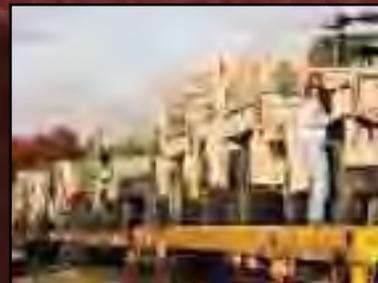




Torchbearer National Security Report

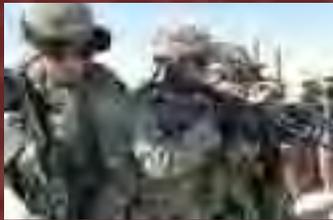


Installations as Flagships for Soldier and Family Readiness and Quality of Life



An AUSA Torchbearer Issue
April 2007





17 April 2007

Army Vice Chief of Staff General Richard A. Cody said it best when he told Soldiers on an October 2006 visit to Fort Hood, Texas:

Sometimes I don't think you . . . realize what a true treasure you are and what a great gift you give to the American people. Three hundred million Americans are being protected by 1.2 million men and women who have a sense of patriotism. This country owes you a debt of gratitude.

At the very least, the United States owes our Soldiers and their families—who sacrifice so much—assurance on two things: they will be ready to meet whatever challenges may arise and their quality of life will be equal to their service to this nation. Installations are key to delivering on both of these promises.

As the home of many Soldiers and their families and the platform from which the Army generates, projects and supports its landpower, installations form the backbone of our Army. Despite being at war, the Army is realigning its global force posture, becoming more streamlined and efficient and increasing its endstrength. Through these efforts, installations are becoming more flexible and responsive to the needs of an All-Volunteer Force in the 21st century security environment.

In this latest installment of AUSA's signature Torchbearer series, we discuss the Army's installations as "flagships of readiness" and outline what must be done for success. We hope that you will find this report a useful resource and that you will continue to look to AUSA for thoughtful, credible analysis of contemporary national security issues.

GORDON R. SULLIVAN
General, United States Army (Retired)
President, AUSA

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Executive Summary

Our infrastructure is . . . integral to the success of many . . . key challenges which include: deploying well-trained units in a timely manner; repositioning our units returning from overseas; and providing a quality of life for our All-Volunteer Soldiers and their families which equals the quality of the service they provide for the nation.

Acting Secretary of the Army Pete Geren,
before the Senate Appropriations Subcommittee
on Defense, 14 March 2007

As the Army continues to fight the war on terror, it is transforming into a modular force, repositioning units throughout the world via the Global Defense Posture Realignment (GDPR) and preparing to execute installation realignment and closure decisions required by the Base Realignment and Closure (BRAC) law. The task is massive in scope: fight a war; transform by building a modular force; modernize by fielding Future Combat Systems (FCS) technologies; and bring home more than 50,000 Soldiers and families from consolidated installations and facilities around the globe while realigning and closing selected installations. Failure to execute these tasks in a timely fashion due to resource shortfalls will negatively impact unit readiness and unit rotations in support of the war on terror and place immeasurable strain on Soldiers and their families.

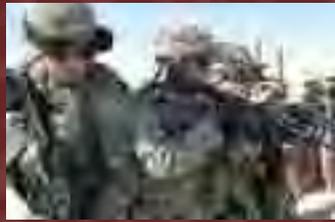
U.S. Army installations are “flagships of readiness,” essential to supporting an expeditionary Army at war. They provide the platforms from which the Army generates, projects and supports significant portions of America’s landpower. Soldiers mobilize, train, deploy and redeploy across the full spectrum of military operations at or from these installations. After units deploy, installations and installation teams continue to support deployed Soldiers and their families at home. There cannot be a “time out” for readiness at installations. The Army needs to reset not only equipment but also Soldiers and units for future missions. Soldier quality of life—a critical component to overall unit readiness—is nonnegotiable.

To fulfill its strategic roles and missions, the Army is dramatically improving its capacity to train Soldiers and leaders as well as to generate combat power, especially in wartime. The transformation of the Army’s support infrastructure is designed to increase its ability to:

- furnish tough and realistic training;
- prepare and deploy forces;
- provide standards for quality of life that Soldiers and families deserve;
- establish modern working conditions for Army civilians; and
- create the infrastructure needed to support and sustain the All-Volunteer Force.

This transformation integrates BRAC decisions, GDPR directives and the actions required to build a modular and modernized Army—which allows divesting of Cold War bases and facilities to create the global infrastructure required for the 21st century. The Army has established key mission priorities to ensure installations continue to be flagships of readiness and provide the quality of life consistent with the service Soldiers provide to the nation.

Installations must be responsive and adaptive to successfully serve the needs of Soldiers and their families. When the 172d Stryker Brigade Combat Team’s deployment to Iraq was unexpectedly extended by four months in 2006, the staff of U.S. Army Garrison Alaska—along with experts and volunteers from around the Army—joined together to help



families cope with the change. The garrison opened new family assistance centers to provide practical assistance to relocating families and added additional specialized staff to augment the installation's full range of family, morale, welfare and recreation services—such as the installation's Family Assistance Center, Family Readiness Group, child care and chaplain services. The Army now uses this garrison's response as a model for how installations should handle unit extensions in the future.

Because more than 50,000 Soldiers and their families will be returning to the United States from Germany and Korea as part of the Army's GDPR program, barracks modernization and family housing privatization programs are more important than ever. They must be adequately resourced to meet the requirements of these Soldiers and their families. In addition, the influx of additional military children places an enormous burden on already stressed local school districts' budgets.

Moreover, the Army faces a \$2 billion funding shortfall in Fiscal Year (FY) 2007 for BRAC. If the BRAC program is not fully funded, the Army will be forced to reprioritize 128 projects in FY 2008 and FY 2009, including barracks, child and youth centers and medical and dental clinic construction projects, as well as to possibly cut or delay training, mobilization and deployment of forces in support of the war on terror. This creates a risk the nation cannot afford to take.

Therefore, **Congress and the Department of Defense (DoD) must:**

- increase base defense budget funding well beyond 4 percent of the Gross Domestic Product;
- increase the Army share of the DoD base budget to at least 28 percent;
- provide full, timely and predictable funding for the Army's Base Operations Support (BOS) program—the Army's goal is to at least meet



installation "essential" needs in FY 2008 through an \$8.1 billion funding request;

- provide full, timely and predictable funding for the Army's Sustainment, Restoration and Modernization (SRM) program—the Army has requested \$2.7 billion in SRM for the active and reserve components;
- continue, in FY 2008 and beyond, investing in Military Construction (MILCON)—improving Army barracks, family housing and training ranges to retain and grow the All-Volunteer Force;
- provide full, timely and predictable funding for BRAC projects at the required level—the approximately \$2 billion shortfall needs to be added to the FY 2007 supplemental top line; FY 2008 requires funding for 89 MILCON projects at more than \$4 billion; and the Army has a commitment under BRAC law to provide new barracks for 6,719 Soldiers, new housing for 6,246 families, and \$219 million in new training ranges; and
- reauthorize and fully fund Impact Aid to cover unbudgeted costs incurred as a result of additional military children attending public schools.



Installations as Flagships for Soldier and Family Readiness and Quality of Life

[Army] installations must be resourced to serve as the Army's flagships, able to project power, support tough, realistic training and provide for Soldiers, families and civilians.

Army Chief of Staff General Peter J. Schoomaker,
AUSA Eisenhower Luncheon, 7 October 2003

Introduction

Today, nearly 600,000 Soldiers—active Army, Army National Guard and Army Reserve—are on active duty, with approximately half deployed to almost 80 countries worldwide. They serve at the forefront of the war on terror, sustaining the full range of the Army's global commitments, defending the nation's homeland and responding to disasters both at home and abroad. These Soldiers and their families continue to make enormous contributions and sacrifices on behalf of the nation.

