For this reason, installation commanders must carefully plan for these eventualities. The use of split operations may provide relief until the situation stabilizes. Installation commanders must plan to leave an organization at the installation to provide support to new mission elements or tenants or to recover the returning force.

NONSUPPORTING TENANTS AND THE INSTALLATION ORGANIZATION

The installation organization provides services to nonsupporting tenants. Usually, these organizations organize under the TDA method. Should the nonsupporting tenant have a wartime mission, the installation must include its requirements in the support plans. These organizations, in turn, must provide their fair share to the overall well-being and support of the entire community.

SUPPORTING TENANTS AND THE INSTALLATION ORGANIZATION

Supporting tenants are organizations assigned to MACOMs other than the installations "parent" MACOM. MACOMs place these organizations on installations to provide specific required services. Some examples of supporting tenants are the US Army Health Services Command (HSC) for health care services, the US Army Information Systems Command (AISC) for information services, the US Army Corps of Engineer (USACE) for construction, real estate, engineering and environmental support, and AAFES for exchange services. Commanders will consider the commanders or directors of these organizations as part of the installation management team. These tenants work closely with the commander and staffs to provide quality goods and services to the entire community.

SUBINSTALLATIONS AND SUBCOMMUNITIES

The Army also uses a concept of subinstallations and subcommunities to enhance the effectiveness of operations. For example, in CONUS the Army uses this concept where multiple installations are assigned to a given

MACOM located in or near the same geographical location. The Army also uses the concept OCONUS to enhance the effectiveness of operations where a given mission element is stationed at multiple locations. The MACOM or Major Support Command (MSC) should use the guidance contained in paragraph 1-7, AR 5-3, to establish the subinstallation or subcommunity relationships between the appointed garrison commander and their staff.

STRUCTURAL CONSIDERATIONS

The primary consideration in setting up an installation structure is the logical alignment of functions and work centers to achieve the most productivity. When organizing the installation, commanders must blend the mission, resources, and all operational factors particular to their installations. In particular, commanders must tailor and clarify the relationship between the installation and garrison commander. In certain instances, they are one in the same.

Commanders should strive to create and sustain management programs that emphasize delegation and economic use of resources. This includes establishing quantifiable goals, eliminating nonessential positions, and recognizing the work force. Paragraph 3-4 of AR 570-4 contains additional guidance in organizational structure considerations. It also contains position management policies.

ARMY ORGANIZATION FOR INSTALLATION MANAGEMENT

DEPARTMENT OF THE ARMY LEVEL

The Assistant Chief of Staff for Installation Management is organized as an Army Staff agency within headquarters, Department of the Army. Its installation management missions and functions were derived from functions transferred from other agencies. Specifically they are the Director of Management, the Chief of Engineers, the Deputy Chief of Staff for Personnel, and the Deputy Chief of Staff for Logistics. The ACSIM has ARSTAF responsibility for the formulation, management, and evaluation of installation doctrine. The ACSIM is the policy proponent for MWR and family support programs and is additionally responsible for policies, management, and oversight of all Army nonappropriated fund instrumentalities assets and support systems. ACSIM also is responsible for training, facilities, housing, construction, real property, natural resources, and environmental plans, programs, and technical policy for DA.

MACOM LEVEL

MACOMs are the bridge between the resources required at installation level and the insertion of these requirements, properly prioritized, into The Army Plan (TAP). TAP, published biennially, provides the MACOMs with the basis for the development of specific programs and policies. The Army develops these programs by setting priorities for the allocation of both dollar and manpower resources. It also establishes procurement and distribution priorities using the Army force packaging methodology (FPM).

FPM is a detailed statement of priorities based upon decisions of the SA and the CSA. The FPM is based on the premise that forces are most critical in the early stages of a conflict. These forces receive a higher resource priority than later deploying forces. FPM permits decision makers at all levels to compare alternatives against common criteria.

The Army links TAP and Planning, Programming, Budgeting and Execution System (PPBES), within resource limitations, to best meet the demands of national military strategy. MACOMs should seek installation participation in developing TAP and prioritizing installation requirements. Some examples of MACOM and installation involvement are real property maintenance and repair, minor construction, facilities use, and base operations.

