



US Army Corps
of Engineers

MILITARY MISSIONS

**STRATEGIC
CONCEPT**

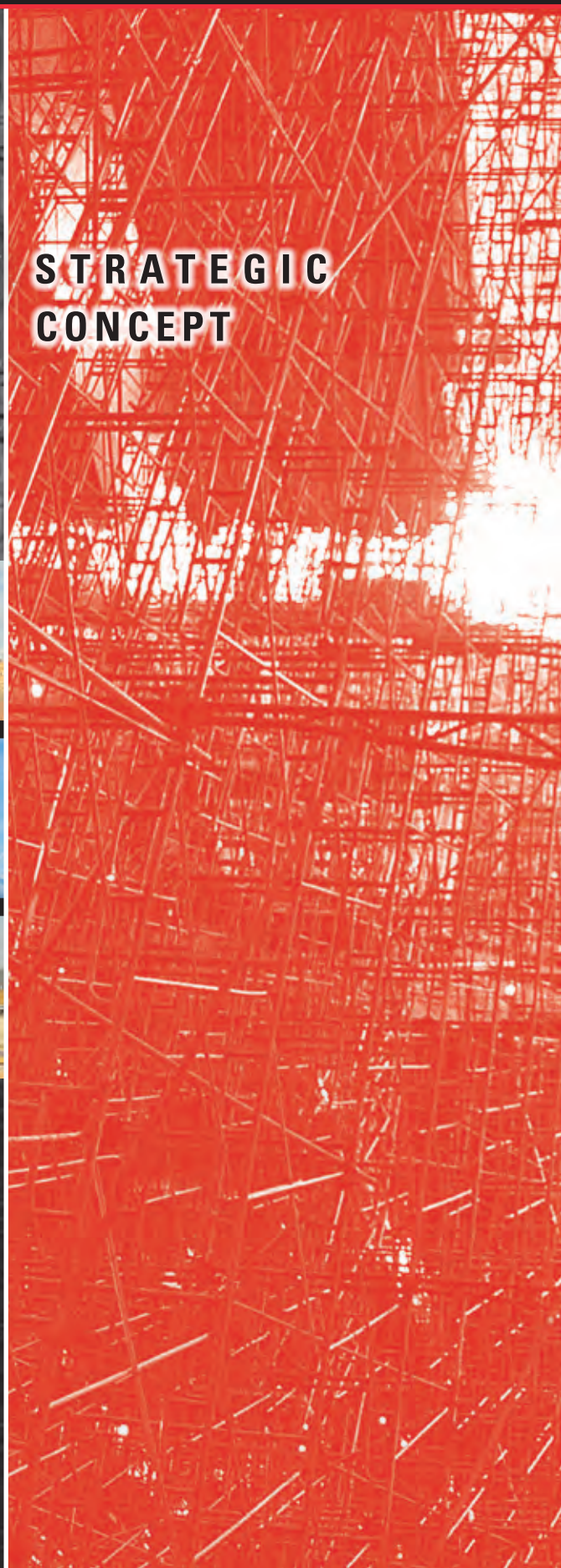
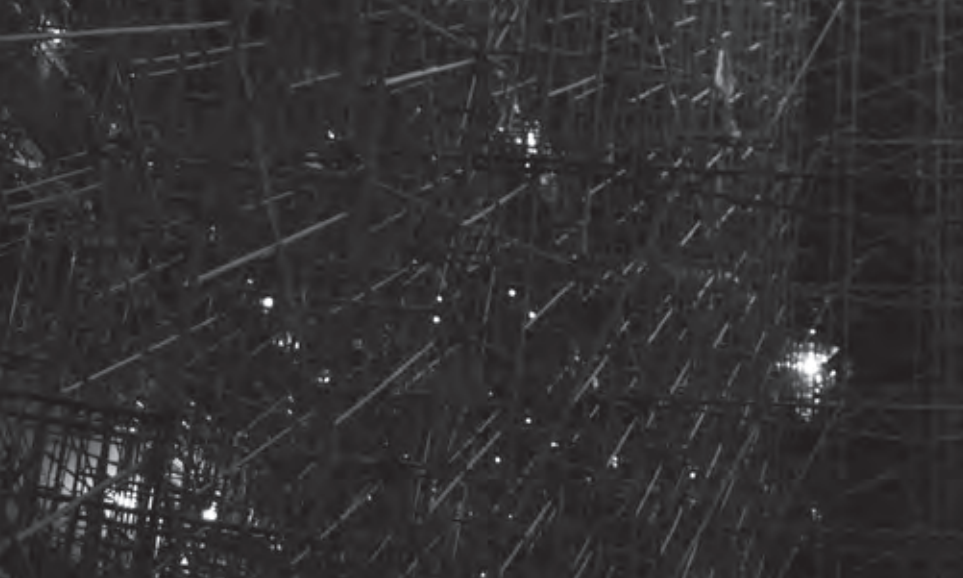


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DEPARTMENT OF THE ARMY
HEADQUARTERS, U.S. ARMY CORPS OF ENGINEERS
WASHINGTON, D.C. 20314-0000
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USACE Military Missions Team Members,

I am pleased to present the USACE Military Missions Strategic Concept (MMS) for FY12-15 outlining the critical organizational capabilities we intend to build in the coming years to supplement our current organizational strengths.

Development of the MMS began with a detailed analysis of future operating environments (scenarios), missions, customers, and capabilities. The analysis was conducted by an integrated team from our military mission lines, MSCs, Districts, and Centers. The results enabled us to develop a focused strategic direction statement for our Military Missions Area, along with a set of new capabilities (or critical success factors) judged necessary for our future success.

One of the team's key findings is reflected in the title of the strategic concept: the term "Military Missions" signifies the need to shift our thinking from stovepipe "programs" to a more holistic, integrated approach to providing services drawing from the full range of USACE expertise (including our Civil Works and Research and Development partners) in support of the military mission.

In the coming years we will use the MMS to guide revisions to the USACE Campaign Plan so that our strategic initiatives are integrated into the Campaign Plan. Building organizational capabilities will take time. However, we will make progress if we use the MMS as a road map and stay focused on the common Military Missions goal of being the nation's most effective and dynamic provider of military infrastructure and engineering services.

I am confident that by pursuing these new capabilities USACE can achieve ever higher levels of performance for the military and the Nation.

Building Strong,

Robert E. Slockbower, PE
Director of Military Programs

Soldiers of the 3rd Brigade, 505th Parachute Infantry Regiment conduct physical training outside new barracks at Fort Bragg.



Foreword

Over the past decade the Army Corps of Engineers Military Missions delivered historic levels of military infrastructure to the Army, DoD, and the Nation. From the Base Realignment and Closure program, to Army Transformation, Grow the Army, and two major overseas conflicts USACE Military Missions performed exceptionally. These accomplishments represent another notable chapter in our 200-year history of service to the Army and the Nation, in both domestic and international theaters of operation.

As in the past, when one historic era ends, a period of change and adjustment begins. Such upheavals call for vigilance and preparation to anticipate and understand change in our operating context, as well as that of our stakeholders. Such adaptation calls for each of us, as leaders and managers, to embrace the responsibility of leading change in each of our areas.

As we move forward, our ability to respond to emerging trends, world events, and national priorities will depend on sustaining our best current capabilities while adding critical new capabilities that improve our performance. Our existing capabilities, or Core Competencies, are: execution focus; technical proficiency; integrated teamwork; contingency engineering; and accountability.

These Core Competencies were developed over time and enable us to deliver superior performance at peak levels. To these significant strengths we will emphasize new capabilities that address complexity, innovation, change, relationships, competency, and risk. Together, this mix of current and new capabilities will position us for continued success in solving complex defense and national infrastructure challenges.



USACE team receives international Holcim Prize for innovative future oriented concepts on sustainable design. Team's entry, "Roadmap to Ft. Leonard Wood Net Zero by 2030", was cited by jury for serious and profound (sustainability) strategy, based on impressive multidisciplinary research.



I. Introduction

A. *Purpose of the Military Missions Strategic Concept*

The purpose of Military Missions Strategic Concept (MMSC) is to determine the essential organizational capabilities required for Military Missions to excel in an uncertain future and to lay out a concept that improves current capabilities while growing critical new capabilities. The MMSC includes a thorough evaluation of current missions and customer requirements and considers plausible new missions and customers. As a result, the MMSC will drive smart change within the organization by informing strategic decision making and focusing resources on those capabilities most valuable to DoD and the Nation.

B. *Relationship to USACE Campaign Plan*

The USACE Campaign Plan is the enterprise-level plan setting goals and objectives for USACE to serve its stakeholders and the Nation. The Military Missions Strategic Concept is a program-area strategic concept that supports the actionable goals and objectives of the USACE Campaign Plan. The MMSC addresses those activities where USACE has a direct or indirect role to support the Army and our Nation. MMSC themes and strategic objectives support the USACE Campaign Plan.

C. *Definition of Military Missions*

The term “Military Missions” (MM) refers to the combined forces of USACE, including the Directorates of Military Programs, Civil Works, Engineering Research and Development, Human Resources, Contracting, and all other sub-elements and staff offices supporting the Army Campaign Plan and the National Military Strategy.

This term is used instead of “Military Programs” because it captures all USACE organizational support for our military mission rather than just those offices inside the Military Programs Directorate. It is intended to include activities of Directorate of Contingency Operations (DCO) and the Office of the Chief of Engineers (OCE) which directly relate to MM activities. It is an expansive term acknowledging the interconnectivity of the whole organization.

D. *What is a capabilities-based strategic concept?*

Capabilities are complex combinations of skills, knowledge, technologies, and processes developed over time to accomplish broad sets of missions—such as the capability to execute complex construction projects globally. A capabilities-based strategic concept identifies broadly applicable organizational capabilities useful across changing national priorities and global circumstances. For the MMSC, these capabilities are classified into three groupings: current foundational strengths, or Core Competencies; Table Stakes or capabilities required to stay competent with a line of business; and Critical Success Factors, or emerging capabilities for the future that will distinguish the organization from its peer group and refine the ability of mission areas to deliver quality products and services.

E. *How scenarios help*

A scenario-based strategic planning method serves to broaden enterprise and individual awareness beyond limits of current circumstances by challenging common biases toward overconfidence, tunnel vision, risk aversion, and ambiguity. Scenarios help circumvent such biases and assumptions by building multiple

future states that may not seem imminent, but are plausible. Considering several plausible futures allows the enterprise to identify key capabilities that could be valuable in various circumstances. In an increasingly complex and uncertain environment, this allows consideration and preparation for a wide array of changes, even those thought unlikely.