As the Army continues to fight the war on terror, it is simultaneously implementing the Base Realignment and Closure (BRAC) and Global Defense Posture Realignment (GDPR) directives; increasing the number of brigade combat teams (BCTs); and growing active Army, Army National Guard and Army Reserve forces. By 2013, the Army will have repositioned major elements of operating and generating¹ forces through more than 1,800 individual unit moves. This repositioning implements a tightly synchronized plan that affects nearly every Army installation.

The Army is realigning its operating forces and adjusting its global footprint to be better positioned for the challenges of the 21st century and the war on terror. This effort requires not only transforming operating forces to the future force but also transforming installations to become more flexible and responsive to an expeditionary Army and more efficient through business transformation. The Army's stationing objective is to position modular formations, including

those equipped with Future Combat Systems (FCS),² at installations that offer the greatest capabilities and capacities to train and deploy formations to support the National Military Strategy.

U.S. Army installations are "flagships of readiness," essential to supporting an expeditionary Army at war. They provide the platforms from which the Army generates, projects and supports significant portions of America's landpower. Soldiers mobilize, train, deploy and redeploy across the full spectrum of military operations at or from these installations. After units deploy, installations and installation teams continue to support deployed Soldiers and their families at home. As more than 50,000 Soldiers and their families relocate to the United States from assignments in Europe and elsewhere overseas, installations are performing a vital role in providing Soldiers with a quality of life consistent with the service these brave men and women provide to the nation.

Despite the war, the Army views this historic period as an opportunity to reshape its footprint to improve its ability to train, generate and project forces while improving Soldier and family readiness and quality of life—and it has a well-timed plan to accomplish this goal. Failure to underwrite this commitment with timely and predictable resources will have a detrimental effect on the Army's mission preparedness, on its ability to retain an All-Volunteer Force and on quality of life for Soldiers, families and Army civilians.

¹ The generating force is the institutional Army force that fills and sustains the Army's operational force. See AUSA Torchbearer National Security Report *2006 and Beyond: What the U.S. Army is Doing*, March 2006, online at http://www.ausa.org/PDFdocs/TBSecRpt/TBcar_March_06_optimized.pdf.

² See AUSA Torchbearer National Security Report *A Transformed and Modernized U.S. Army: A National Imperative*, April 2007, online at http://www.ausa.org/PDFdocs/TBSecRpt/TB_FCS_3Apr07.pdf.



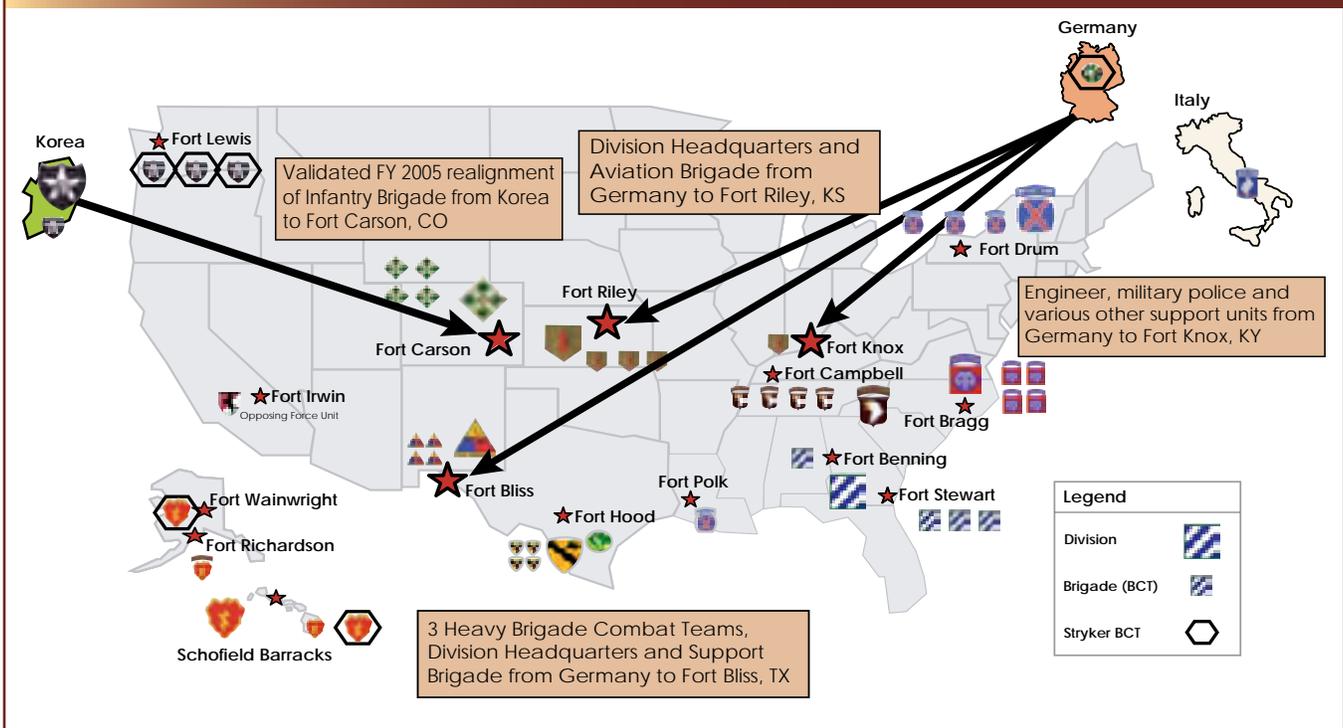
Background

General. Army installations in the late 20th century were not routinely recognized as critical platforms to the Army’s warfighting capabilities because the nature of the Cold War allowed longer mobilization times. Consequently, installations were often a lower funding priority than weapon systems or training. However, the emergence of new, less predictable missions and threats after the end of the Cold War in the 1990s demanded quicker mobilization; in response, the Army began investing in installations as power-projection platforms, with such capabilities as expanded railheads and airfields. (Note: Today the force-generation platform (FGP) concept has replaced the term “power-projection platform,” which is now used for one of the three subcategories under FGP. A description of all three subcategories can be found on page 10.) Following Operation Desert Storm in 1991, many installations

added capability and capacity to more rapidly deploy, by air, rail and sea, the Soldiers and materiel needed to support a crisis anywhere in the world.

The Army’s force-generation platforms continue to be critical in today’s security environment, especially as the Army becomes a continental United States (CONUS)-based force and more than 50,000 troops return from overseas. In Fiscal Year (FY) 2006, the Army completed five shipping center projects—at Fort Carson, Colorado; Fort Drum, New York; Fort Riley, Kansas; McAlester Army Ammunition Plant, Oklahoma; and Tooele Army Depot, Utah—in addition to building pallet-processing facilities and upgrading equipment warehousing throughout its installations. Since FY 2005, the Army has completed seven aerial port of embarkation (APOE) infrastructure improvement projects.

Army Base Realignment and Closure (BRAC)-Related Global Defense Posture Realignment (GDPR) Moves



Source: Headquarters, Department of the Army



Despite ongoing combat operations, the Army has undertaken key initiatives in recognition of the central role installations play in generating, projecting and supporting landpower worldwide.

Base Realignment and Closure. BRAC refers to the process the Department of Defense (DoD) has used to reorganize its installation infrastructure to more efficiently and effectively provide the Army and the other services with the authority to dispose of excess facilities and installations while realigning and reconfiguring the remaining infrastructure to increase operational capacity and warfighting capability and to take advantage of the efficiencies presented through consolidation and joint activities. This allows the Army to redistribute resources from closed installations to other high-priority requirements. BRAC provides the Army with a comprehensive review of its installation inventory and realigns base facilities with the modular units of the future force.

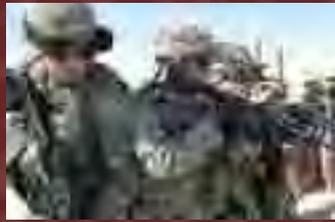
While the BRAC rounds in 1988, 1991, 1993 and 1995 focused on disposal of excess Cold War capacity, BRAC 2005 was a comprehensive restructuring of the Army infrastructure not only to optimally use

physical resources, but also to accommodate Army transformation, the support and security demands of the war on terror, and the integration of Army infrastructure with that of other services to facilitate joint power projection and the efficiencies (and savings) of multi-service headquarters and schools. BRAC 2005 touched a total of 74 installations, resulting in 13 full closures, 53 installation realignments and eight leased-facility closures. Also identified for closure were 387 Guard and Reserve facilities, which will be replaced by 125 new Armed Forces Reserve Centers.