Installation management at the MACOM level is usually associated with the TRADOC and FORSCOM. The US Army Reserve also manages selected installations. They use different organizational structures to manage their installations. FORSCOM uses the Deputy Chief of Staff for Personnel and Installation Management (DCSPIM), while TRADOC uses the Deputy Chief of Staff for Base Operations (DCSBOS) to manage their installations. Both concepts combine most base operations under a single directorate. USARC manages base operations (BASOPS) through multiple functional directorates. These MACOMs manage their installations using similar programs based on TAR AMC installations are typically depots, proving grounds, arsenals, laboratories, and ammunition plants. The industrial nature of these installations differs from the troop or community environment found in TRADOC and FORSCOM. AMC installations are managed as a

business, and BASOPS is an integral part of the total operation. It is this mission difference that accounts for the basic organizational variations in installation management.

Installation support costs of depots, arsenals, ammunition plants, and proving grounds are generally funded through the Defense Business Operations Fund (DBOF), procurement, or Research, Development, Test and Evaluation (RDTE) funds. Operations and Maintenance, Army (OMA) funds, support FORSCOM and TRADOC installation activities. Operations and Maintenance, Army Reserve (OMAR) funds support USARC installations effective FY95. Under the DBOF concept, customers order services or products from AMC installations. DBOF provides the working capital to produce the services or products ordered. AMC bills the customer for the costs of the services (including a portion of the installation overhead). The customer, when making payment, repays the DBOF. MTMC also operates its installations using a portion of the DBOF.

INSTALLATION MANAGEMENT ORGANIZATION

The management focus at installation level is the directorate staff. This staff supports the commander in garrison operations much as a G-staff supports a commander for tactical operations. In a directorate organization, directors are the key management officials. This is because of the significant responsibility and authority delegated to them, commensurate with assigned duties. Their delegated authority may vary from full operational control of functions, supervision of offices that have some autonomy, to providing little more than administrative support. Based on guidance received from higher headquarters and the installation or garrison commander, directors are responsible for programs and budgets. They are responsible to assure operational effectiveness and efficient use of all resources.

The Army has developed a standard structural template. This template accommodates the differences between installations and provides a required degree of organizational flexibility.

Leading, managing, and synchronizing installation resources are complex tasks. Commanders must seek to maintain an overview of the entire organization. They must seek to perceive their own role in the context of a comprehensive understanding of the organization. They need the patience to learn how their organization works and the diligence, intelligence, and analytical skills to solve complex organizational problems. They must chart promising new directions for the organization. The commanders must have the courage to carry their decision making and planning to the proper ends. To aid in this process, commanders need sound knowledge in the operational intricacies of the base operations functions.

INSTALLATION SPECIAL AND PERSONAL STAFF

The commander appoints and specifies the duties of the installation special and personal staff. The staff size and composition will vary by installation based on its mission and the impact of ongoing consolidation and regionalization efforts.

Inspector General (IG)

The Inspector General advises the commander on the state of economy, efficiency, discipline, morale, and esprit de corps. He also advises on the quality of command, management of readiness resources, and leadership of the organization. Other areas of support are inspections, problem analysis and evaluation, investigations and inquiries, assistance, teaching, and training.

Staff Judge Advocate (SJA)

The Staff Judge Advocate provides legal services to commanders, staffs, soldiers, and other authorized personnel in the following seven functional areas:

- Administrative law (including contract law, environmental law, water law, and standards of conduct.)
- Civil law (including labor and employment law and civilian personnel law.)
- Claims.
- Criminal law.
- International law (status of forces, host-nation support, war reserves and international agreements).
- Legal assistance.
- Operational law (including review of OPLAN/OPORD, rules of engagement, law of war, and contingency issues).

SJAs also provide the annual ethics briefing mandated by the Office of Government Ethics.

The US Army Trial Defense Service provides defense counsel to represent soldiers at courts-martial and other proceedings as law or regulation provides.

The US Army Trial Judiciary provides military judges for general and special courts-martial.

Internal Review and Audit Compliance (IRAC)

The IRAC function is a tool to assist the commander in evaluating installation operations. An IRAC office reporting directly to the Commander or Deputy Commander/Chief of Staff will be comprised of professional auditors and provide the following basic capability:

- Conduct internal audits of functions or organizational entities within the command which have known or suspected problems, determine the nature and cause of the problem, and develop recommendations to solve them.
- Provide troubleshooting capabilities, which consist of quick reaction efforts, are normally unprogrammed, and geared to prevent serious problems from developing.
- Provide an audit compliance function by serving as the command point of contact with external audit groups. In addition, IRAC will facilitate the external audit reply and response process and conduct follow-up audits as mandated by DA and DOD policies.

