

Naval Air Station North Island Birthplace of Naval Aviation

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As Captain “Mad Man” Lockheed crossed the California border, he could not help but think about where he had been, and where he was headed. His future would be command of NAS North Island in Coronado, California, clearly the crown jewel of naval aviation shore commands. There was no greater prize in his estimation than command of North Island. He was rushing his cross-country trip to take command during the second week of December 1998.

Mad Man reflected back on his memorable career. He was one of the last naval aviators to operationally fly the dated “Stoof” (S-2F), an air-antisubmarine carrier based twin reciprocating engine aircraft, from North Island in the early 70s. Mad Man earned his call sign while tracking a Soviet submarine at night in the middle of the Pacific Ocean, a feat of aviation aggressiveness few Cold War warriors ever experienced.

As a lieutenant, he quickly became one of the pioneers in the new S-3A, Viking community. This modern twin engine jet carrier-based air-antisubmarine aircraft would create many opportunities for Mad Man and his fellow S-3A crews to change their aviation community.

He wondered if North Island would be the same air station he had left over fourteen years ago. Since then he had commanded an East Coast S-3A squadron, been an “air boss” on an aircraft carrier, been “Jointed” and most recently a Naval War College November 1998 graduate. Mad Man was known to his shipmates to be a persistent, in charge and a *never let go* naval officer.

North Island was rich in aviation history and had been the forerunner for many aviation firsts for the navy, army and commercial aviation. The base was established on 8 November 1917. Mr. Glenn Curtis, Lieutenant Ellyson, and aircraft builder Glenn Martin pioneered the aviation industry from Coronado. Charles A. Lindbergh originated the first leg of his historic flight from North Island. The list of aviation firsts was impressive and the list of military pilots trained at North Island reads like a Who’s Who for aviators worldwide.¹

During his research at the War College, Mad Man learned that a lot had changed at North Island. Pier construction had been completed in August 1998 for homeporting nuclear aircraft carriers. He wondered if the environmentalist in the area had accepted homeporting nuclear carriers in the San Diego Bay. His future base hosted six major

military flag staffs (including two three-star type commander staffs), 23 aircraft squadrons with over 235 aircraft, 2 homeported aircraft carriers which are nuclear powered and conventional powered, and 75 additional tenants. The largest tenant is a large industrial facility, the Naval Aviation Depot employing over 3,800 civilians. Mad Man's base hosted 30,000 active duty, reserve and civilian personnel. His 5,000 acres of real property included the recently consolidated Naval Amphibious base Coronado, Outlying Field Imperial Beach, and Naval Auxiliary Landing Facility San Clemente Island, an island located seventy miles northwest of San Diego.² Clearly a vast kingdom, and more than enough for one navy captain to head up. (Appendix 1)

Before checking into North Island, Mad Man made a courtesy visit to his new boss, Rear Admiral Dottie Pratt, commander, Navy Region, Southwest. The admiral was out of town and the chief of staff, Captain "Condor" Gruman, ushered Mad Man into his office. Mad Man knew that Condor Gruman had recently been the commanding officer of a naval air station and that he had turned the air station over to the Marines as a base realignment and closure action. No doubt that Condor was used to the dynamic environment of change. After a cup of coffee and swapping sea stories, Captain Gruman pulled out a PowerPoint presentation on the Navy's Southwest Region and regionalization.