Global Defense Posture Realignment. GDPR encompasses more than simply forward bases and personnel; it includes a cross-section of relationships, activities, facilities, legal arrangements, and global sourcing and surge. Taken together, these five elements of global force posture support security cooperation efforts and, when needed, enable prompt global military action.

As part of the GDPR, the Army has started repositioning ground forces to meet the needs of combatant commanders. In Phase I of GDPR, the Army capitalized on operational deployments in an effort to posture Army capabilities to support the expeditionary force. This allowed the Army to divest Cold War-era infrastructure and create the infrastructure required for the foreseeable future. As the Army enters Phase II of GDPR, it is enhancing key enabling and deployed logistics capabilities to quickly respond to unforeseen contingencies. It is consolidating activities by leveraging information technology and advances in supply chain management and reengineering business processes to eliminate waste.

In conjunction with the other services, the Army is transforming its posture abroad into a network of three types of locations: main operating bases (enduring, large sites with permanently stationed Soldiers and their families); forward operating sites (smaller but expandable sites that can support rotational forces); and cooperative security locations (rapidly expandable sites with little or no permanent U.S. presence). The new overseas posture is intended to position U.S. forces to better conduct the war on terror, ease the burden of



the operational tempo on members of the armed forces and their families, and improve U.S. ability to meet its alliance commitments while making these alliances more affordable and sustainable.

Accelerated Pace of Modular Conversion. To maximize force effectiveness and strategic flexibility, the Army is reorganizing to a modular, brigade-based structure that will:

- create brigade-based combat and support formations with common organizational designs that can be easily tailored to meet the varied demands of the geographic combatant commanders, thereby reducing joint planning and execution complexities; and
- redesign organizations to perform as integral parts of a joint force, making them more effective across the range of military operations and enhancing their ability to contribute to joint, interagency and multinational efforts;
- increase the number of BCTs available to meet operational commitments while maintaining combat effectiveness that is equal to or better than that of the previous division-based force.

The reorganized BCTs—each comprising 3,500 to 4,000 Soldiers—are organized and trained the way they will fight. The BCTs are more robust, require less augmentation and are standardized in design, which increases interoperability and eases planning and logistical support requirements.

To improve capacity to meet global demand for Army forces and capabilities, the Army accelerated its plans to convert two active component BCTs at Fort Hood, Texas, and Fort Riley, Kansas, to modular designs. These two BCTs will become available for worldwide deployment in their new modular designs in 2008, at least a year earlier than planned.

Growing the Size of the Army. The recent decisions to grow the Army will increase capacity and build the strategic and operational depth needed to sustain increased and enduring levels of force deployment. Based on these decisions, the Army will:

- make permanent the 30,000 temporary increase in active component Soldiers, with an additional increase in the number of active and reserve component Soldiers for the next five years;
- expand the rotational pool of BCTs from 70 to 76; and
- grow from 211 to approximately 225 support brigades.

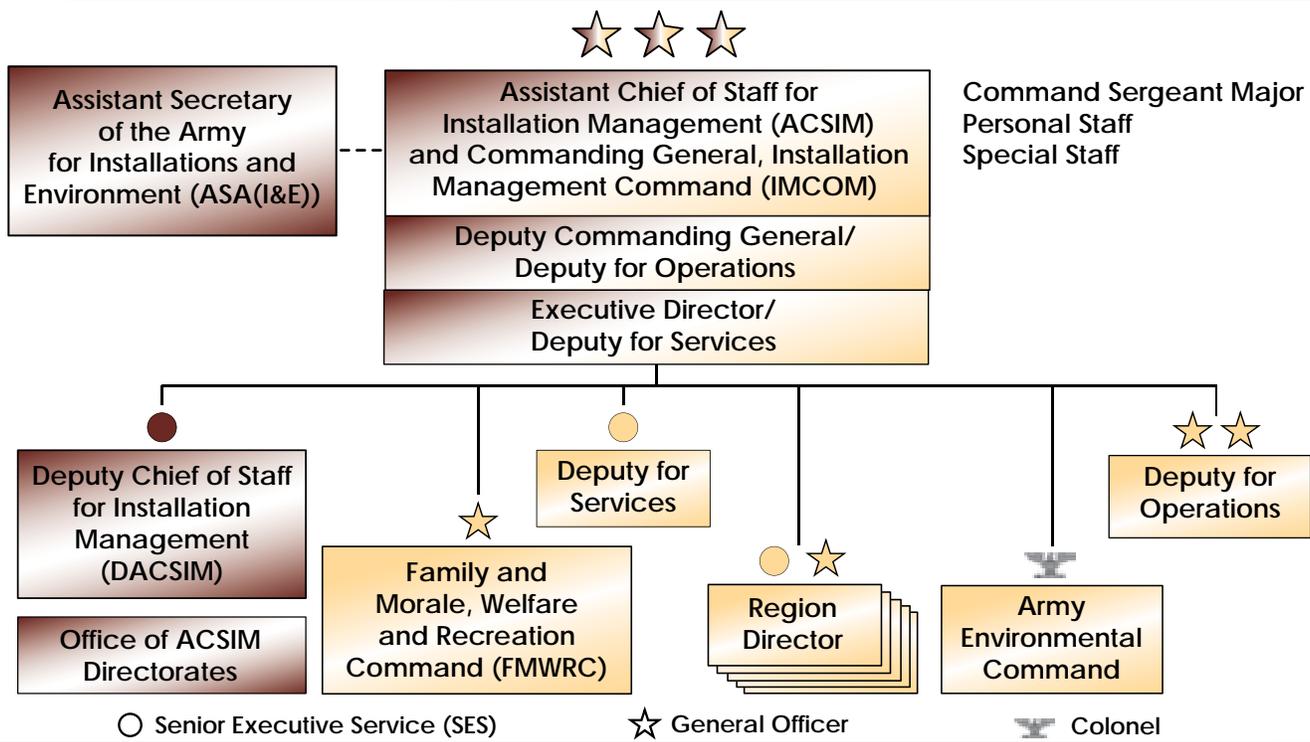
Regardless of the new BCTs' stationing locations, expanding the size of the Army brings with it a requirement to provide and adequately resource training areas, ranges, barracks, family housing, schools and other quality-of-life projects that contribute to retaining the All-Volunteer Force and ensuring combat and family readiness.

Reorganization of Installation Support. In October 2006, the Army consolidated the Installation Management Agency (IMA), the Community and Family Support Center (CFSC) and the Army Environmental Center (AEC) under a single three-star command—the **Installation Management Command (IMCOM)**. The commanding general of IMCOM also serves as the Assistant Chief of Staff for Installation Management (ACSIM)—the principal military advisor to the senior leadership of the Army for installation readiness. The primary objective of this reorganization and command activation was to create a more effective, efficient and capable organization to ensure that the Army is supported by world-class installations. In addition, CFSC was reflagged as the Family and Morale, Welfare and Recreation Command (FMWRC) and AEC as the Army Environmental Command. As part of BRAC implementation, the Army Installation Management Team (AIMT)—these commands, along with Headquarters, IMCOM—will move to Fort Sam Houston, Texas, no later than 15 September 2011.

To address the needs of a transformed Army—a U.S.-based expeditionary force built around smaller, more agile and capable formations—the AIMT is also transforming, flattening its organization to give more authority to its regions and garrisons to be more responsive to Army commanders and better



The Army Installation Management Team



Source: Headquarters, Department of the Army

serve Soldiers, Army civilians and family members. Some examples of IMCOM's responsiveness include developing an information technology investment strategy, building an "expeditionary garrison" capability beginning in 2007 to support Joint Task Force Bravo in Honduras, and providing better installation support to families of deployed Soldiers through Army Community Service and Family Readiness Support Advisors.