Because IRAC is capable of auditing at all levels within the Army, some installation commanders may find the IRAC office aligned directly under the division or corps commanders rather than the local installation commander. In such instances, the installation commander should submit installation audit requirements to IRAC for prioritization by the division or corps commander when the Annual IRAC Plan is prepared.

Command Historian

The command historian develops and publishes the mission element's history and directs the installation's historical programs and activities. His functional responsibities include the annual command history, historical perspective to planning and decision-making processes, and historical monographs and studies.

Public Affairs Officer (PAO)

The installation public affairs officer supports the installation commander by assisting him in fulfilling his obligation to keep installation personnel, the local community and the American people informed and helping him to establish the conditions which lead to confidence in the excellence of the installation and its execution of operations in peacetime, conflict, and war. This is critical to building teams, bridging boundaries, and creating a community atmosphere characterized by inclusion, concern, support, and consensus. The public affairs officer and his staff accomplish this by:

- Identifying the perceptions, attitudes, and information expectations and requirements of internal and external audiences.
- Evaluating the potential impact of information on internal and external audiences.
- Developing information communication strategies as a fully integrated part of the planning and decision-making process.
- Assessing the effectiveness of the information communication strategy.
- Serving as the interface between the media and the military.
- Educating training and counseling soldiers, family members, and civilian employees on their public affairs responsibilities, rights, and roles.
- Establishing and maintaining media relations which contribute to balanced, fair, and accurate coverage by expediting the flow of complete and timely information and supporting open and independent reporting and access to installation organizations and personnel.
- Communicating the installation and Army perspective and commitment to excellence.

Installation Chaplain

The installation chaplain provides support and advice to the commander and to all installation agencies on all matters of religion, morals, and morale as affected by religion.

The installation chaplain has staff responsibility for the following:

- A comprehensive religious support training strategy and program for soldiers and their families, active and reserve components.
- Worship services, religious activities, religious education, and pastoral support for soldiers and their families.
- Chaplain Family Life Centers which provide comprehensive family programs such as marriage and family counseling family enrichment programs, and family ministry training for Unit Ministry Team members.
- Administration and management of the installation nonappropriated chaplains' fund.

- Supervision of the use of chapels and religious facilities.
- Planning for continuity of religious support in the event of mobilization.
- Administrative functions in the areas of planning, programming force structure actions, and budget input.

INSTALLATION SUPPORT ACTIVITY STAFF

Directorate of Plans, Training, and Mobilization (DPTM)

The DPTM encompasses normal G3/S3 functions for the installation. Typical functions are plans, operations, training, unit readiness objectives and levels, mobilization planning, and force integration. It also includes range operations, museums, aviation, NBC activities, training aid support, security and counterterrorism, and setting command priorities. The training functions involve coordinating installation support of resident units and activities and managing training facilities. It also includes training activities of garrison force units, small units, deployable civilians and personnel who are not in trainee or student status. The DPTM also provides RC support and ROTC support for summer training. They coordinate use of training areas, supply, maintenance, other logistics support, and budgeting. Visual Information (VI) activities assigned to Training Support Center (TSC) may at the discretion of the MACOM/FOA commander remain as an organizational subelement of the TSC.

Mobilization responsibilities include-

- Planning for mobilization, unit readiness, and deployment of units assigned to or stationed on the installation.
- Planning for administrative, logistical, and movement support of RC units during the alert, home station, and movement phases of mobilization.
- Planning for the reception at, administrative processing through, and logistical support for assigned aerial and surface ports of embarkation.
- Planning for the support or employment of forces assigned for CONUS contingencies, according to instructions in specific plans.

Directorate of Counterintelligence and Security (DCINT/SEC)

This section describes traditional Army security countermeasures (SCM), counterintelligence (CI), and SCM/CI planning programs that are provided by US Army garrisons and installations. Garrisons and installations which provide any or all of these programs, services and functions will have a DCINT/SEC and will align these programs, services, and functions under the DCINT/SEC (except as noted under Commanders Options in AR 5-3).

This directorate does not include physical security of material and facilities that are normally provost marshal functions. In every case, the DCINT/SEC is organized to accommodate the mission, priorities, and policies dictated by the commander. To efficiently and effectively carry out its missions, the DCINT/SEC must have access to the commander for all CI and security measures issues for which the commander has sole responsibility.