What captured Mad Man's attention was Gruman's discussion of not only the San Diego area and the Southwest Region including California, Arizona, and Nevada, but the appearance of a deliberate exclusion of focus on his future command of North Island. Mad Man truly expected Gruman to raise recent issues and problems at North Island for his in briefing from the staff. Gruman seemed to focus on regional issues. Gruman came right to the point. "Mad Man, the admiral is greatly concerned with this region and the regional consolidation of base operating support functions. She wants her shore installation commanding officers to fully understand regionalization and to move the consolidation of base operating support initiatives forward. Let me explain. As part of a Navy-wide infrastructure cost reduction initiative, commander in chief, U.S. Pacific Fleet (CINCPACFLT) restructured all Pacific Fleet shore installations. A single commander now has been given the responsibility for management and oversight of all naval shore installations within a geographical region."³

"Before 1996, all naval air station commanding officers reported to their type commander - commander, U.S. Naval Air Forces, Pacific Fleet (AirPac); naval station commanding officers reported to their type commander - commander, Naval Surface Forces, U.S. Pacific Fleet (SurfPac) and submarine base commanding officers reported to their type commander - commander, Submarine Forces, U.S. Pacific Fleet (SubPac) for administration, funding and oversight. Each of these type commanders is a vice admiral. Now Rear Admiral Pratt and Navy Region, Southwest has the responsibility for oversight of base operating support functions for all of the shore installations in this region. This CINCPACFLT initiative reduces management, base support redundancies and duplication of effort.

"Before regionalization each station commander in this region staffed, managed and funded, from a type commander's budget, all base operating support functions such as housing, environmental, food services, security, fire, family services, port/air services,

bachelor quarters (BQ), supply, morale welfare and recreation (MWR), chaplain, legal services, and the list goes on. Yes, there was some sharing between small and large installations, but nothing of the magnitude we envision of the future state for the Southwest Region. Regionalization creates better business practices that seek savings through centralized management and training and the implementation of a centralized operations.”

Gruman paused and then continued. “What this means Mad Man is that instead of five fully staffed MWR activities, we now have one regionalized office headed by an MWR program manager (PM) who is responsible for funding and managing all regional MWR activities. During your turn-over at North Island you will meet with your MWR site manager and Admiral Pratt’s MWR program manager for a more detailed briefing.”

Mad Man accepted Gruman’s explanation as a sound cost savings business practice. He wondered how this change would affect him as a base commander.

“Installation commanders,” Condor went on, “have always been responsible for providing base operating support services. Before our regionalization initiatives, hosting base commanders met the demands of their tenants. Admiral Pratt is expecting her shore commanders to not only lead on their installation, but to manage and lead throughout the region. She has established a regional organization that will provide the highest level of support and quality of life for our sailors and operating forces. By regionalizing services, we can substantially reduce the cost of these services while continuing to meet the demands of the fleet. The Southwest Region now covers eleven major shore installations in California and Nevada, whose commanding officers report to Admiral Pratt (Appendix 2).”⁴

Gruman handed Mad Man a Navy Region, Southwest web-site fact sheet, and he was amazed to see that Southwest Region shore installations supported over sixty surface ships, over 376,600 people with military ties and over 600 aircraft (Appendices 3 and 4). The immensity of this region was almost overwhelming to Mad Man, and he again wondered how he played regionally and inside his North Island fence.

Captain Gruman continued, “Regionalization resulted from declining defense budgets and resources. Navy planners determined that area naval stations needed to reduce their budgets by \$47 million in four years. So the logical place to begin our ‘new look’ at how to embark on this new era of shore management is to start with the dollar. The type commanders used to budget installations with different colors of money for the many functions that bases performed, *i.e.*, facilities maintenance, MWR, utilities and other funding lines. Back then installation commanders possessed a certain amount of personal power and autonomy in moving money around to meet emergent or crisis funding demands. Those days are gone.

“As we regionalized in the Southwest Region, we identified the many base support functions that our shore installations perform. By consolidating a function into a single area of office, the region can provide that same service for all regional commands; thereby, eliminating duplication and cost. We then identified base operating support functional consolidation centers and appointed assistant chiefs of staff (ACOS) and program

managers (PM) to support the ACOSs. Budgets originate with CINCPACFLT, who then task commander, Navy Region, Southwest to provide budget authority to ACOSs for their functional responsibility, in your case Mad Man you are responsible for airport operations in this region.