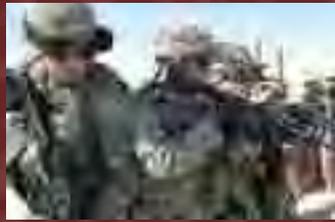
Transformation of Army Installations

The Army has developed four overarching and interrelated strategies to form the foundation for providing forces and capabilities to combatant commanders.³ Installations play an important role in each. The Installation Management Team has key responsibilities within all four of the strategies:

- to manage the Army's installations and facilities in support of **"providing relevant and ready manpower"** through mobilization;
- to enable the **"training of Soldiers and adaptive leaders"** by providing and maintaining high-quality training areas and ranges;
- to help **"sustain an All-Volunteer Force"** by providing a high quality of life, caring for Soldiers, Army civilians and families, and improving Soldier and family housing; and
- to **"provide infrastructure and support"** by adjusting the Army's global footprint to create "flagships of readiness."

To fulfill its strategic roles and missions, the Army is dramatically improving its capacity to train Soldiers and

³ 2007 Army Posture Statement available online at <http://www.army.mil/aps/07/index.html>.



leaders as well as to generate combat power, especially in wartime. The transformation of the Army's support infrastructure is designed to increase its ability to:

- furnish tough and realistic training;
- prepare and deploy forces;
- provide standards for quality of life that Soldiers and families deserve;
- establish modern working conditions for Army civilians; and
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This transformation integrates the actions required to build a modular and modernized Army—which allows divesting of Cold War bases and facilities to create the global infrastructure required for the 21st century. The Army has established key mission priorities to ensure installations are flagships of readiness and provide the quality of life consistent with the service Soldiers provide to the nation.

Ensuring Force Readiness

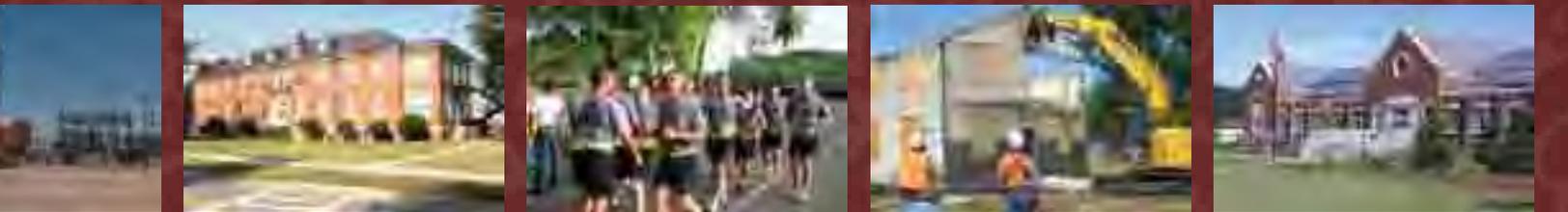
Priority: To support Army force generation and training. Army installations provide forces with the capability to train, mobilize and deploy simultaneously, through the Army Force Generation (ARFORGEN) process (see chart on page 11). Installations provide the facilities, ranges and maneuver areas to prepare Soldiers and units to conduct full-spectrum operations—from peacetime engagement with friendly nations to major combat.

Moreover, these facilities are combat enablers, capable of providing rigorous and realistic training to produce cohesive and skilled formations. Leading this effort are the Army's four Combat Training Centers: the Battle Command Training Program (BCTP) at Fort Leavenworth, Kansas; the Joint Readiness Training Center (JRTC) at Fort Polk, Louisiana; the National Training Center (NTC) at Fort Irwin, California; and the Joint Multinational Readiness Center (JMRC) at Hohenfels, Germany. Examples of training environ-

ments that allow Soldiers to train as they fight can also be found on other installations, including those (such as Fort Bragg, North Carolina, Fort Hood, Texas, and Fort Lewis, Washington) that support divisions and BCTs and others (such as Fort Dix, New Jersey) that provide support-brigade training. These installations have constructed replications of the Forward Operating Bases found in Iraq and Afghanistan to enhance training realism for their deploying Soldiers. The Army National Guard also has an Urban Training Center (UTC) in Muscatatuck, Indiana, which has 1,000 acres with more than 400 buildings that can be used for multiple urban combat training events. Using these and other facilities, the Army continues to enhance its training programs to support the requirements of ARFORGEN and the transition to the Army's modular force.

Army installations also provide the infrastructure to support mobilization, deployment and demobilization operations. Currently 23 Army installations are identified as “force-generation platforms”; they are further defined as either power-projection platforms (installations that deploy one or more brigades), power-support platforms (installations that deploy individuals or reserve component combat support or combat service support units) or power-generation platforms (installations that conduct force generation and training operations). These 23 installations project Army combat power, provide mobilization and training areas, house and maintain equipment sets, provide the necessary installation support for deployed units, and ensure the readiness and quality of life of family members while Soldiers are deployed.

The Army's Base Operations Support (BOS) and Sustainment, Restoration and Modernization (SRM) programs are the keys to ensuring installations are ready and capable of supporting generating forces. Sustainment funding maintains all of these facilities on a year-to-year basis, while restoration and modernization funds refit or modernize aging infrastructure and facilities to extend their life expectancy. Without SRM, facilities deteriorate to a point where operations are impacted. BOS funds have two primary purposes: first, to provide a common set of services that allows operational forces



Flagship Installations Supporting Every Phase of Army Force Generation

Reset and Train Pool *preparing for worldwide deployment*

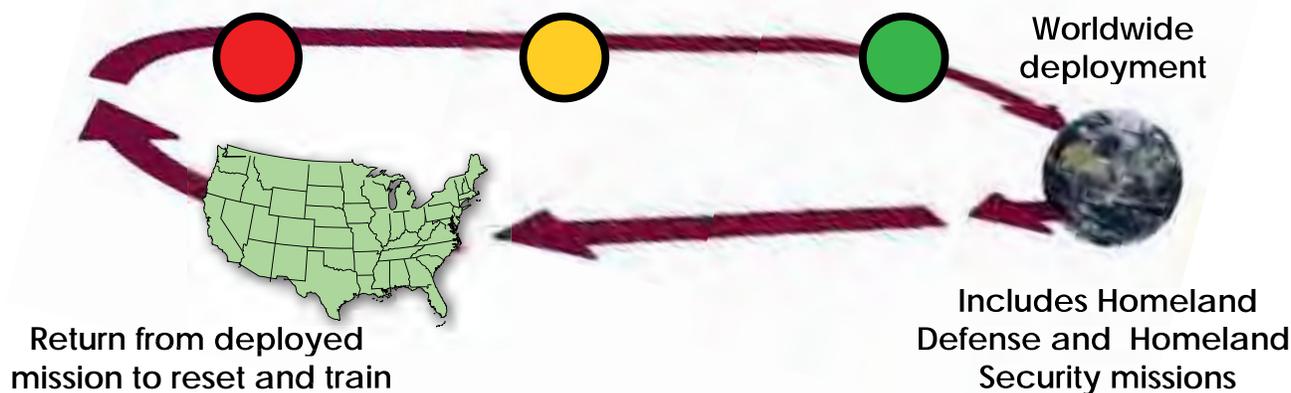
- facility support to individual training
- maintenance support to reset with Army Materiel Command
- redeployment of Soldiers/equipment
- reintegration training

Ready Pool *eligible for worldwide deployment*

- facility support to collective training
- mobilization support
- build combat power
- link to 1st Army

Available Pool *available for worldwide deployment*

- deployment support
- reachback support
- family support
- flagship program



Army Force Generation (ARFORGEN) is the structured progression of increased unit readiness over time resulting in recurring periods of availability of trained, ready and cohesive units. These units are task-organized in modular expeditionary forces, tailored for mission requirements, and prepared for operational deployment in support of combatant commanders' or civil authorities' requirements. They are sustainable and have the capabilities and depth required to conduct the full range of operations in a persistent conflict. Operational requirements drive the ARFORGEN training and readiness process. The same requirements support the prioritization and synchronization of resourcing, recruiting, organizing, manning, equipping, training, sustaining, mobilizing and deploying cohesive units more effectively and efficiently.