F. *How this concept was developed*

To develop the MMSC, a diverse group of stakeholders participated in a series of workshops over the course of more than a year. Workshop topics included: scenario development, mission lines analysis, core competencies, critical success factors, table stakes, benchmarking, gap analysis of critical success factors, mission-direction statement, and strategic themes and strategic objectives. A more detailed description of the process is included in Appendix C.

G. *Mission Lines and Supporting Offices*

This document is the result of the professional expertise and judgment of the senior leaders and staff within the Directorate of Military Programs, its mission lines, and the offices and functions that support the directorate. Much of the analysis centers on the mission lines, current and potential customers, and the capabilities that will help the mission lines excel in meeting customer needs. In addition, all HQ offices and functions that support USACE Military Missions have been involved throughout our strategic planning process.



F-22 heavy maintenance facility - Hill Air Force Base, Utah.



Russian Minister of Defense tours Fort Belvoir Community Hospital during construction.

The five mission lines are:

- › Major Construction
- › Installation Support
- › Interagency and International Support
- › Environmental
- › Real Estate

Within the Directorate of Civil Works, major inputs and interest in Military Missions were received from Engineering and Construction.

Additionally, the Engineering Research and Development Center supports Military Missions through its labs and centers:

- › Construction Engineering Research Laboratory
- › Cold Regions Research and Engineering Laboratory
- › Coastal and Hydraulics Laboratory
- › Environmental Laboratory
- › Geotechnical & Structures Laboratory
- › Information Technology Laboratory
- › Topographic Engineering Center

Enabling offices are also critical to overall success of the mission area:

- › Directorate of Resource Management
- › Directorate of Human Resources
- › Directorate of Contracting
- › Directorate of Corporate Information
- › Directorate of Contingency Operations
- › Directorate of Logistics
- › Office of the Chief Counsel
- › Strategy and Integration Office
- › Public Affairs Office
- › Office of Safety and Occupational Health
- › Office of History

H. Themes and Strategic Objectives

The themes and strategic objectives outlined in Appendix D were derived from our Strategic Direction Statement (see section II, Strategic Direction). To ensure strategic foresight and robustness, they incorporate the Critical Success Factors, Core Competencies, Table Stakes, and other essential capabilities judged necessary for current and future missions. Each strategic objective frames ideas to close the gap between a current capability and a target capability. In sum, the themes and strategic objectives constitute a systematic approach to strategic thinking that will increase Military Missions' value to the Army, the DoD, and the Nation. See Appendix C for a detailed description of the methodology and approach used to develop the MMSC.

US Border Patrol vehicle drives along Imperial Sand Dunes, CA border fence constructed by USACE.



II. Strategic Direction

Mission and Direction Statements

The Military Missions Strategic Concept is guided by two statements crafted by senior leaders and the working committee. These statements define both our organizational purpose or mission and our desired organizational attributes. From these statements, the MMSC Themes and Strategic Objectives were derived, thereby establishing a foundation and ensuring common understanding of our mission area direction and unity of effort across the enterprise.

Military Missions Mission Statement

“Provide premier engineering, construction, real estate, stability operations, and environmental management products and services for the Army, Air Force, other US Government agencies and foreign governments.”

Military Missions Strategic Direction Statement

“To be the Nation’s most effective and dynamic public engineering and technical services organization. In collaboration with customers, partners, and allies we anticipate and deliver innovative and sustainable solutions that support military readiness and operations, and national policies and objectives. We are a values-based organization and a force-multiplier with domestic and global capabilities.”





III. Military Missions Capabilities

Three types of capabilities will enable Military Missions to maintain its current level of organizational performance while developing additional capabilities that can take it to higher performance levels. The three types are Core Competencies, Tables Stakes, and Critical Success Factors.

A. Core Competencies

Core Competencies are existing foundational capabilities composed of complex sets of skills, knowledge, and resources that reach across the organization. They permeate the organization's culture, have evolved over time, and are based on specific "know-how." By definition, Core Competencies are hard to replicate, imitate, or transfer. They cannot be contracted from external sources. They are applicable across missions and product lines and exist broadly across groups of employees. When refreshed and leveraged, they are sustainable and durable over time. Core Competencies are the basis upon which an organization can perform effectively. Following are specific and broad set core competencies identified as existing within the Military Missions Area.

1. Execution Focus

Execution Focus is the capability to execute complex programs and projects globally. This capability has grown over time as USACE executed projects and services diverse in volume, complexity, location, and circumstances. As a result of executing multi-year programs, USACE has developed subject matter expertise, special skills, and processes to plan and manage complex programs.

In successfully executing these programs, USACE has developed skills that focus on: customer requirements; cost; schedule; function; and quality. USACE also developed the necessary supporting culture for accountability, public stewardship, and complex problem solving.

Recent examples of this capability include: Base Realignment and Closure 05, Army Transformation, and the use of Rapid Response Teams and TERC contract mechanisms. These examples exemplify our commitment to execution, especially when



facing historic increases in workload and new missions. In such instances, Military Missions demonstrated this capability and capacity by adopting new execution methods that reduced acquisition times and resource requirements through new management and acquisition strategies, allowing it to execute record workloads.

2. Integrated Project Delivery

Integrated Project Delivery is the capability to marshal interdisciplinary teams with a full array of capabilities to execute facility and infrastructure programs and projects globally. This capability is derived from Military Mission's access to diverse internal resources across the Military, Civil Works, and RDT&E mission areas, as well as external assets from private industry. Resources include real estate, environmental, planning, engineering, contracting, and construction. As necessary, Military Missions can tailor program or project specific integrated delivery teams composed of all necessary functional and technical capabilities to effectively deliver products and services.

These teams are reinforced by supporting systems and processes that facilitate integration of resources and work such as regional overhead rates, standard Supervision and Administration (S&A) rates, Project Management Information System (P2), and the Corps of Engineers Financial Management System (CEFMS). Integration of technical resources is also enhanced and supported by leveraging capabilities through Communities of Practice, Centers of Standardization, Regional Integration Teams, and Regional Business Centers.

3. Accountability

Accountability is the capability to deliver products and services mindful of the importance of maintaining public trust and meeting customer requirements. It is embedded in the Military Missions culture, people, processes, and systems. Financial and performance accountability is maintained through an integrated framework that includes cost accounting through the Corps of Engineers Financial Management System (CEFMS), and performance accountability through Program Review Boards (PRB), Directorate Management Review (DMR), Command Management Review (CMR), Command Strategic Review (CSR), and the Strategic Management Review (SMR). In addition, internal controls assessment and independent external audits are conducted to ensure accountability.

4. Diverse Technical Knowledge

Diverse Technical Knowledge is Military Mission's capability to access technical capabilities from across the three USACE mission areas—Military, Civil Works, and RDT&E—Military Missions can leverage the diverse range of expertise from all its mission areas in a broad spectrum of scientific and technical areas. As a result of this spectrum in technical diversity, Military Missions is able to apply resources with unique synergies towards its mandated and contingent missions.

USACE develops and maintains this capability by performing work in-house to attract, develop, and retain technically competent employees. This strategy has produced a technically superior and capable workforce with a cadre of employees who are recognized as world-class subject matter experts.

The USACE's Communities of Practice, Centers of Expertise, and Centers of Standardization also serve as repository of technical skills, knowledge, and processes. This repository is shared across the organization, bringing best practices to customers. The





Deployed USACE civilian volunteer directs overseas contingency contractor.

USACE training courses also serve as a force-multiplier for bringing the technical experience of seasoned employees with highly specialized knowledge to bear on complex engineering and construction problems.

5. Expeditionary Support

Expeditionary Support is the ability to quickly respond to and support global contingency operations through its Field Force Engineering (FFE) and reach-back capabilities. USACE overseas offices help build and maintain this expeditionary culture.

Providing expedition support is highly dependent upon the willingness of USACE personnel from across all directorates to be forward deployed in overseas assignments and across the Nation, while supporting personnel remain at their home station "filling the gap" and continuing to execute critical workloads. USACE military and senior civilian leaders set an example of expeditionary readiness, encouraging the staff in its willingness to stand ready and be deployable.

Military Missions has operational forces embedded in its Direct Reporting Units generating force organization. Such capability allows USACE to support simultaneous execution of both contingency operations and its core missions.

Recent examples of Military Missions success in its expeditionary support include: Afghanistan Engineer Division; Gulf Region Division; Balkans operations; Civil-Military Emergency Preparedness and Emergency Management International program; Field Force Engineering; Task Force Hope; and work with the Department of State Coordinator for Reconstruction and Stabilization.

B. Table Stakes

Table Stakes are capabilities required by an organization to be competent within a general line of business. The Table Stakes pertinent to the MMSC are: risk management, cost effectiveness and efficiency, value proposition, employer of choice, process improvement, and virtual capability.

The relationship of Table Stakes and Critical Success Factors (CSF) can be confusing. Both Table Stakes and CSFs are key ingredients in organizational success. With Table Stakes, however, an organization must be competent to accomplish its mandated mission, but these capabilities are not the signature capabilities by which an organization is defined. Critical Success Factors, however, distinguish the enterprise from its peers. In other words, for Table Stakes, the organization must be as good as its peers, whereas for CSFs it must be better than other organizations in a similar line of business.

1. Risk Management

Risk Management is the capability to systematically identify, analyze, and assess risk; advise decision makers both within USACE and externally on their options to control, avoid, minimize, or eliminate unacceptable risks; monitor significant risks; and take appropriate actions. It is part of the project management business process. An important aspect of risk management is to identify potential pitfalls and develop ways for early detection and either avoidance or mitigation.

2. Cost Effectiveness and Efficiency

Cost Effectiveness and Efficiency is the capability to provide best value solutions within customer time and quality standards, at acceptable risk levels and at the least



Heather Spencer, military spouse, signs her name to steel beam at "topping out" ceremony for Fort Belvoir Community Hospital. Her husband is Army MAJ Greg Spencer. All five of the couple's children were born in military hospitals.

possible cost. Cost effectiveness involves analyzing cost options and selecting the best course of action that delivers the desired outcomes at the least possible cost. Cost effectiveness and efficiency are both specifically mentioned in the DoD Directive 4270.5 for Military Construction as important considerations in the designation of Executive Agents, such as USACE, for military design and construction.