“You will be the ACOS for airport operations. As an ACOS you will be a member of the Navy Region, Southwest staff, just like all the other ACOSs. As the airport operations ACOS you currently oversee and fund navy air fields in the San Diego area. Soon you will also be responsible for over-the-horizon airport operations at NAF El Centro, California, NAS Lemoore, California and NAS Fallon, Nevada.

“You have three major pier facilities at North Island. The installation commander at Naval Station San Diego is the ACOS for port operations in this region and funds, manages, and maintains port facilities in the region and on your installation.

“Admiral Pratt sees installation commanders as a special selection, and envisions a special regional leadership role from them. Here is an organizational matrix diagram that identifies ACOSs, PMs, and functional responsibility, by the way the troops refer to this diagram as the ‘galactic radiator’ (Appendices 4 and 5). I recommend that as you ramp-up that you keep our mantra in mind:

- No tenant should do what a base can do more cost effectively.
- No base should do what a region can do more cost effectively.
- No Region should do what the surrounding community can do more cost effectively.⁵

“During the past two years, a little over 770 civilian positions have been eliminated in the region. The blow was lessened by offering voluntary early retirement, by other incentives, by not filling billets as they were vacated through normal attrition, and by finding our employees other jobs in the federal and private sector. Twenty-three people were laid off, and we still worry about this. Military billets are now being considered for reductions.⁶

“Well, Mad Man, I have taken up a lot of your time. This process is an evolution. We are now restructuring the Southwest Region and hope to be reengineering by fiscal year 1999.”

As Mad Man departed the headquarters building, he noticed a mission and a vision statement on the bulkhead:

- Mission . . . We are a regional team dedicated to providing the highest level of base operating support and quality of life services for all operating forces and shore activities in the Southwest Region.
 - Vision . . . We will be recognized as the leader in shore installation management. One Team, One Voice, One Mission.⁷
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While driving across the Coronado Bay Bridge, Mad Man thought that not only was he going to be a base commander, but he was going to be a member of Admiral Pratt's staff, and he would be directing airport operations at several naval air stations. Something was truly going to be different about this major command. There was going to be a full range of issues beyond commanding North Island that he had never considered before. This was not going to be like commanding a shore installation before regionalization.

Mad Man's next stop would be to meet with Captain Dan "db" Bendix, the naval officer he would be relieving as commanding officer of North Island in two weeks. Dan was on the flag promotion list and would be transferring to a Joint command in Europe. Dan and Mad Man had been junior officers together at North Island many years ago flying from the anti-submarine aircraft carrier USS *Ticonderoga* (CVS-14). The airwing and battle group supporting *Ticonderoga* was dedicated to antisubmarine warfare. Dan Bendix was a helicopter pilot and had flown the venerable SH-3D Sea King. Those were the days when entire battle groups were tasked with either antisubmarine warfare or power projection. In the mid 70s following Vietnam, as the aircraft carrier force was reduced, antisubmarine aircraft carriers were retired, and the air-antisubmarine communities were merged with the fighter and attack communities onto one aircraft carrier. Mad Man remembered the culture that had to be overcome and the many innovations that were implemented as the air-antisubmarine communities moved onboard the already crowded flight decks of the "fighting" aircraft carriers. He pondered parallels between that consolidation and today's regionalization.

"Come on in, Mad Man, and welcome aboard," shouted Dan. Helo pilots always seemed to be hard of hearing and spoke too loud, Mad Man thought. Dan's nickname "db" or Decibel was fitting for a helo pilot. "Well, Mad Man, I hope the regionalization train stopped long enough for you to get on, because you are now on this train and we are moving fast. My schedule is full today, tomorrow and everyday, so in a minute or so I will send you in to see our executive officer. Today I take CINCPACFLT out to San Clemente Island. And, tomorrow the CINC and I take the Secretary of the Navy and several British VIPs back out to San Clemente to observe one of their submarines launch a Tomahawk cruise missile that will impact a target on San Clemente. This will be a first for the British Navy. The environmentalists in Southern California will be calling North Island to protest about the event. I must spend seventy percent of my time with environmental issues at San Clemente and with the nuclear carrier now homeported at North Island. In fact, I am meeting with the local Coronado community tonight to once again discuss safety and the impact of homeporting a nuclear carrier in San Diego."