The goal is to achieve a sustained, more predictable posture to generate trained and ready modular forces. Tailored for joint mission requirements, these forces preserve the capability to defend the homeland; to provide defense support to civil regions; and to surge to conduct major combat operations when required. They are managed in a way that maintains the quality and overall health of the All-Volunteer Force.

Source: Headquarters, Department of the Army



Force Generation Platform Concept



Fort Buchanan, PR

Legend

- ◆ Power-generation platform (6)
- ◆ Power-projection platform (10)
- ◆ Power-support platform (7)

- Joint platform
- OCONUS (outside the continental United States) Power-projection platform
- OCONUS Mobilization station

Source: Headquarters, Department of the Army

to focus on their key wartime mission, and second, to provide communities and services that sustain the All-Volunteer Force.

Priority: To provide infrastructure and support. Previous Army transformation efforts focused on changing doctrine, technology or organization to improve the Army's ability to support the global mission. Today's Army transformation also focuses on revolutionizing installation infrastructure and

business processes, recognizing that they are essential to the Army's mission. Some examples of these efforts include:

- **Joint Basing.** As a major provision of BRAC 2005, the Army, Navy and Air Force will begin standing up 12 joint bases in October 2007. Each joint base will comprise the installations of two or more military services, located near or next to each other. Administrative functions, usually duplicated



at each installation, will be consolidated and a common set of standards established to increase overall efficiency. Administrative leadership will be assigned to one military branch at each joint base. The Army will lead two of the 12 joint bases, one at Fort Lewis/McChord Air Force Base in Washington and the other at Fort Myer/Henderson Hall (Marine Corps) in Virginia.

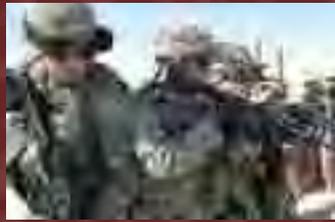
- **Installation Connectivity.** Connectivity—the networks that link various programs and devices to enable communication across platforms—is essential to the warfighter whether at home or in the field. Presently, the Army’s Installation Information Infrastructure Architecture (I3A) is expanding installation connectivity—vital information hubs, deployment platforms and sustainment bases—to help reduce deployed forces’ in-theater footprint and give commanders access to geographically dispersed joint, interagency and multinational support infrastructures when deployed. Also, I3A’s connectivity enables integrated live, virtual and constructive (LVC) training by bringing training center and schoolhouse capabilities to Soldiers at their home station installations through embedded training (ET, on-demand training built directly into operational systems) and distributed training (DT, training delivered to multiple participants at the same or multiple sites). Training simulations are now more realistic because connectivity allows increased and diverse participation; Soldiers from different units, located at different bases, can use ET-enabled equipment to simultaneously participate in DT from schoolhouses at their respective bases.
- **Military Construction Transformation (MT).** Because technological innovations over the next decades will exponentially increase a unit’s ability to draw support from its home station across the extended battlespace, Soldiers will increasingly depend on their home stations for support. As a result, the Army understands that disruptions to



unit and Soldier readiness—particularly that from Military Construction (MILCON)—must be minimized. In partnership with private industry, the U.S. Army Corps of Engineers (USACE)—as the Army’s executing agent for construction and real estate leasing—has embarked on an initiative to significantly improve MILCON response times, cost and delivery through MT.

The key is USACE’s aggressive implementation of facilities standardization and performance-based criteria. MT’s success can already be seen in the 30 percent decrease in construction delivery times and in the 15 percent reduction in construction costs through the use of standard, environmentally sustainable designs that incorporate Leadership in Energy and Environment Design (LEED) standards at the Silver level or greater,⁴ regional contracts and premanufactured solutions. Employing the next generation of standard facility designs meets two fundamental objectives—distribution of Army MILCON resources that meets fielding and stationing timelines and the flexibility to adapt

⁴ The LEED program is a nationally accepted benchmark for the design, construction and operation of high-performance green buildings. For more information, see U.S. Green Building Council, LEED for New Construction Fact Sheet, <http://www.usgbc.org/ShowFile.aspx?DocumentID=2071>.



to change. These flexible designs maximize the use of space for more than one function or task with little or no modification, reducing the need for MILCON. Functions—e.g., maintenance, training and logistics—can be consolidated in a single complex.

- **Installation Design Standards (IDS).** As one of the Institutional Army Transformation initiatives, IDS creates a roadmap for efficient, functional, secure and aesthetically pleasing physical environments conducive to attracting and retaining skilled and motivated personnel. Innovations in living and working facilities are continuously incorporated to improve the quality of life and predictably for Soldiers over the long term. The Army began in FY 2006 to transform MILCON to support restructuring and BRAC. This includes standardizing facilities as a means to achieve savings and benefits in planning, programming, design, construction and maintenance of Army facilities.
- **Utilities Privatization.** DoD's move to privatize installation utilities is intended to allow the military to focus more on its core warfighting mission while still maintaining safe, reliable and efficient utility services for installations. Moreover, utility privatization pays financial and efficiency dividends by capitalizing on the economies of scale, expertise and financing available in private industry. Under DoD direction, all military service-owned electric, natural gas, water and wastewater utility systems were privatized unless security concerns required federal ownership or evaluation determined that their privatization was uneconomical. As of 30 September 2006, the Army had privatized 118 CONUS-based utilities systems and determined that 158 are uneconomical to privatize. The Army will complete its evaluation of its remaining 75 systems by September 2011.
- **Army Energy Strategy.** The Army is also creating efficiencies and realizing cost savings through the Army Energy Strategy, which establishes the

framework for meeting the challenges posed by rising energy prices, potential energy shortages, aging infrastructure and a changing global environment. The strategy is founded on five initiatives:

- eliminating energy waste in existing facilities;
- increasing energy efficiency in renovation and new construction;
- reducing dependence on fossil fuels;
- conserving water resources; and
- improving energy security.⁵

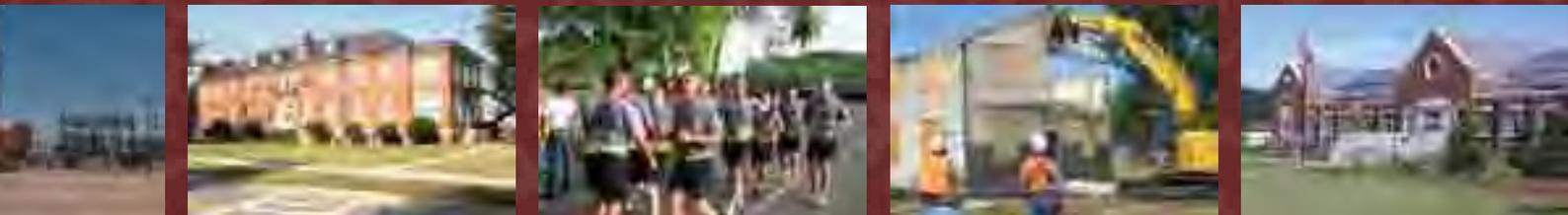
Ensuring Quality of Life

Priority: To improve Soldier and family quality of life. In addition to their integral role in ensuring Army readiness, installations also are communities. Through them, the Army seeks to provide the All-Volunteer Force and their families with a quality of life that matches their service and commitment to the nation.

Through a variety of means, such as Family Readiness Groups (FRGs) and Army Well-Being programs, the



⁵ See AUSA Torchbearer National Security Report *Sustaining the Mission, Preserving the Environment, Securing the Future*, February 2007, available online at <http://www.ausa.org/WEBpub/DeptILW.nsf/byid/JRAY-6Z3TXZ>.



Army cares for Soldiers and their families through its installations. To focus resources, measure success and address the needs of an Army at war, a comprehensive Army well-being framework coordinates these numerous Army-wide quality-of-life initiatives. FRGs—including Virtual Family Readiness Groups—are the centerpiece of the Army’s efforts to take care of families before, during and after Soldier deployments. The new Army Family Readiness Deployment Assistance program, which provides administrative and logistical support to FRG leaders and rear detachment commanders, has successfully helped families to cope with the stresses of deployments and separation. For example, because of the critical role that local schools play in providing support and stability for the Army family, FRG leaders, the installation’s school liaison officer and local public school district officials work together closely. These and other morale, welfare and recreation programs reduce the stress of daily challenges, enhance the mental and physical fitness of Soldiers and their families and respond to unforeseen events such as extended deployments.