3. Value Proposition

Value Proposition is the capability to provide products and services that meet customer-specified requirements with the best possible combination of quality, cost, and responsiveness.

4. Employer of Choice

Employer of Choice is the capability to attract, optimize, and retain top talent by setting the standard for leadership, culture, and best practices within the Federal government. Building an organization where people really want to work provides one of the most powerful advantages: the ability to hire and field the best team. A workplace where people choose to work and give freely of their energies and feel a sense of personal achievement, satisfaction, individual purpose and security makes a significant contribution to the American soldier and the public at large. To be the employer of choice, the workplace offers a climate where synergy between personal missions and work challenges and organizational achievement is paramount. To be the employer of choice, the workplace should have a sense of community contributing to social cohesion.

5. Process Improvement

Process Improvement is the capability to systematically close process or system performance gaps through streamlining and cycle-time reduction, and identification and

elimination of causes of below-specifications on issues of quality, process variation, and non-value-added activities. An integral part of a continuous improvement program is an assessment of ongoing activities that are aimed at process simplification and reducing or eliminating process waste. “Process improvement” means making workflow better so that there is efficiency in the business operations. It means setting aside the customary practice of blaming people for problems or failures, fighting fires, or managing crises. It is a way of looking at how work can be done better so that employee productivity can be at its peak.

True process improvement involves seeking to learn what causes things to happen in a process and its related activities, and then using this knowledge to reduce variation, remove activities that contribute no value to the product or service produced, and improve customer satisfaction. Process improvement focuses on “doing things right” more than it does on “doing the right thing.” In essence, process improvement attempts to reduce variation and/or wastage in processes, so that the desired outcome can be achieved with better utilization of resources and improved productivity.

6. Virtual Capability

Virtual Capability is the ability to leverage technology that integrates seamlessly with other organizations, assets, and resources for the purpose of effective communication, monitoring, problem-solving, learning, and knowledge management. Virtual capability facilitates sharing skills, costs, and knowledge in order to collectively solve problems and/or provide specific products or services. Virtual capability may be temporary or permanent, linked by information and communication technologies. It enables accomplishing strategic partnering or outsourcing arrangements through sharing expertise, resources, and cost savings until the objectives are met and the network is dissolved. Organizations that are virtual exist largely in cyberspace, but are also unconstrained by the traditional barriers of time and place.

C. Critical Success Factors

Critical Success Factors are distinguishing capabilities that Military Missions should develop at exceptional levels in order to excel in the future. CSFs cannot be bought or sold. Instead, they should: be developed from within the enterprise; help attract and retain talent; create differentiation; and drive the organization’s future success. They are based on a unique capacity or expertise and are applicable to multiple long-range scenarios and the organization’s lines of business.

1. Systems Thinking

Systems Thinking is the capability to apply a disciplined approach to identifying interrelationships and critical patterns of change, rather than a focus on either individual components or on the many factors that make up a system. This capability can be used for multi-option problem solving—by viewing “problems” as part of a larger “system” and finding the most effective leverage points rather than sub-optimizing the outcome for any particular individual component.

2. Organizational Learning

Organizational Learning is the capability to continually expand an enterprise’s capacity to achieve extraordinary results by nurturing new and expansive patterns of thinking supported by a commitment to learning, individually and collectively, at all levels of the organization. Organizational learning is characterized by inquisitiveness and



Netzberg Elementary School, Grafenwoehr, Germany. (image by permission of Patrick Miner)



external focus. The members of the organization are committed to improving service and bringing innovation to the forefront for stakeholders. Organizational learning calls for combining experimentation and innovation with a willingness to question existing solutions, processes, and dominant routines.

In organizations where learning is emphasized, knowledge is created and information shared. The use of cross-functional teams generates collective learning, which, in turn, improves organizational decision making.

3. Alliance / Partnership Development

Alliance and Partnership Development is the capability to form strategic alliances and partnerships with academia, industry, and public and private agencies. The objective of this partnership is to share knowledge and expertise and to reduce risk and costs in areas such as the development of new products and technologies. This ability is found where two or more organizations cooperate on a specific activity so that each can benefit from the strength of the other, thereby increasing efficiency or preserving the bench of the organization. A strategic alliance can be the same as a joint venture, but may involve working with competitors.

4. Strategic Sense-Making

Strategic Sense-making is the capability to detect and sense significant signals in the external environment and subsequently respond to potential changes. This includes monitoring, detecting, and understanding changes in the major uncertainties that are expected to drive the strategic environment (known unknowns) and scanning and interpreting the weak signals from the periphery (unknown unknowns).

Monitoring includes understanding how changes in the major trends and uncertainties interact to create a new future and formulating adaptive strategic plans that capitalize on opportunities and minimize the risk from emerging threats.

Scanning the periphery includes: knowing where to look, knowing how to look, interpreting what is seen, identifying where to probe more deeply, and modifying strategic plans and making managerial decisions on insights.

5. Innovation

Innovation is the capability to make incremental or radical changes in thinking, products, and processes so that value is created for the customer. Such value creation demands

recognition that innovation is a key element to providing aggressive top-of-the-line products and services so that customer satisfaction is increased and organizational effectiveness and efficiency is at its peak. It is the introduction of “new good” ideas—ideas that the customer is not familiar with—or a new quality of good/service. It also embodies the culture of doing more work with fewer resources. Specifically, it is the ability to deliver new value to a customer by finding new methods of meeting the customer’s needs that save energy, time, money, life-cycle costs, and/or natural resources.

6. Flexibility

Flexibility is the capability to be nimble and agile so that the organization can adapt and respond to the changing environment in a decisive and successful manner. Flexibility for an engineering organization is the ease and speed with which the system can respond to user-requested variations or externally driven changes. Uncertainty is a key attribute that can hamper organizational flexibility. Uncertainty can create both risks and opportunities in an organizational system, and acceptance of uncertainty makes flexibility a valuable factor for future success.

7. Scalability

Scalability is the capability of an organization to increase its total outputs in an environment of increased workload with added resources or to reduce its outputs with decreased resources and no adverse effect to the organization. Scalability is a highly desirable and significant capability for an organization in the Federal Government, where budgets and missions fluctuate. It is particularly desirable when applied to unforeseen situations (e.g., global economic malaise with AARA or global war on terrorism with GRD/AED).

8. Customer Relationships Development and Sustainment

Customer Relationship Development and Sustainment is the capability to assist customer success by: understanding the customer’s culture and needs; helping to shape innovative, cost-effective solutions; promoting collaborative management and information sharing; and keeping the customer involved and informed. At the core of excellence in customer relationships is assisting customers to develop the business requirements and improve responsiveness as well as communications through forward-deployed and embedded technical and management personnel.



Japan District Construction
Representative, Ryukyu Resident
Office, Okinawa Area Office.



IV. Moving Forward

MMSC implementation will take place incrementally but continuously as resources and opportunities become available. Such a commitment calls for the Military Missions Area to sustain and refine its current Core Competencies and Table Stakes while systematically developing the Critical Success Factors (CSF) so that we are prepared and ready for the future.

A guiding principle in implementing the CSFs is to focus resources—in particular focusing on those CSFs that create the greatest impact and help ease the development of other CSFs. In analyzing these relationships between CSFs, it became apparent that three CSFs create the greatest value and should take precedence over the others. In order of importance they are Systems Thinking, Organizational Learning, and Alliance Development.

While paying special attention to these three high impact CSFs, it is vital to Military Missions that the other CSFs are not neglected. To a certain extent, Military Missions is already engaged in all of them. Some CSFs--Customer Relationships, for example—already have significant command emphasis through training programs and institutional support such as the annual Customer Satisfaction Surveys. Other CSFs, such as Strategic Sense Making, may not seem well organized, but are taking place daily in more informal ways in the issue papers and executive briefings produced by staff and senior leaders

Appendix D, MMSC Themes and Strategic Objectives, lays out the overall structure and specific initiatives Military Missions will pursue in continuing to improve its Core Competencies and Table Stakes while initiating new objectives to close the gap in the Critical Success Factors between the best-in-class and Military Missions existing capabilities. These strategic objectives will be incorporated into the USACE Campaign Plan, when appropriate, or worked within Military Missions, as necessary.



Award winning DERP-FUDS investigation on remote Tanaga Island, Aleutian Islands, Alaska. Missing bridges required helicopter to sling-load vehicles several miles across rugged terrain.



V. Appendices

Appendix A

Terms of Reference

Actions: The smaller steps taken to achieve the Themes and Strategic Objectives. Actions can be developed across and within multiple mission lines and hierarchies within an organization. These are constantly being updated to reflect circumstance, environment, and changing priorities.

Army Campaign Plan: A joint operation plan for a series of related major operations aimed at achieving strategic or operational objectives within a given time and space. See also campaign; campaign planning (JCS Pub 1-2, JP 5-0).

Campaign Plan: A plan for a series of related operations aimed at accomplishing a strategic or operational objective within a given time and space. Campaign plans typically entail coordination of a large number of activities, often sourced from multiple organizations. The Military Missions Strategic Plan will ultimately lead into strategies and actions before influencing the USACE Campaign Plan.

Capability-Based Strategic Plan: A school of thought that identifies resources that will enable success for an organization in a multitude of future scenarios.

Cloud Concept: The concept that a document, such as the USACE Campaign Plan, will pull ideas or information from documents on related topics of greater or lesser scope and detail. For example, ideas may come from overarching, high-level military documents such as the National Military Strategy and the Army Campaign Plan, or they may come from more detailed and focused documents such as the USACE Human Capital Plan and the USACE National Technical Competency Plan. These documents exist for their own purposes but the USACE can pull ideas from them to develop further or to develop actions that USACE may carry out in support.

Core Competency/Capability: A fundamental baseline of organization-wide expertise in a specific subject area with knowledge and skill-set capacity. Operations performed with these specific areas of expertise are far more efficient and effective.

Critical Success Factor: An element that creates a substantial difference or advantage for an organization, business unit, or project in order to achieve its mission. The elements need to be performed at the highest level for the program to continue on track. The critical success factors that provide an edge for the MMSC are innovation, scalability, flexibility, customer relations, alliances/partnering, systems thinking, strategic sense-making, and organizational learning.

Cross Cutting: When objects within a model that perform a single, specific function share common secondary elements or requirements with neighboring objects.