Mad Man asked, "If you spend seventy percent of your time dealing with the environment, what is the role of the Environment ACOS? Does the Environment ACOS just provide funding, people, advice, and technical guidance?"

Captain Bendix continued, "You and the ACOS for the environment, Captain Bob Convair, the commanding officer at the submarine base across the bay, will get to know each other real well. He is the Environment and Public Safety ACOS. You will get the phone calls about a near extinct bird, the Loggerhead Shrike, on San Clemente Island. Captain

Convair can explain the impact on operational readiness if we lose access to the San Clemente range (Appendix 6). Basically we need to safeguard the Loggerhead Shrike, or if we don't, we could lose use of the range. To keep regionalization in the forefront of your mind, the ACOS for ranges is the commanding officer of NAS Fallon Nevada. The three of you will be working San Clemente Island issues with fleet and type commanders, who are greatly concerned over any loss of target areas and range time on the island.

"Mad Man you will be busy here at North Island. A trip to San Clemente Island is an all day affair for the commanding officer. Flights to the island leave in the morning and return in the late afternoon. Two years ago Naval Amphibious Base Coronado (NAB) merged into North Island. This is not a small base. It hosts a three star's staff - commander, Naval Surface Force U.S. Pacific Fleet - plus all of the special warfare and special boat operations people are homeported at NAB for the Pacific Fleet. Further south about ten miles you also have Outlying Field Imperial Beach. This is a lot of property that you are responsible and accountable for Mad Man. It is virtually impossible to visit all of your property each day.

"Before I dash off, I want to mention a concern of regional base commanding officers. As during the past hundred years, we have been responsible and accountable to provide shore installation tenants with quality support, and the operational commanders will not tolerate degradation in services or embarrassing incidents. Like the base commanders before us, you will get that late night phone call when someone is unhappy. Our base commander's cultural baggage of sole autonomous control, accountability, and responsibility while in command has been instilled in us. Each base commander is now more dependent on a dynamic surrounding external environment. Before, chaplains, security, fire, MWR, legal services, and the many other base operating support functions were attached to the base, and reported solely to shore installation commanding officers. This is not the case with regionalization. You will now be working with ACOSs and their program managers from outside your base for most of your base operating support functional areas. Most of the personnel in base operating support functions will now be attached to ACOSs at other naval stations. I recommend that you study and understand these functional relationships. As you see from our briefing chart (Appendix 7), the relationships resemble the "galactic radiator" chart for the Joint Requirements Oversight Council (JROC) process.

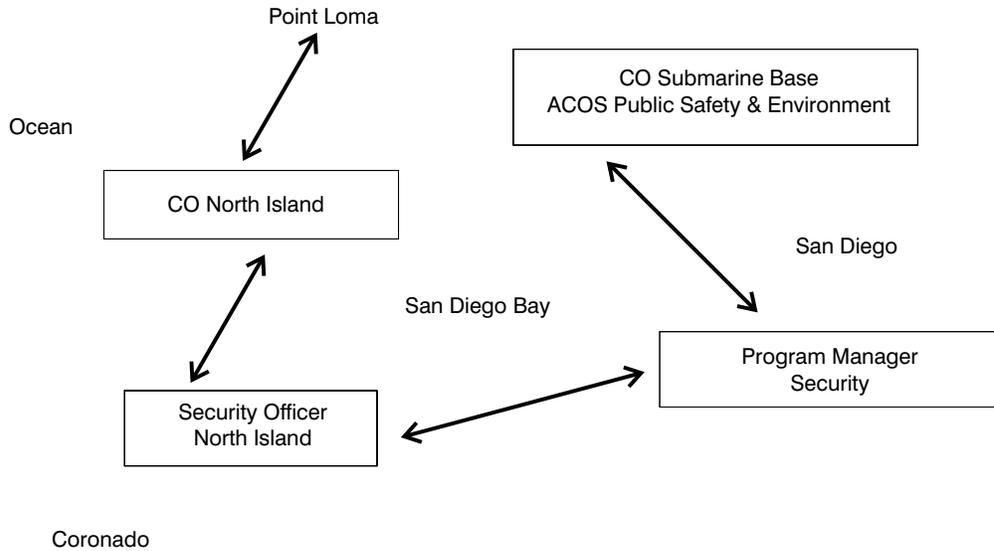
"Well I need to run and pick up the CINC for his tour of San Clemente Island. Welcome aboard and see you on the podium at the Change-of-Command."