Since installations are critical to serving the needs of Soldiers and their families, they must be responsive and adaptive institutions. In 2006, the Army gave U.S. Army Garrison Alaska special recognition for its actions in support of Soldiers and their families. After the 172d Stryker Brigade Combat Team’s deployment to Iraq was unexpectedly extended by four months, the garrison staff—along with experts and volunteers from around the Army—stepped in to help families cope with the extension. The garrison opened new family assistance centers to help families deal with household moves already in progress and to assist in making new housing, travel and legal arrangements. The Army provided additional staff support to the garrison by deploying a team of specialists to augment the full range of family and morale, welfare and recreation services, the installation’s FRG, the Family Assistance Center, child care and chaplain services. Because of their successful response, the Army is using this garrison as a model for handling unit extensions at installations in the future.

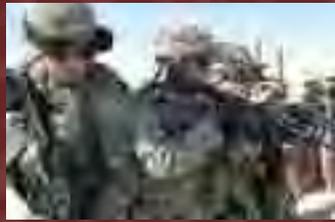
Priority: To improve Soldier and family housing. Housing is one of the most important ways the Army provides Soldiers and families with a quality of life

that acknowledges and supports their service to the nation. Housing and education programs, among other initiatives, have a positive and enduring effect on Soldiers’ morale and contribute immeasurably to the Army’s ability to recruit and sustain the All-Volunteer Force.

Through the **Army Barracks Modernization Program**, the Army combines funding from MILCON and Operation and Maintenance budgets to modernize all permanent-party Unaccompanied Personnel Housing (UPH) facilities to DoD standards. The Army’s FY 2008 budget submission marks the 15th consecutive year the Army has supported the barracks modernization program. In its FY 2008 budget, the Army will be able to fund 82 percent of the “1+1” standard—modules of two bedrooms/one bath with cooking area/appliances—for permanent-party Soldiers. At current funding levels, the Army will be able to resource 100 percent of permanent-party barracks modernization by FY 2013, with construction ending in 2015.

The Army is also starting to improve training barracks for its 87,800 trainees in Basic Combat Training (BCT), Advanced Individual Training (AIT), One Station Unit Training (OSUT) and Advance Skills





Caring for Soldiers, Families and Civilians

- **Army Community Service (ACS)** enhances the commander's ability to provide comprehensive services that support the readiness of Soldiers, Army civilians and their families, including adapting available services to the unique needs of each installation. The Army is committed to providing a full range of essential services to Soldiers and their families to ensure family preparedness and resiliency, improve readiness and support recruitment and retention. Family Readiness Program Support reduces family tension by training and properly preparing Soldiers and families for deployments and reunions.
- **Army One Source**, implemented in August 2003, is a virtual community support service. It is available worldwide 24 hours a day to Soldiers, deployed DoD civilians and family members who can use the service to report domestic abuse, child abuse and threats of harm to self and others. By providing a private service where Soldiers and family members in need can call or go online and get help, the Army is using effective risk communication strategies to mitigate the negative effects of the deployment cycle and improve well-being and readiness.
- **Army Spouse Employment Partnership (ASEP)** is a self-sustaining and expanding partnership that is mutually beneficial to the Army and private industry. The partnership provides Army spouses with the opportunity to achieve personal and professional employment goals through enhanced employment options and career mobility. Corporate partners benefit as well, by obtaining access to a readily available, diverse and talented pool of candidates. Since its launch in July 2005, Military Spouse Job Search (www.msjs.org)—the ASEP-sponsored jobs and résumé database—has been a successful tool for military spouses to submit résumés, apply for jobs and obtain career information, and for ASEP business partners to post job openings and search résumés. ASEP is also linked to America's Job Bank, the vast Department of Labor database, providing spouses daily access to thousands of new jobs with military-friendly employers. Currently there are more than 50,000 job postings; the number of job postings changes daily as some jobs are filled and others are newly advertised.
- **Multi-Component Family Support Network (MCFSN)** integrates and synchronizes existing Army Community Service/Family Programs and Child and Youth Services to ensure all active Army and mobilized Army National Guard and Army Reserve families receive the services they need, regardless of active or reserve component status or geographical location. MCFSN provides families with ready access to support services through networked systems, trains Army service providers on all authorized services available to Soldiers and families in each component (active, Guard and Reserve) and unifies the efforts of military and civilian service providers through Inter-Service Family Assistance Committees—which meet to discuss programs, issues and concerns facing military families in their area. The end result is adaptive and predictable support for Soldiers and families.
- **Virtual Family Readiness Group (VFRG)** is a web system that provides the functionality of a traditional Family Readiness Group in an online, computer setting to meet the needs of geographically dispersed units and families across all components of the Army. The VFRG links deployed Soldiers, their families, the FRG leader, the unit commander, the rear detachment and other family readiness personnel on their own controlled-access web portal to facilitate the exchange of information and provide a sense of community.
- **Child and Youth Services School Transition Support** is accomplished through a variety of programs and initiatives that provide strategies and resources for garrisons, school districts and parents/guardians that face the challenges associated with moving from one school to another. The Army School Transition Plan is designed to develop and implement strategies that prepare Army families for successful transition of more than 45,000 military-connected students in the United States and school systems that support families of Soldiers deployed outside the United States.
- **Impact Aid** is the funding that public school districts—which provide education for the majority of military children—receive from the Departments of Education and Defense to cover the unbudgeted costs incurred from educating military children. Without this aid, already-stressed local school budgets would be pushed to the breaking point and military children would not get the education they deserve.



Training (AST) across 17 installations. The Army strategy is to maximize the use of existing inventory, modernize or reconfigure buildings, build where deficits exist, eliminate “relocatables” (portable temporary structures used for a limited period of time) and sustain existing adequate training barracks. Today, only 24 percent of trainee barracks are considered “adequate.” With current funding levels, the Army will not be able to resource all training barracks until FY 2015, with construction ending in FY 2017.

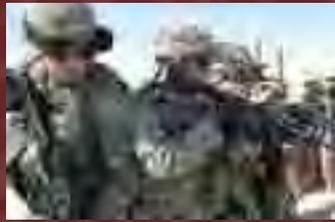
The **Residential Communities Initiative (RCI)** is the Army’s family housing privatization program. RCI is a primary component of the Army’s plan to eliminate inadequate military family housing using a combination of traditional military construction, Basic Allowance for Housing increases and privatization. RCI is critical to the Army’s goal to eliminate inadequate housing and sustain quality residential communities for the long term. By the end of September 2006, the Army had privatized family housing at 33 installations, with an inventory of 72,000 homes. These 33 installations will complete \$9.6 billion in work during the initial development period. By October 2007, the Army will have privatized housing at three additional locations and expanded privatized housing to support stationing decisions at three installations already privatized. These additions will increase the inventory by 4,555 homes, for a total of more than 76,500 privatized homes. By 2010, when the project reaches end state, the Army will have privatized 86,273 homes on 45 installations, or 98.5 percent of its entire U.S. family housing inventory. RCI allows the Army to leverage private-sector capital and best practices, achieving results faster and more economically than through traditional military construction processes.

Single Soldiers deserve the same high-quality construction standards in their housing that has been more recently provided to married Soldiers. Like all housing, modern barracks have been shown to significantly increase Soldiers’ morale. **Privatized Unaccompanied Personnel Housing (UPH)** is the Army’s program to privatize senior bachelor enlisted quarters (SBEQ)—occupied by noncommissioned officers (NCOs) from the staff sergeant through the



sergeant major ranks—and bachelor officer quarters (BOQ). Although family housing has been the primary objective of the RCI program, the Army has incorporated some UPH accommodations into RCI projects on a limited basis due to shortages of adequate/affordable off-post rentals. In 2004, the Fort Irwin, California, RCI family housing project included 200 UPH apartments for sergeants first class and above, as well as officers. In 2005, the Army approved expansion of the Fort Drum, New York, RCI program to include 192 UPH apartments for senior NCOs and officers, and in October 2006, Army approved the addition of UPH apartments for senior NCOs and officers at Fort Bragg, North Carolina, Fort Bliss, Texas, and Fort Stewart, Georgia. In November 2006, the Defense Department approved the Army’s concept to proceed with project plan development at these installations. These projects will require final approval from Headquarters, Department of the Army, the Office of the Secretary of Defense and the Office of Management and Budget, and review by Congress.