District Operations Plan: Executes the projects and programs to accomplish the objective stated by the MSC in the MSC IPlan. The execution has a three- to five-year outlook. The type of execution is direct, linear, and sequential. While the focus of the plan is on time, cost, quality control, mission completion, project/program milestone, and workforce issues, it also addresses other measures of performance called for in the MSC IPlan that demonstrate efficiency and effectiveness (USACE Campaign Plan, 14 March 1997).

Functional Element: A fundamental part of a composite entity that has a driving force behind it. Functional elements support Military Programs in doing its job.

Goal: A statement of aim or purpose included in a strategic plan (required by GPRA). In the campaign plan and the performance plan, strategic goals are used to group multiple programs. Each program goal should relate to and in the aggregate be sufficient to influence the strategic goals or objectives and their performance measures. A performance goal is composed of a performance measure with targets and timeframes.

Government Performance and Results Modernization Act of 2010: This law creates a more defined performance framework by defining a governance structure and by better connecting plans, programs, and performance information. As described in the Senate committee report, the new law requires more frequent reporting and reviews (quarterly instead of annually) that are intended to increase the use of performance information in program decision-making.

The law will likely change behaviors in the executive branch by creating a more explicit fact-based decision-making framework to implement programs and be more results-oriented. Specific elements include:

- › Revised agency strategic planning requirements
- › Revised agency annual performance planning requirements
- › Revised agency performance reporting requirements
- › New requirements to designate cross-cutting federal priority goals and agency-level priority goals
- › New requirements for quarterly reviews and reporting of government wide and agency-level priority goals
- › Codification of existing governance framework that evolved over the past 15 years. Specifically, it legislatively creates (1) chief operating officers, (2) program improvement officers, (3) a government-wide performance improvement council, and (4) a government-wide performance website.
- › Other new implementation actions, such as better training for program managers and a timetable for action

HQ Staff Implementation Plan (IPlan): HQ staff directors and chiefs formulate HQ Staff IPlans, when necessary and appropriate, to implement program area actions in support of the Campaign Plan, to improve management and accountability, and to respond to a new strategic direction and/or strategic vision. Staff IPlans establish the overall purpose and strategic direction of the functional area support activities, including goals, objectives, and performance metrics or indicators. The Command Council should receive presentations and concur with Staff IPlans, followed by the commander's approval. The plans are updated, reviewed, and approved again as required by the commander.

MSC Implementation Plan: The MSC IPlans contain the key implementation actions that are linked to funding requirements, measures, and targets in support of the Campaign Plan and program area strategic and performance plans. The work to be performed in developing the MSC IPlan is done by the MSC Implementation Planning Working Group. (Glossary-4 ER 5-1-15 1 Dec 09)

Military Mission Annual Direction: A document developed annually by Military Missions to focus organizational resources on a limited number of critical strategic initiatives.

Mission Line: USACE assigns mission areas specific mission lines, i.e., business programs. These programs provide a framework for planning, programming, budgeting

execution, and control to generate public benefits. These business programs and activities are no longer managed in isolation or confined in scope, but instead are interconnected. Mission line managers run the business programs. Military Missions includes five mission lines: major construction, installation support, real estate, environmental, and interagency and international affairs.

Mission Statement: A brief, defining statement of the basic purpose of the program area or mission line or unit, corresponding directly with the agency's core programs and activities. The program goals should flow from the mission statement.

Objective: A specific, measurable target for accomplishing a goal that: describes a specific accomplishment; focuses on a result to be achieved; forms the foundation of strategies and actions; and will be accomplished within the three- to five-year time period. An objective is a target level of performance over time that is specific, measurable, attainable, realistic, and tangible against which actual achievement can be compared.

Program Area: The program areas are Civil Works, Military Programs, and Research and Development. The program areas are mission-focused within USACE. These key mission areas receive authorizations from higher bodies that come from the Congress and the Department of the Army. Activities of the program areas transcend multiple lines of business. While these program areas carry out specified missions in accordance with directives and mandates, the functional areas provide support to the missions.

Program Area Strategic Plans: Contain the program area mission statement, program area strategic direction, the goals and objectives that it needs to achieve, specific strategies and performance measures for the program area, and unpredictable elements that might affect the program. The plans, created by the program director, elaborate on the mission of the program area. The plans are reviewed and updated at least every three years.

Public Value: The concept that public agencies create value when they produce desired public outcomes. Public value can be used as an organizing principle in a public sector organization, providing its focus is in the context of pursuing and proposing new ideas about how to improve the outcomes the organization produces in terms of efficiency and effectiveness.

Purpose: See agency mission statement. The purpose statement defines the agency's mission and corresponds directly with the agency's core programs and activities. An agency's program goals should flow from the mission statement.

Scenarios: Stories about multiple plausible and coherent futures that are built on methodically researched perspectives. Current trends and uncertainties are utilized and scrutinized in order to create scenarios that assist an organization in planning and building its future.

Segmentation: Dividing an item into separate sections. Segmentation can aid in analysis by breaking the whole into smaller pieces based on shared characteristics.

Staff Areas: Directorates and/or separate Offices located in the HQs and MSCs (Divisions/Centers/Districts) that are responsible for supporting the key mission areas and/or their business programs. The primary role of the staff areas is to support the missions of the command. The HQ's staff areas include Directorate of Human Resources, Directorate of Resource Management, Directorate of Corporate Information, Directorate of Contracting, Safety and Occupational Health Office, and Public Affairs Office. This definition is applies to functional areas in the MSC (Divisions/Centers/Districts).

Staff Area Implementation Plan: See Staff Implementation Plan (Staff IPlan).

Staff Implementation Plan: See definitions for HQ Staff IPlan and MSC implementation plan.

Strategic Concept: A broadly-defined organizational proposal aimed at creating a desired future for a program area or group of mission lines. It is a road map for the organization to create specific capabilities aimed toward a focused vision. The strategic concept contains: a mission statement; general themes and strategic objectives (including outcome-related goals and objectives); and a description of how the themes and strategic objectives will be achieved.

Strategic Direction Statement: Addresses the mission area's product and market scope, the supporting capabilities, how value is created, and how the mission area differentiates itself from other providers. The strategic direction statement is formulated by the various programs. The functional area's strategic direction statement should support the program/mission area strategic direction statement and goals.

Strategic Plan: A broadly-defined organizational proposal aimed at creating a desired future. It is a road map for the organization to create specific strategies aimed toward a focused vision. The strategic plan is required to contain: a mission statement; general goals and objectives (including outcome-related goals and objectives); a description of how the goals and objectives will be achieved; performance goals related to the general goals and objectives of the strategic plan; identification of key factors external to the agency and beyond its control that could significantly affect the achievement of the general goals and objectives; and a description of program evaluations used in establishing or revising general goals and objectives, with a schedule for future program evaluations (GPRA Mod Act of 2010).

Strategic Vision Statement: A compelling, conceptual image of the desired future that answers the question, "What do we want to be?" The statement should be inspiring and challenges everyone to achieve that future; it should be brief, memorable, and idealistic. The strategic vision statement may be supplemented with the command's intent and statement of purpose, answering the question, "Why do we exist?" It also contains the core values and beliefs that serve as a set of guiding principles and tenets for the command. There is a single strategic vision statement and strategic intent for the command, which is expressed by the commander.

Strategy: The art of devising or employing plans or stratagems to achieve a goal; a thorough and systematic plan of actions that helps the organization progress toward attainment of a common goal or vision. When actions are paired with strategies, they assist each other in reaching an objective. Strategies can be developed across and within multiple mission lines and hierarchies within the organization. These are constantly being updated to reflect circumstance, environment, and changing priorities.

Target: Quantifiable or otherwise measurable characteristic that indicates how well or to what level a program aspires to perform.

Table Stakes: Common capabilities that all players should have in order to be competitive. The table stakes pertinent to the MMSC include risk management, cost effectiveness and efficiency, value proposition, employer of choice, process improvement, and virtual capability.

USACE Campaign Plan: Articulates the command's vision and intent, mission, goals, and objectives, as well as the command's strategies for achieving them. The Campaign Plan aligns with the strategic plans of USACE programs through a synthesis activity, and provides a single and unified vision statement and thrust to the work for all USACE organizations and employees. The Campaign Plan is fully reviewed and updated every three to four years. Interim adjustments may be made, as needed, sometimes in parallel with the various strategic plans, implementation plans, and associated performance plans.

USACE Performance Plan: A document that aligns command goals, objectives, strategies, and metrics with a budget to ensure performance-based budgeting. This document will be developed and issued at a later date.

Values: Attitudes about the worth or importance of people, concepts, or things. Values influence behavior because people use them to decide between alternatives. Values, attitudes, behaviors, and beliefs are cornerstones of who people are and how they do things. They form the basis of how people see themselves as individuals, how they see others, and how they interpret the world in general.

Vision: A perceived possibility of a future state that the organization aims to achieve. A vision helps in planning for what needs to be accomplished in the near- and long-term. USACE uses vision to deliver innovative and sustainable solutions to the Nation's engineering challenges.

Appendix B

Acronyms

ACP	Army Campaign Plan
CC	Core Competency
CP	Campaign Plan
CSF	Critical Success Factors
CWT	Core Working Team
DCG-MIO	Deputy Commanding General for Military and International Operations
ESC	Executive Steering Committee
MMSC	Military Missions Strategic Concept
PMT	Project Management Team
SLAB	Senior Leader Advisory Board
TS	Table Stake
TSOSA	Themes, Strategic Objectives, Strategies, and Actions
WC	Working Committee

Appendix C

Methodology and Approach

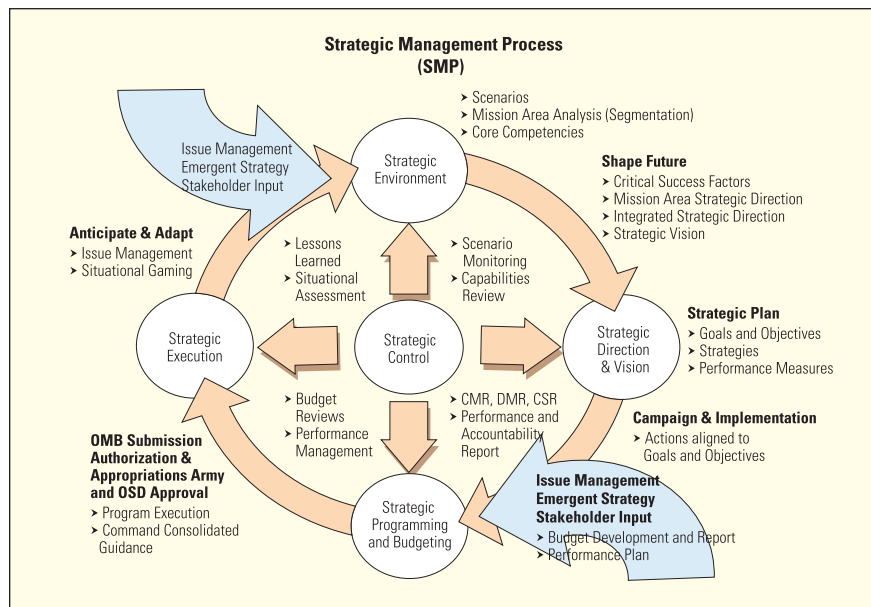
A Disciplined Approach to Strategic Planning by Military Programs Directorate

The Military Programs Directorate followed the disciplined and rigorous strategic planning process, as described in ER 5-1-15: The USACE Strategic Management (Figure 1). This process enables senior leaders in Military Missions to build a strategic direction statement that aligns with CG's Strategic Intent and Strategic Vision Statements while establishing a framework for quality decision making. The content for the Directorate of Military Programs Strategic Planning Initiative was formulated based on the activities identified in the upper right quadrant of the process diagram shown in Figure 1—that is, scenarios, mission area analysis (segmentation), core competencies, critical success factors, mission area strategic direction, goals and objectives.