Typically, the DCINT/SEC functions include, but are not limited to:

- Close and continuing coordination with the provost marshal for physical security, force protection, combating terrorism programs, and preparing annual threat statements.
- Close and continuing coordination with the Directorate of Information Management for information systems security (ISS) programs.
- Implementation of the Personnel Security program which includes close and continuing coordination with civilian and military personnel offices and the Alcohol/Drug Abuse Prevention and Control Program offices; personnel security investigations and continuing evaluation; and management of the security clearance program.
- Develop and execute security programs for the protection of national security information, to include Information Security, Industrial (contractor) Security, Personnel Security, Information Systems Security Security Awareness, Education, and Training.
- Conduct security inspections.
- Develop and execute programs for the security of COMSEC materials and threats of espionage, sabotage, and subversion.
- Provide security awareness, education, and training for all supported organization personnel, including training for security managers.
- Coordinate the Intelligence Oversight Program.

- Provide all intelligence and security counter-measures support necessary to meet mobilization missions.
- Command operations security (OPSEC) support.
- Perform combating terrorism and threat (CBT/T) intelligence responsibilities.
- Develop and execute the Subversion and Espionage Directed Against the Army (SAEDA) awareness and reporting programs in accordance with AR 381-12.

- Current intelligence reporting.
- Foreign disclosure, technology transfer and foreign visit approvals.

Part III of this manual covers the remainder of the base support operations required at an installation by functional area. These operations are covered by functional area; for example, Chapter 9 covers Engineer Management and Chapter 10 addresses Contract Management.

CONSOLIDATION AND REGIONALIZATION

Some installation functions can be combined or regionalized so that economies of scale can be realized by one installation providing a service to two or more installations. Alternate service providers include other MACOMs, DOD, all Services, local-state governments, industry, local businesses, and academia. For example, regionalization efforts are ongoing for the functions of the Civilian Personnel Office (CPO), communication-electronic repair, and contracting at various installations.

In some instances, support is provided to or from other Services under the Defense Regional Inter-service Support Program. Examples are the Defense Commissary Agency (DeCA), the Defense Finance and Accounting Service (DFAS), and Defense Printing. This applies when installations of different Services are located in the same geographical area. Printing services were consolidated under the Navy at DOD level to gain a cost saving, as explained in Defense Management Review Decision 998.

SUPPORT AGREEMENTS AND TENANT UNITS

As consolidation and regionalization take place, support agreements will take on greater importance. Such agreements may be established with other Army activities, DOD, or with other government agencies. In overseas commands, such relationships can be established and documented in host-nation support agreements.

An agreement will document the services provided and the cost of that service to the tenant units. These agreements are coordinated with all customers to ensure that the priority of service meets and supports their mission requirements. In overseas commands, relationships with foreign governments can be established and documented in host-nation support agreements. Because the force projection mission is the highest priority for some installations, all tenants must plan for the impact of mobilization on their normal levels of support.

The basis for installation area support is to provide customers with access to support and services on a geographical basis. All installations have responsibilities for providing off-post intraservice support. As a result, some installations become focal points for receiving requests and coordinating support with other installations.

A coordinating installation (CI) is responsible for ensuring proper support through communication and negotiation. The coordination will ensure the most economical support available, maximum use of government in-house capability, and support from the nearest installation having the capability. A CI, when appropriate, may use its own existing functional and administrative capabilities to provide support to Army off-post customers. When this is the case, the CI also becomes the supporting installation (SI). An SI is responsible for providing reliable and timely support as negotiated with the CI and the Army customer.

Mobilization support comes from the peacetime coordinating installation and supporting installation until the mobilized entity arrives at its mobilization station. Mobilized Army National Guard units are supported at home stations through movement to assigned mobilization station. This support is provided by the state Adjutant General (AG) of the home state,

the State Area Command, and appropriate US property and fiscal officers.

Coordination and support policies, in accordance with AR 5-9, require that support be provided regardless of existing boundary lines. This support is to be equal to support provided to the installation and tenant activities and requires that formal support agreements be established.

NEW DIRECTIONS

The focus for the future is to break the mold of the past. We must create an installation environment that supports all tenants from a business perspective. Change is necessary to operate in a force projection strategy that places the installation in the role of a force projection platform.

As the installation missions evolve, some new programs are emerging that are designed to enhance the quality of life and improve customer services. These programs are resource multipliers and will continue to be implemented as resources are decreased and the total force is downsized.