The Army is also committed to improving its transient lodging as a means of sustaining the quality of life of Soldiers and families. Believing that lodging on Army installations should be of a quality equal to that available to the civilian population beyond the installation, the



Residential Communities Initiative (RCI) (45 Installations)

35 Installations (74,500 Homes) Transferred

- Fort Carson, CO – November 1999
- Fort Hood, TX – October 2001
- Fort Lewis, WA – April 2002
- Fort Meade, MD – May 2002
- Fort Bragg, NC – August 2003
- Presidio of Monterey-Naval Postgraduate School, CA – October 2003
- Fort Stewart-Hunter Army Air Field, GA – November 2003
- Fort Cambell, KY – December 2003
- Fort Belvoir, VA – December 2003
- Fort Irwin-Moffett Field-Camp Park, CA - March 2004
- Fort Hamilton, NY – June 2004
- Walter Reed Army Medical Center, DC / Fort Detrick, MD – July 2004
- Fort Polk, LA – September 2004
- Fort Shafter / Schofield Barracks, HI – October 2004
- Forts Eustis-Story, VA – 2004
- Fort Leonard Wood, MO – March 2005
- Fort Sam Houston, TX – March 2005
- Fort Drum, NY – May 2005
- Fort Bliss, TX-White Sands Missile Range, NM – July 2005
- Fort Benning, GA – January 2005
- Fort Leavenworth, KS – March 2006
- Fort Rucker, AL – April 2006
- Carlisle Barracks, PA-Picatinny Arsenal, NJ – May 2006
- Fort Gordon, GA – May 2006
- Fort Riley, KS – July 2006
- Redstone Arsenal, AL – October 2006
- Fort Knox, KY – January 2007



- **End of Fiscal Year 2007:** 76,000 homes at 36 installations privatized – 88 percent of all Army Family Housing (AFH) in the continental United States (CONUS)
- **End State:** 86,273 homes at 45 installations privatized – 98 percent of all AFH in CONUS

Ten installations (eight projects/ 11,773 homes) in solicitation or under development – estimated transfer

- Fort Lee, VA – September 2007
- West Point, NY – March 2008
- Fort Jackson, SC – September 2008
- Fort Sill, OK – November 2008
- Forts Washington-Greely, AK – January 2009
- Fort Huachuca-Yuma Proving Ground, AZ – April 2009
- Aberdeen Proving Ground, MD – August 2009
- Fort Richardson, AK – March 2010

\$10 private investment for every \$1 Army invests (Office of the Secretary Defense goal is ≥ 3 to 1)

Source: Headquarters, Department of the Army



Army is using the **Privatization of Army Lodging** (PAL) program to realize that goal. Through PAL, the Army partners with private-sector firms to manage, construct, renovate, maintain and operate transient lodging on Army installations throughout the continental United States, Alaska, Hawaii and Puerto Rico. Of the more than 17,000 lodging rooms currently Army-operated in these areas, 80 percent are in need of replacement or major renovation. The cost for this revitalization exceeds \$1 billion and would take more than 20 years to complete through traditional means. The

PAL program, however, gives the Army the ability to leverage private-sector capital and best business practices to provide quality facilities today at a fraction of the price. The Army provides long-term leases and conveys existing lodging facilities, which gives private developers—selected through a flexible, streamlined competitive process—a reasonable, negotiated rate of return and minimizes Army expense. The private developer also ensures that reinvestment accounts are sufficient to maintain over time the high-quality facilities Soldiers deserve.

Privatization of Army Lodging (Group A Projects*)

PAL objective - To improve the quality of on-post lodging for Soldiers and their families through partnerships with the private sector.



Fiscal Year 2006

Selected
developer

Fiscal Year 2007

Develop
construction
timelines

Fiscal Year 2008

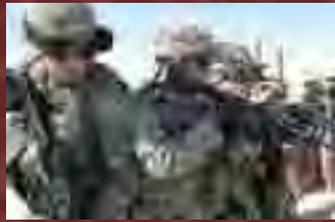
Transfer
facilities
to developer

FYs 2011-13

Complete
construction

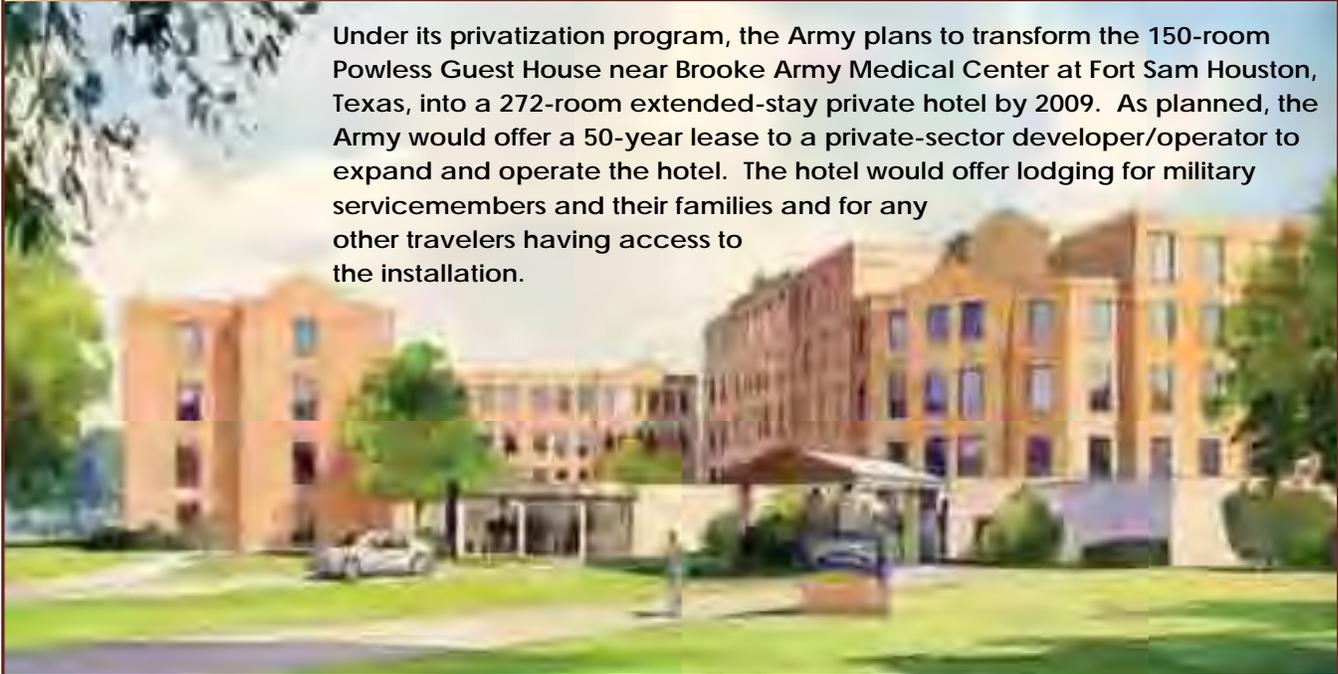
* Groups B and C Projects under planning.

Source: Headquarters, Department of the Army



Army Lodging Fort Sam Houston, Texas

Under its privatization program, the Army plans to transform the 150-room Powless Guest House near Brooke Army Medical Center at Fort Sam Houston, Texas, into a 272-room extended-stay private hotel by 2009. As planned, the Army would offer a 50-year lease to a private-sector developer/operator to expand and operate the hotel. The hotel would offer lodging for military servicemembers and their families and for any other travelers having access to the installation.