This program area strategic planning process was rooted in long-range scenarios that framed the strategic environment, identified current and future capabilities, focused the strategic direction, and formulated Themes, Strategic Objectives, and Strategies. As a result, the Military Missions Strategic Plan is grounded in multiple views of strategy—attention-based, dynamic capabilities, resource-based, and stakeholder views—for formulating strategic direction and mission-area Themes, Strategic Objectives, and Strategy. Embracing such complexity and multiplicity of views creates robustness and allows the Directorate to be prepared for success in various circumstances.

Adaptive (scenario-based) strategic planning is one of many tools that can assist leaders and managers in making better quality decisions in the face of residual uncertainty and complexity.

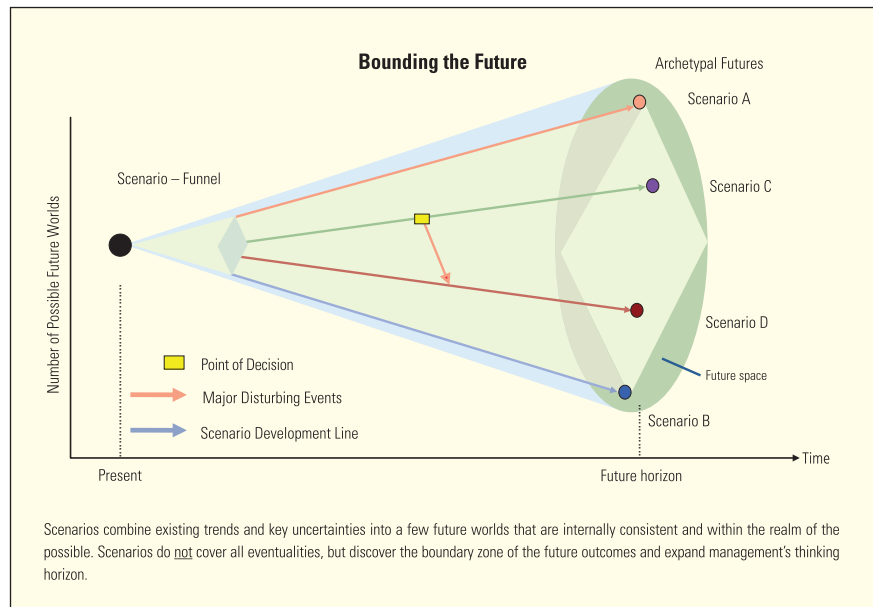
Figure 1: Strategic Management Process



Scenarios: A premier scenario thinker once remarked, “One of the most constant variables of today’s complex world is the notion of change, adaptation, and innovation.” This concept is illustrated Figure 2 as a “cone of plausibility.” The cone of plausibility frames the boundaries of uncertain possibilities while encompassing constant variables.

This approach allows managers to embrace uncertainty and change. For Military Missions, the interface between the manager’s frame of mind and the change needed to succeed was discovered during the shared experience of developing and leveraging the power of stories about futures and formulating critical success factors, strategic direction, and goals/objectives. Scenarios allow decision makers to envision themselves in alternate worlds (scenarios) and create the opportunity for conceptually exploring the unthinkable. These stories, when written provocatively, are intended to challenge beliefs and assumptions. Working through these scenarios, embracing new realities, enables managers to be better prepared to observe, orient, decide, and act for multiple futures.

Figure 2: Illustrative View of the Cone of Plausibility



These scenarios were used as a reframing and learning tool—to help change the mindset of managers about how the world works and, based on this new viewpoint, to identify a robust set of future capabilities that will be vital for future success. These, in turn, are used to develop Strategic Themes, Strategic Objectives, and Strategies that uniquely define the Directorate of Military Programs.

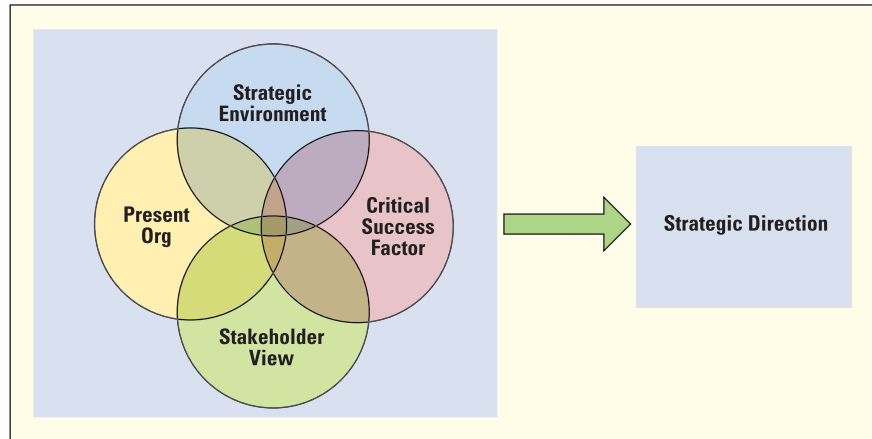
The Military Missions long-range scenarios posited four plausible worlds and are framed by two key unknowns. Those unknowns, forming a 2 x 2 matrix (as shown in Figure 3) are “What is the extent of US global influence?” and “What will be the effect of science and technological developments on the US military?” The four plausible future worlds, positioned in relation to x and y axes are: Scenario A: Sheathed Swords:

Scenario C: Circling the Wagons; Scenario B: America Ascendant; and Scenario D: Crossed Swords. Each world posits various implications for our program. The objective is to ensure that the mission area is prepared and relevant to all of these future scenarios are at the core of this long-range planning process. What brings discipline to the approach to formulating Themes, Strategic Objectives, and Strategies is the application of systems thinking by synthesizing these management tools: segmentation, core competencies, critical success factors, and mission area strategic direction (as diagrammed in Figure 4). This makes the process invaluable to stakeholders today and in the long-range future.

Figure 3: Military Missions Long-Range Scenarios



Figure 4: Systems Thinking Frames Strategic Direction



Mission Area Analysis: The manner in which the segments are defined is vital to ensuring that the mandated missions are met. Thus, it is important for Military Programs Directorate to recognize the various mission areas through which it serves its customers (Figure 5). The combination of the mission areas and scenarios analysis has helped to identify those critical capabilities that enable the Directorate to become unique in the delivery of Military Missions.

Figure 5: Framing the Mission Areas



Military Missions Mission Statement

Provide premier engineering, construction, real estate, stability operations, and environmental management products and services for the Army, Air Force, other assigned U.S. Government agencies and foreign governments.

Core Competencies: A core competence is an interwoven set of skills, tied to information systems and organizational values. An organization's core competencies may be composed of a complex of skills, knowledge, and technologies that reside in employees working collaboratively within and across skill sets. They are current capabilities that differentiate the organization from others that operate in the same sector or industry. Core competencies possess certain unique characteristics: They are hard to replicate; they cannot be bought and sold; they are applicable across missions; they exist broadly across groups of employees; they are sustainable over time; they provide value to customers; and they provide advantage over other providers. Using the root-tree method, the Directorate deconstructed the process and then and built an integrated map for every mission line (business line). Each map depicts the end product (the leaves of a tree) through core product (the tree branch) to core competence (the root of a tree) to the mission line (the trunk of a tree). To ensure their distinctive nature, we evaluated each Military Missions core competence against the characteristics of a core competence. Figure 6 shows a concise and descriptive profile of each competence for the Military Missions area.

Figure 6: Military Missions Area Core Competencies

Core Competencies: Primary Definitions

Execution Focus: Execute complex programs and projects globally.

Integrated Project Delivery: Marshal interdisciplinary teams with a full array of capabilities needed to execute facilities and infrastructure programs and projects.

Accountability: Hold each other accountable to do what we say we do and maintain public trust.

Diverse Technical Knowledge: Leverage the expertise of all USACE mission areas in a broad spectrum of scientific and technical capabilities to synergistically respond to missions in support of national interests.

Expeditionary Support: Support global military and humanitarian operations through deployment and reach-back capabilities

Critical Success Factors: Critical success factors (CSFs) are discriminating future capabilities that Military Missions should possess to excel in any scenario. CSFs have these characteristics: They cannot be bought or sold and must be developed from within; they should attract and retain savvy talent and create differentiation; they should drive the organization's present and future success; they are based on a unique capacity or expertise; and they are applicable to multiple scenarios and segments. The analysis identified the robust and fragile CSFs and ranked the results as they related to the scenarios and segments (mission lines for Military Missions). The final list of robust CSFs is shown in Figure 7. The CSFs listed became the foundation for formulating the Military Missions Themes and Strategic Objectives.