Source: Headquarters, Department of the Army

What Is Needed

Recognizing that being unprepared is not an option, the Army has made great strides in improving its installations to ensure readiness and provide a quality of life equal to the sacrifice of Soldiers and families—all done while operating under fiscal constraints and fighting the war on terror. Now, as never before, installations as “flagships of readiness” play a significant role in the Army’s ability to support the National Defense and Military Strategies. However, installations need increased support, especially given the recent decision to expand the endstrength of the All-Volunteer Force. As Army Chief of Staff General Peter J. Schoomaker told the House Armed Services Committee,

Recent decisions to expand the Army reflect the clear recognition of the dangers we face and

the strain that five years of sustained demand has placed on the All-Volunteer Force. This will require a national commitment to sustain predictable resourcing over time and to build the force in a balanced, coordinated fashion, while providing adequately for the needs of our All-Volunteer Soldiers and their families.⁶

The Army faces a \$2 billion funding shortfall in FY 2007 for BRAC—a program that is inextricably linked to Army readiness and installations’ capabilities to support operational requirements, the Army’s transition to a modular force, the war on terror and Soldier and family quality of life. If the BRAC program is not fully funded, the Army will be forced to reprioritize 128 projects in FY 2008 and FY 2009, including barracks, child and youth centers and medical and dental clinic construction projects, as well as to possibly cut or delay

⁶ General Peter J. Schoomaker, Army Chief of Staff, in testimony before the House Armed Service Committee, 23 January 2007.



training, mobilization and deployment of forces in support of the war on terror. This creates a risk the nation cannot afford to take.

What is needed in FY 2008 and beyond is timely, adequate and predictable resourcing to support re-stationing from overseas as well as BRAC actions in the United States. Because more than 50,000 Soldiers and their families will be returning to the United States from Germany and elsewhere as part of the Army's GDPR program, barracks modernization and family housing privatization programs are more important than ever. They must be adequately resourced to meet the requirements of these Soldiers and their families. In addition, BRAC law requires that all 1,200 stationing actions be completed by September 2011, which will cost \$37.5 billion from FY 2008 through FY 2013 in MILCON investment alone—twice as much as the five-year MILCON program budget immediately preceding the terrorist attacks of 11 September 2001. To meet these requirements, what the Army needs (and has stated in its FY 2008 budget request) is:

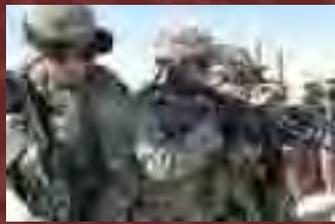
- \$4.02 billion for BRAC and GDPR to fund 89 MILCON projects:
 - 14 GDPR projects at Fort Bliss, Texas, and Fort Riley, Kansas;
 - 31 Army National Guard and Army Reserve projects in 18 states; and
 - 44 active component MILCON projects.



- \$4.04 billion for Military Construction Army (MCA) to fund:
 - improved barracks for more than 5,300 Soldiers;
 - improved ranges and training areas on 12 installations;
 - modular force facilities at Fort Drum, New York, and Fort Lewis, Washington, and in Italy; and
 - Forward Operating Base Camps in Bulgaria and Romania.
- \$1.16 billion in Army Family Housing (AFH) to fund:
 - 138 homes replaced or renovated;
 - 3,998 additional homes privatized; and
 - 42,600 government-owned and -leased homes sustained.

What Must Be Done

Soldiers and their families continue to make great sacrifices in fighting the war on terror; many units are on their third tour. Ensuring their quality of life matches the quality of their service to the nation is nonnegotiable, as is ensuring their readiness before deployment. Congress must recognize this obligation and properly fund and support the readiness and quality-of-life programs and



facilities that help recruit, prepare and retain a world-class All-Volunteer Force.

Congress and the Department of Defense must:

- increase base defense budget funding well beyond 4 percent of the Gross Domestic Product;
- increase the Army share of the DoD base budget to at least 28 percent;
- provide full, timely and predictable funding for the Army's Base Operations Support (BOS) program—the Army's goal is to at least meet installation "essential" needs in FY 2008 through an \$8.1 billion funding request;
- provide full, timely and predictable funding for the Army's Sustainment, Restoration and Modernization (SRM) program—the Army has requested \$2.7 billion in SRM for the active and reserve components;
- continue, in FY 2008 and beyond, investing in Military Construction—improving Army barracks, family housing and training ranges to retain and grow the All-Volunteer Force;
- provide full, timely and predictable funding for Base Realignment and Closure projects at the required level—the approximately \$2 billion shortfall needs to be added to the FY 2007 supplemental top line; FY 2008 requires funding for 89 MILCON projects at more than \$4 billion; and the Army has a commitment under BRAC law to provide new barracks for 6,719 Soldiers, new housing for 6,246 families and \$219 million for new training ranges; and
- reauthorize and fully fund Impact Aid to cover unbudgeted costs incurred as a result of additional military children attending public schools.





Torchbearer Message

Transformation is a journey, it is not a destination. . . . It involves the way we structure our installations; the way we train, equip, raise our soldiers; how we treat our families.

Army Chief of Staff General Peter J. Schoomaker,
quoted in Capt. Kristine Munn, “The times they are a-changin’,”
The Arkansas Minuteman, Fall 2005, p. 21

The emergence of new, less predictable threats after the end of the Cold War in the 1990s created a demand for missions requiring quicker mobilization times. In response, the Army began investing in installations as power-projection platforms, adding the capability and capacity to more rapidly deploy Soldiers and materiel by air, rail and sea. The security environment has become more demanding since the early 1990s, and the need for maintaining readiness more pressing.

Despite ongoing operations in the war on terror, the Army has committed to fulfilling the Base Realignment and Closure (BRAC) directives by 2011 and the Global Defense Posture Realignment (GDPR) directives by 2013; increasing the number of brigade combat teams from 70 to 76 and support brigades from 211 to 225, also by 2013; and growing active Army, Army National Guard and Army Reserve forces for the next five years. When these initiatives are completed, the Army will have repositioned approximately one-third of its force, affecting almost every Army installation.

The Army is committed to ensuring that installations continue as “flagships of readiness”—essential to supporting an expeditionary Army at war. Installations play a critical role in ensuring Soldier and family readiness and providing Soldiers and their families with the quality of life they deserve. The Army’s “installations as flagships” strategy will provide the right capabilities to support unit restationing, endstrength growth and the Army’s transition to a modular force while providing the high-quality housing, schooling and support services that are essential to helping retain the All-Volunteer Force.

Over the next five years, the Army will invest more than \$37 billion in Military Construction to support BRAC, GDPR, the modular force conversion and quality-of-life projects. This investment is important for the future of the nation’s landpower because it enables the Army to project combat power to the right place at the right time with the right forces. This investment builds, refurbishes or upgrades facilities that support Army modular formations and serves as a measure of the Army’s commitment to improving the quality of life of Soldiers and families.

For the Army to meet all these requirements, Congress must increase base and supplemental funding to properly resource installations. Funding must be full, timely and predictable. Congress must also recognize the obligation to properly fund and support the quality-of-life programs and facilities that are so vital to retaining and growing the All-Volunteer Force. Fulfilling this commitment to Soldier and family readiness and quality of life is nonnegotiable.

Installations serve a critical role in generating, projecting and supporting land combat power and are the centerpiece of the Army’s support system for Soldiers and their families, especially during a Soldier’s deployment. In this sense, they are as inseparable from and as important to the Army as any single weapon system or Soldier formation. Soldiers and Army families continue to make great sacrifices in fighting the war on terror, and the nation owes them a great debt of gratitude. The readiness of the Army’s formations and the quality of life of its Soldiers and families cannot be compromised.

Sustaining the overall viability of the All-Volunteer concept may well be our greatest strategic challenge. Our installations play a vital role in this effort—by providing homes and communities for our Soldiers and families as well as safe, modern workplaces for the many civilians who support our Army. . . . To prepare, to generate and to sustain forces, we will demand more from our global infrastructure of bases, depots, arsenals, equipment sets and the network which connects them. Our installations provide the foundation of our ability to execute the National Defense Strategy.

2007 Army Posture Statement



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