Figure 7: Military Missions Area Critical Success Factors

- 1. System Thinking:** The ability to apply a disciplined approach identifying interrelationships and critical patterns of change rather than individual components. This capability can be used for multi-variable problem solving—in viewing “problems” as part of a larger system rather than reacting to outcomes of individual components.
- 2. Organizational Learning:** The ability to continually expand the capacity to achieve extraordinary results by nurturing new and expansive patterns of thinking supported by people’s commitment to learn, individually and collectively, at all levels of the organization. A Organizational Learning is characterized by: (a) being Inquisitive and externally focused and committed to improving service to its stakeholders; (b) being experimental and innovative and a willingness to question existing solutions, processes, and dominant routines; (c) the ability to share information and knowledge; (d) being fluid in its organizational boundaries and structures; (e) relying on cross-functional teams for generating collective learning and enhancing thinking processes that support organizational decision making; (f) using learning to find ways of doing things better, faster, and cheaper, balanced by an outward focus on how the organization needs to change to succeed in the future. These characteristics permeate the culture of the organization and help promote knowledge sharing.
- 3. Alliance and Partnership Development:** The ability to form strategic alliances and partnerships with academia, industry, and public and private engineering agencies to share knowledge and expertise between partners and to reduce risk and costs in areas such as development of new products and technologies. This ability is found where two or more organizations cooperate on a specific activity so that each benefits from the strengths of the other, to gain market advantages, increase efficiency, or to preserve the bench of the organization. A strategic alliance can be the same as a joint venture, and it may involve competitors.
- 4. Strategic Sense-Making:** The ability to detect and sense signals in the external environment and subsequently respond to potential changes. This includes monitoring, detecting, and understanding changes in the major uncertainties that are expected to drive the strategic environment (known unknowns) and scanning and interpreting the weak signals from the periphery (unknown unknowns). Monitoring includes understanding how changes in the major uncertainties interact to create a new future and adapting strategic plans to capitalize on opportunities and minimize the risk from emerging threats. Scanning the periphery includes: knowing where to look; knowing how to look; interpreting what is seen; identifying where to probe more deeply; modifying strategic plans; and making managerial decisions on the insights identified.
- 5. Innovation:** The ability to make incremental and emergent or radical and revolutionary changes in thinking, products, and processes. This is the idea and belief that adding value to the Nation and assisting customer success cannot take place through cost reduction and reengineering alone, but rather should have innovation as a key element in providing aggressive top-line products that increase effectiveness and delivery. It is the introduction of “new good” ideas—

ideas that are unfamiliar to the customer—or a new quality of good. It also embodies the culture of doing more work with fewer resources. Specifically, it is the ability to deliver new value to a customer, and of finding new methods of meeting customer needs that save energy, time, money, life-cycle costs, and/or natural resources.

- 6. Flexibility:** The ability to adapt and respond to changing environments decisively and successfully. Thus, flexibility for an engineering organization is the ease with which the system can respond to user-requested variations or external changes. Uncertainty is a key element in the definition of flexibility. Uncertainty can create both risks and opportunities in a system, and it is with the existence of uncertainty that flexibility becomes valuable.
- 7. Scalability:** The Ability of an organization to increase total outputs under an increased workload with added resources or to reduce outputs with decreased resources with no adverse effect to the organization. Scalability is a desirable property of an agile organization and is a highly significant capability in the Federal Government, where budgets and missions fluctuate. It is particularly desirable when applied to unforeseen situations (e.g., American Reinvestment and Recovery Act of 2009 and military operations in Iraq and Afghanistan).
- 8. Customer Relationship Development and Sustainment:** The ability to assist customer success by: understanding the customer’s culture and needs; helping to shape innovative, cost-effective solutions; and promoting collaborative management and information-sharing that keep the customer involved and informed. It also includes assisting customers in developing requirements and improving responsiveness and communications through forward-deployed and embedded technical and management personnel.

Military Missions Strategic Direction

To develop the Military Missions strategic direction, two teams were formed. One group supported incremental change in direction while the other advocated a bolder approach. Both groups developed their statements of direction for the future, envisioning and describing what they wanted the organization to become and how the mission area would get there. Each direction statement included the organization's purpose, core values, philosophy, and culture, as well as target market and service scope.

The two groups then met to debate their disparate visions and achieve consensus on common strategic direction statement that could be supported by both teams. Each team engaged in a spirited debate, vigorously challenging the other's views. They concluded by agreeing on a common mission area strategic direction statement.

Military Programs Strategic Direction Statement

The Nation's most effective and dynamic public engineering and technical services organization. In collaboration with customers, partners and allies we anticipate and deliver innovative and sustainable solutions that support military readiness and operations, and national policies and objectives. We are a values based organization and a force multiplier with domestic and global capabilities

Each mission group then created a graphic image of what their vision would look like by 2035. Each of their views incorporated the state of today's organization, the strategic environment, stakeholder views, and critical success factors. The frames of each mission line in terms of strategic direction were also synthesized to construct a cumulative mural for the Military Programs Directorate (Figure 8).

Figure 8: Pictorial View Military Programs Strategic Journey

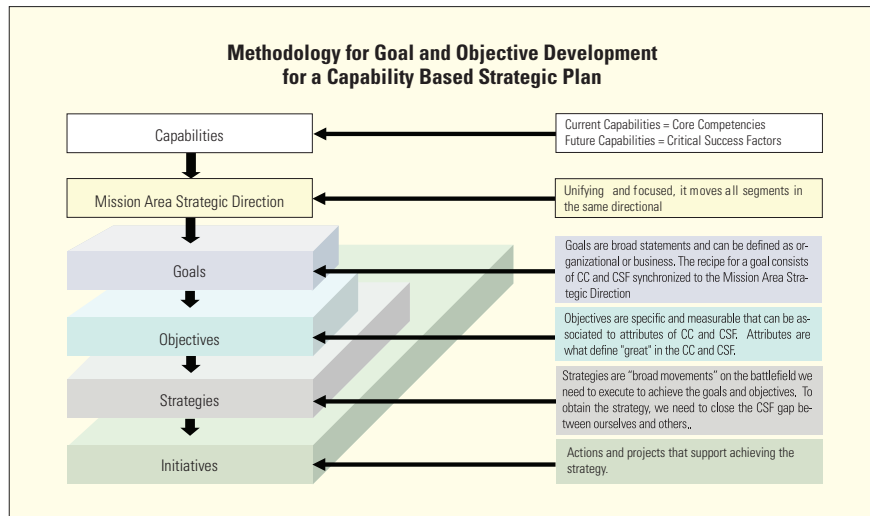


This picture incorporates the many roads that lead to a single unified direction for the Directorate's programs, regardless of the uncertain environment and the numerous possible obstacles on the way to achieving the goals and mission.

Themes, Strategic Objectives, and Strategies

To formulate Themes, Strategic Objectives, and Strategies required that the Mission Area Strategic Direction, Critical Success Factors, and Core Competencies be intricately linked and robustly aligned with long-range scenarios. Such linkages and alignment ensures the success of the mission areas (Figure 9). To ensure relevance in the future and meet desired end-state (strategic direction), Military Programs has developed six Themes, 21 Strategic Objectives, and 21 Strategies. Each Theme, Objective, and Strategy has been prioritized and synchronized with the USACE Campaign Plan, and they have been articulated in this planning document.

Figure 9: Method for Theme/Objective/Strategy Formulation



Appendix D

Strategic Themes and Strategic Objectives

Theme 1 – Anticipate and Lead Change

Anticipate and lead organizational, industry, technical, and process change and improvement.

Early detection of shifts in the operating environment that may affect USACE and its customers, and translating this knowledge into an agile, disciplined response is critical to leading change. To grow the ability to anticipate, Military Missions (MM) needs to adopt a disciplined approach that captures emerging trends, game-changing events, and new ideas. A key component to this effort is strategic alliances with industry, academia, and nonprofits that will better position Military Missions to lean forward and innovate in meeting customer needs. While innovating, Military Missions will produce better and more cost-effective products and services. In the end, continuously scanning the horizon for new opportunities and challenges and incorporating this approach in the organizational culture will enable Military Missions to create ever greater value for the Army and the Nation. The following Strategic Objectives will position Military Missions to reach this Theme.

Strategic Objectives

1. Systematically scan, monitor, and report on new ideas, game-changing events, and trends that may affect Military Missions.

Leading change requires proactive scanning for new ideas, challenges, opportunities, game-changing events, or trends that may affect the products and services the military needs or the methods used to provide them. Military Missions can do this through systematic scanning of a broad range of disciplines such as demographics, engineering, communications, economics, science, and the environment.

Broadly speaking, this is called strategic sense-making, which is done now within MM on an informal basis. To build this capability MM should focus on strategies and actions that encourage disciplined strategic sense-making and create a continuous cycle of looking outside the organization, making sense of what is found, and communicating these weak signals throughout the command. Done successfully, this allows anticipating change and either mitigate negative consequences or take advantage of new opportunities.

2. Innovate systematically across the organization through a disciplined approach.

Innovation offers the promise of both finding new products and services that customers need, and developing new ways of providing current products and services by optimizing our resources. These changes may come from within the organization or they may be adapted from the good ideas in other organizations. It is important that innovation become ingrained in the corporate culture so that Military Missions can create the greatest value with its available resources.

3. Develop strategic alliance goals and policies to engage industry, academia, and nonprofits.

Collaboration with industry, academia, and nonprofits can create exciting opportunities for learning and advancing organizational knowledge. By working with other organizations, MM gains the benefits of diverse approaches to solving

common problems. By systematically and selectively forming and managing alliances, MM creates greater value for the military and the Nation without substantially increasing its resources. Thus, MM must approach existing and future alliances with clear goals, enabling policies, and a dedicated and active management commitment. The keys to this objective are clear expectations for each alliance and a focused and persistent management of the alliances.

Theme 2 – Enable Success

Integrate cross-functional competencies and critical success factors throughout the organization.

Military Missions' success depends on the competence, cooperation, and capabilities of all offices and functions. To excel, the entire organization needs to establish and meet the highest standards. The following Strategic Objectives address a broad grouping of capabilities relevant to all aspects of Military Missions.

Strategic Objectives

1. Implement an enterprise knowledge management business process to create, capture, share, and apply knowledge and promote Organizational Learning.

Learning from Military Missions past successes and failures, and then systematically applying this learning, is vital to its future success. This offers Military Missions the potential to continuously improve and produce better products and services across all mission lines and to use limited resources more effectively. The potential for significant improvement in knowledge performance is the reason for establishing Organizational Learning as the primary driver for success of Military Missions in the future. Along with systems thinking, sharing knowledge and creating a learning culture will drive success and complement other critical success factors. MM can engender such a culture of learning and reward the sharing of information and learning through teaching, mentoring, and informal exchange programs.

One of the common characteristics of the top Organizational Learning organizations is an effective knowledge management system. Often such systems are tailored to the specific enterprise with dedicated commitment from senior management and top leadership. “Communities of practice” and “enterprise lessons learned” are part of the solution. They should be ingrained, institutionalized, and effectively leveraged within the enterprise. With a commitment to knowledge creation and application, Military Missions can build on both its successes and failures and produce a higher level of products and services that can create greater value for its customers and the Nation.

2. Develop enterprise systems thinking guidance.

Systems thinking is a capability with enormous potential and benefits. Through systems thinking, offers insight into the complexity of problems and enhances understanding of the relationships because it allows visualizing the whole in the sum of its parts. Visualization that depicts interaction among multiple entities will enable finding better solutions that address fundamental problems, without creating new and more difficult problems. Systems thinking also provides a path to build sustainable solutions for customers. To fully utilize systems thinking, requires establishing doctrines or guidance on how to incorporate it into business processes and/or problem-solving methods. Developing guidance will start to grow this capability.

3. Establish and meet rigorous financial, technical, and operational accountability standards.

One of the core competencies of Military Missions is its commitment to accountability. This includes: accounting for funds provided by Congress or customers; technical decisions that affect public health, safety, and economic well being; and commitments to deliver solutions on time, within budget, and within scope. To sustain this level of accountability MM will continue to monitor and check its performance while also engaging with independent, external evaluators.

4. Adopt robust methods and tools to identify, manage, and take advantage of risk across all Military Missions programs and projects.

Great organizations anticipate and mitigate problems while taking advantage of opportunities by identifying them early, and then proceeding to monitor and take action in time to affect their outcomes positively. To manage risk effectively, Military Missions should adopt new methods and tools. The Project Definition Rating Index (PDRI) is an example of a tool that allows early identification of issues that could delay the design or construction of a project. Using tools like PDRI can increase the ability to meet customers' needs within parameters for scope, budget, schedule, and quality.

5. Build innovative and flexible HR policies to hire, train, and develop a great team.

Recruiting, training, and retaining a well-educated team that values collaboration, systems thinking, learning, problem solving, and execution are keys to continuous achievement. To achieve success in each of these attributes, Military Missions needs to make its HR systems more flexible, agile, and adaptive to changing circumstance, mission requirements, and employee needs. Such dynamism also calls for developing and training leaders with the capacity to challenge existing frames of thinking and look beyond the immediate events so that increasing capability and capacity is built within the organization.

6. Strengthen USACE governance and establish a consistent enterprise business decision-making model to improve organizational effectiveness and mission accomplishment.

To serve the military and the Nation Military Missions must be agile, responsive, effective, and efficient. Therefore, it should review its current governance model for improvements in HQ, MSC, District, and Center roles, responsibilities, and relationships primarily to determine if adjustments are needed.

7. Leverage organizational capabilities virtually.

One of the most effective and efficient ways of utilizing Military Missions organizational capabilities is by leveraging digital tools and systems. Its reach-back capabilities are great examples of leveraging resources virtually. Building Information Model (BIM) technology offers another great opportunity to serve customers and share MM's capabilities. The organization has made great strides in this area and must continue to look for new ways to apply its virtual capabilities through effective use of information technology.

8. Keep policies and guidance current.

Up-to-date policies and guidance help produce consistently good-quality products and services, especially in turbulent operating environments. Capturing and disseminating best practices and optimal solutions from lessons learned will help

Military Programs Districts working on similar problems. Many current policy documents, circulars, and memos are outdated. In addition, the hierarchical distinctions between those documents have been lost. As a further complication, military operational orders, along with their annexes and attachments, have been added to the list of documents that should be researched and considered within Military Missions.

For example: The recent transformation to the current MILCON Business Process was codified by an OPOD and implemented through a series of guidance documents that were prepared without serialization, without reference to existing ERs, EMs, ECs, EPs and other traditional guidance documents. Furthermore, rather than identify and resolve conflicts with (and revisions to) existing documents, circulars, bulletins, and other (temporary) updates are issued as stop gaps. These documents deserve corrective attention. This objective addresses the need to update important policies, make them available to anyone anywhere, and monitor adherence to them so that management and internal controls are sound and effective.

9. Optimize cost effectiveness and efficiency.

To create value for the military and the Nation, it must be a Military Missions objective to deliver high-quality products and services at the best value to customers and taxpayers. Cost effectiveness and efficiency involve both Military Missions cost to execute the work and the value procured per dollar spent. Striking the right balance for scope, cost, schedule and quality is a central focus in all MM efforts. In pursuing this objective, MM should continuously look for economies of scale, process improvements that reduce non-value-added effort, and new and better delivery processes and systems.

Theme 3 - Build Effective Customer Relationships

Build customer relationships that facilitate trust, mutual respect, and productivity.

Building effective customer relationship starts with earning customer satisfaction and trust. Studies by JD Powers and Associates show two keys: listening to and understanding customer needs, and building a customer-oriented culture. Organizations that do these two keys successfully build customer loyalty and create advocates for their services. Private firms with high customer satisfaction and trust ratings also generate higher profits. For a public service organization like USACE, this could translate into delivering greater value for its customers and the Nation—a particularly positive outcome in an era of constrained funding.

To build customer satisfaction and trust, organizations need to ensure open lines of communications are fully established. Getting things right the first time requires understanding customer needs and the factors affecting the customer's decision making process. When these elements are known, products and services can be tailored for specific customer segments and the organization can yield better value and deliver greater customer satisfaction. Over time, trust is built with greater customer satisfaction. With trusting relationships, problems are more easily resolved and mutually acceptable solutions can be found more quickly.

A culture of customer satisfaction should be driven by leadership and carried out throughout the organization. It is a culture where making a difference for the

customer matters—a culture where everyone understands their roles, responsibilities, and authorities. The Military Missions current focus on building effective relationships has yielded areas of program excellence. However, formal doctrine for customer satisfaction is needed. The following Strategic Objectives will move Military Programs toward greater customer awareness and building loyal, satisfied customers. To that end, Military Programs will create greater value for the Nation.

Strategic Objectives

1. Develop customer relationship doctrine and practice to ensure translation of customer needs into understanding and actions that improve service delivery.

World-class customer service organizations institutionalize customer satisfaction across their entire enterprise. Military Missions can accomplish this objective by building doctrine from the many best practices we have across the organization including the best practices of world-class industry leaders.

Once doctrine is developed, Military Missions will integrate the best practices into the project management business process, communities of practice, training, and decision-making systems to ensure consistency across the enterprise.

2. Develop civilian and military leaders who are customer-centered in their focus and approach.

To promote a culture that is customer-centric, Military Missions should develop formal training from industry leaders. This effort will be rewarded with greater productivity and customer loyalty, and in the case of reimbursable customers, repeat business.

3. Strengthen methods for obtaining customer feedback, monitoring customer satisfaction, and integrating feedback into business process improvement, knowledge management, and decision-making tools.

For the past 10 years, Military Missions has conducted an annual customer satisfaction survey that captures in-depth concerns of customers. Over this time period, customer satisfaction ratings have steadily increased. However, MM has not taken an enterprise approach to include support functions nor has it incorporated lessons learned into business processes. This can be done by investing in tools and time required to integrate customer feedback into the customer service program.

4. Establish enterprise methods to communicate useful and timely information to keep customers and stakeholders informed and to address expectations.

Customers rely on receiving accurate data on the status of their projects so that management can make effective decisions and manage resources. This information is used by the customer to make significant commitments that may affect multiple organizations and affects their credibility with stakeholders. It is Military Missions responsibility to provide timely and accessible information that allows customers to keep their stakeholders informed. MM has made excellent strides and should continue to focus on systems and methods that provide current data that reflects status on projects.

5. Formulate and communicate an open and transparent value proposition to customers and stakeholders.

As a full-service technical organization complemented by legal, contracting, resource management, and other administrative capabilities, the cost of the

total services Military Missions provides can be substantial. Coupled with MM's project-funded resourcing system, the cost structure is confusing to stakeholders. This makes it particularly important to develop a compelling best-value proposition showing both for directed and reimbursable customers. In addition, reimbursable customers should be clearly informed when it is advantageous to engage the Military Mission area and when it is not. Best-value propositions are the best method for exploring and managing customer expectations.

4 – Lead Technical Capability

Lead DoD in infrastructure technical capabilities required to acquire, plan, design, construct, operate, and manage facilities and installations.

USACE's unique contribution to the military and the Nation is its technical competency in complex infrastructure development and management. The specific areas include: architecture, civil engineering, real estate, environmental remediation, energy conservation, sustainability, utilities procurement, community planning, and construction contracting. No other public engineering organization in the world has established a strong foundation of these technical competencies and assets on the scale of USACE. Customers depend on access to these most effective technical capabilities and USACE's leadership in solving complex problems.

To be effective in this role, Military Missions needs to stay atop both current and emerging technologies in areas such as sustainable planning, sustainable infrastructure, and energy reduction and conservation. However, MM also needs to consider efficiency and cost effectiveness because these factors are mandated by Congress and the DoD for MM's directed missions (Army and Air Force MILCON, and real estate). Cost effectiveness and efficiency are also critical tenets for creating value, as well as providing quality services at the lowest possible cost. Achieving cost effectiveness and efficiency in technical capabilities is best met by balancing in-house technical competencies with resources from private, academic, and nonprofit sectors. Such an approach allows Military Missions to employ the best academic knowledge and private-sector practices while ensuring that in-house staff stays technically knowledgeable and able to apply that knowledge toward the project or mission at hand.

This Theme requires Military Missions to think of competency for both the organization and the individual. To support this Theme, technical skills, knowledge, human resources, and technologies should be continually monitored and improved. Policies, procedures, and guidance should be kept current. And technical skills and knowledge should be shared within DoD as well as with other agencies, academia, and industry. Over the past two years, USACE has developed a National Technical Capability Strategy to address its requirements. These Strategic Objectives are leveraged from that program.

Strategic Objectives

1. Manage technical capabilities at the enterprise level to assure a sustainable level of competency and capacity to fulfill mission requirements.

The ability of Military Mission to build robust, full-capability teams linked to the projected workload is central to providing value to the Nation. Projects are more complicated, workload is less predictable, and requirements are changing more rapidly than ever. The ability to attract, retain, and maintain the high-performing workforce necessary to provide services is strained at the local level and should

have improved visibility on an enterprise level to allow MM to respond to national needs. This objective is tied closely to implementation of USACE Human Capital Strategy and the National Technical Capability Strategy.

2. Anticipate and develop competency in emerging technical areas that support our Military Mission requirements.

Skill in applying sustainability principles to planning, design, construction, and operations—including energy, water, air quality, health, safety, and welfare—for all customers is an ongoing requirement and Military Missions should take a leading role in developing and applying sustainability knowledge.

3. Build the best architect-engineering and construction contracting capability in DoD.

Effective acquisition of A-E and construction services is essential to the execution of a rapidly changing, highly technical workload. Therefore, the skilled, multi-disciplinary workforce capable of executing such complex projects is highly sought after by others. Such demands on the workforce require special emphasis by Military Missions human resources personnel to retain these highly qualified and specialized capabilities while remaining positioned for future challenges. Furthermore, MM should develop innovative ways to attract and retain the best contracting specialists.

Theme 5 – Deliver Solutions

Deliver solutions for complex infrastructure programs and projects domestically and globally.

Delivering solutions to complex infrastructure problems is at the heart of Military Programs. It applies to all the Directorate's offices and business lines. It is the primary reason that Military Missions exists. It is the reason other agencies come to MM—to get their complex engineering and construction projects done. This mission includes meeting legislative mandates, as in the MILCON projects, and meeting customer requirements for time, scope, cost, and quality for many types of work.

Although execution of projects is critical, delivering solutions goes beyond execution. It means solving problems through systems thinking and delivering sustainable solutions. It means defining the project requirements and understanding collateral effects. Performing with the full life cycle, both domestically and globally, requires fully integrated and comprehensive teams with all the capabilities required for effective collaboration and execution. It requires accountability in multiple areas—financial, operational, and technical. It calls for a culture where keeping commitments is paramount.

While Military Missions customers generally agree that USACE delivers quality projects, MM is also cited for not meeting schedules very well. It is evident that the missing link is an integrated review—that is, a programmatic review—that addresses the organization's ability to meet targets for time, scope, and budget.

Strategic Objectives

- 1. Strengthen methods for: definition of project scope, accuracy of cost estimates, establishment of construction schedules, and identification of quality parameters for all programs and projects.**

Ultimately Military Missions major construction program is judged on how well it meets parameters such as scope, cost, schedule, and quality. At stake is the quality of the parameters. In other words, the better each of these parameters is defined by the customer, the better the chance of meeting them successfully. This is an issue for both Military Missions and its customers—and MM will only improve its methods to the degree that it works with customers. While planning charrettes are effective components in this process, they should be performed to certain standards with a call for participation by all stakeholders. Furthermore, improvements in cost estimating and scheduling are areas for further refinement.

2. Lead public sector agencies in on-time delivery of construction projects.

To be the best at project delivery, Military Missions needs to measure itself against other municipal, state, and Federal agencies. Such measurement will allow benchmarking against peers and provide insight into possible improvements of methods. This will offer customers a comparative basis for assessing the quality of the indicators, judging performance, and setting new targets and revising their expectations.

3. Identify and test new methods of project delivery that save time and money while maintaining quality.

Customers expect Military Missions to act on their behalf by focusing on delivery of greater value and finding faster and better ways to convey products and services. Accordingly, MM will continuously seek out and try new methods of delivering products and services, including new methods of contract procurement.

4. Develop an integrated scalability capacity that will help execute larger or smaller workloads effectively and efficiently.

In times of national emergency, military or civil, the Military Missions Area is called upon to substantially expand its workload. In such exigent circumstances, the mission area should be prepared with capacity and resources. This entails thinking through the issues beforehand. This is best done through a deliberate planning process addressing current capabilities, expansion requirements, bottlenecks, and workarounds. The plan should call for use of reliable tools for estimating both how much work the organization is capable of handling and what impact the expanded workload will have on already accepted work.

Theme 6 – Advance Expeditionary Capabilities

Prepare fully capable teams ready to deploy quickly—domestically and globally—to meet strategic, operational, and tactical needs with enterprise-wide solutions.

Support for ongoing military operations and national emergencies are Military Missions highest priorities. When the Army or the Nation needs USACE, Military Missions must be able to act quickly, effectively, and decisively. To support these operations, MM brings unique contributions in engineering services and infrastructure capabilities. Planning, preparation, and readiness are keys to fulfilling the mission. Personnel, procedures, and tools should be up-to-date and ready for deployment. Central to this preparedness is the ability to quickly engage the right personnel and deploy them to support expeditionary activities. This readiness should be deeply rooted in a culture where expeditionary work is expected, encouraged, and rewarded.

To prepare for this, MM should capture, distribute, and apply the lessons learned from past expeditionary missions. One important lesson from recent experience is that infrastructure solutions should be appropriate and sustainable within the nation's cultural and operational context. This solution requires focused research on the cross-cultural and operational situations in which USACE may work. To be responsive in this area requires advance preparation.

Another aspect of this Theme is to develop and foster a spirit of collaboration with other US agencies as well as partner nations. Collaboration is particularly important in stability and reconstruction activities where Military Missions special capabilities can contribute to the "Whole of Government" concept of operations. In addition to the general engineering capabilities, Military Missions brings to the collaborative process special capabilities in national and regional water planning. This capability set can be leveraged from the Civil Works Program. These capabilities will continue to grow in usefulness as the worldwide demand for water increases and conflicts emerge in this arena.

1. Support expeditionary activities quickly and decisively while minimizing effects on existing programs.

Contingency operations (CO) usually develop quickly and require rapid staffing to meet mission demands. When the operation is over, personnel will return to their normal positions. In preparation for contingency and non-contingency operations, Military Missions should invest in fostering an expeditionary mindset through the organization's culture, policies, and expectations. However, this mindset should also recognize the limits beyond which CO staffing will impact existing workloads. Therefore, it is vital to build policies, processes, and methods that minimize those impacts.

2. Build capacity for culturally and operationally appropriate infrastructure solutions.

Contingency Operations infrastructure solutions can be successful and achieve their intended outcomes if they are valued and maintained by receiving countries. In such situations, understanding the cultural context of partner cultures is an essential component of success. But building this capacity requires a comprehensive review of how Military Missions, in conjunction with Contingency Operations, defines and designs contingency projects. In addition to cultural considerations, MM should build awareness of the operational context of its own expeditionary facilities. For example, building a standard Army dining facility in an area where the standard equipment cannot be maintained either creates high operating costs or is a waste of resources because the equipment cannot be used.

3. Develop, acquire, and maintain capabilities—knowledge, skills, and technologies—necessary to meet Contingency Operation requirements.

For USACE to respond quickly and decisively to contingency operations, materiel and trained personnel must be ready for deployment. This requires both development of new materiel and training programs, with related certifications, as well as review and revision of existing materiel and training. In addition to normal professional training, special training is needed in project development and management skills as well as understanding the cultural context in the areas of operations. Business processes, financial systems, tools and tool kits should be standardized to facilitate their use by deploying personnel.

4. Develop stability operations and reconstruction capabilities to support the full spectrum of overseas contingency operations.

Overseas contingency operations usually take place in areas destabilized by war or natural disasters. Existing infrastructure may be damaged or broken. At those times, projects and programs are required to establish necessary physical infrastructure and assist with reestablishment of social order (with attendant governmental, legal, and economic structures). Military Missions and Contingency Operations have a pivotal role in this effort, particularly in infrastructure repair or construction, and should be prepared to provide this support quickly and effectively. Preparation requires policies, trained personnel, materials, and systems to reestablish critical infrastructure.

MMSC Strategic Themes and Strategic Objectives

	Strategic Theme 1	Strategic Theme 2	Strategic Theme 3
Full MMSC Title	Anticipate and lead organizational, technical, and process change and improvement.	Integrate cross-functional competencies and critical success factors throughout the organization.	Build Effective Customer Relationships that Facilitate Trust, Mutual Respect, and Productivity
Short MMSC Title	Anticipate and Lead Change	Enable Success	Build Effective Customer Relationships

Strategic Objective	1	Systematically scan, monitor and report on new ideas, game-changing events, and changing trends that may affect Military Missions.	Implement an enterprise knowledge management business process to create, capture, share and apply knowledge and promote organizational learning.	Develop customer relationship doctrine and practice to ensure translation of customer needs into understanding and actions that improve service delivery.
	2	Innovate systematically across the organization through a disciplined approach.	Develop enterprise systems thinking guidance.	Develop civilian and military leaders who are customer-centered in their focus and approach.
	3	Develop and apply MM Strategic Alliance Goals and Policies.	Establish and meet rigorous financial, technical, and operational accountability standards.	Use customer feedback for business process improvement, knowledge management, and decision-making.
	4		Adopt robust methods and tools to identify, manage, and take advantage of risk across all military missions programs and projects.	Establish enterprise methods to communicate useful and timely information to keep customers and stakeholders informed and to address expectations.
	5		Build innovative and flexible HR policies to hire, train, and develop a great team.	Formulate and communicate an open and transparent value proposition to customers and stakeholders.
	6		Strengthen USACE governance and establish consistent enterprise business decision making model to improve organizational effectiveness and mission accomplishment.	
	7		Leverage capabilities across time and space.	
	8		Keep key policy guidance current.	
	9		Optimize cost effectiveness and efficiency.	

Strategic Theme 4	Strategic Theme 5	Strategic Theme 6
Lead DoD in infrastructure technical capabilities required to acquire, plan, design, construct, operate, and manage facilities and installations.	Deliver solutions for complex infrastructure programs and projects domestically and globally.	Prepare fully capable teams ready to deploy quickly—domestically and globally — to meet strategic, operational, and tactical needs with enterprise-wide solutions.
Lead Technical Capabilities	Deliver Solutions	Advance Expeditionary Capabilities

Manage technical capabilities at the enterprise level to assure a sustainable level of competency and capacity to fulfill mission requirements.	Strengthen methods for: definition of project scope, accuracy of cost estimates, establishment of construction schedules, and identification of quality parameters.	Support expeditionary activities quickly and decisively while minimizing effects on existing programs.
Anticipate and develop competency in emerging technical areas that support our military mission requirements.	Lead public sector agencies in on-time delivery of construction projects.	Build capacity for culturally and operationally appropriate infrastructure solutions.
Build the best Architect-Engineering and construction contracting capability in DoD.	Identify and test new methods of project delivery that save time and money while maintaining quality.	Develop, acquire and maintain the materiel and skills necessary to meet CO requirements.
	Develop an integrated scalability strategy that will help execute larger or smaller workloads effectively and efficiently.	Develop stability operations and reconstruction capabilities for the full spectrum of overseas contingency operations.



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