Mad Man walked down the passageway to the executive officer's office. The executive officer, Commander Rob Whitney, introduced himself and offered Mad Man a cup of hot coffee on a typically warm sunny Southern California afternoon. Passing on the coffee, Mad Man came right to the point.

"Rob, let me pose a question, and you enlighten me. Do I have a base security officer and is he or she located on this base?"

Rob smiled and readied himself for more than one follow-up question. This was a typical question from new arrivals—the command relationships under regionalization. "Yes sir

and no sir. Base security for San Diego bases was one of our first services to be regionalized. However, it has not been exported over-the-horizon to Fallon, Lemoore, or El Centro. Let me explain using the blackboard,” Rob said, and drew the diagram below.



“Captain, you have a base security officer on North Island with a team of security officers. North Island’s security officer reports to you and to the security program manager over in the Security Command and Control Center in San Diego. The security program manager in turn reports to the ACOS for Public Safety, Captain Bob Convair, the commanding officer of the submarine base. Captain Convair writes our security officer’s fitness report and provides us with funding, resources and manning for North Island’s security function. Only ACOSs and program managers have total and accountable budget authority. Base commanding officers provide the security program manager an input for their security officer’s evaluation.

“If we have an issue regarding base security, we call our security officer. The issue is usually resolved by our security officer. However if not resolved, and for instance you want to open more base access gates to reduce automobile grid-lock in the city of Coronado which requires an increase in security personnel, our security officer would then request the increase in manning through the regional security program manager. Traffic congestion in the City of Coronado generates many phone calls to this office. If we are still stuck, then you would contact the regional ACOS, Captain Convair, to get permission for more personnel beyond our assigned fair share.”

Mad Man interrupted Rob, “I can now understand what Captain Bendix was talking about when he mentioned a dynamic surrounding external environment. Is this basically how it works regionally for all base operating support functional areas?”

“Yes Sir,” responded the executive officer. “We are just now putting together a regional MWR office. October 1998 was the target month to begin implementing regionalization of

base operating support functions in the local San Diego area. Chaplains, legal services, security, fire, family housing and bachelor quarters are several of the functions, which are fully implemented. The next implementation milestone for these functions will be to include Fallon, Lemoore and El Centro.”

“Excuse me, Rob,” Mad Man commented, “as these functions expand over-the-horizon, to the out of area bases, will we lose services?”

“Of course that possibility exists,” Rob responded. “But, the functional program managers and ACOSs (assistant chief of staffs) will have to work issues as they arise. Admiral Pratt hosts a monthly executive steering committee (ESC). Each ACOS is not only a member of the admiral’s staff, but is also an ESC member. The scheduled ESC meeting next week has an agenda item that will determine if base commanding officers will submit additional duty (ADDU) concurrent performance evaluations for civilian and military members assigned by ACOSs and program managers to the various bases. Captain, this would provide a concurrent written evaluation from you on the senior people leading the many base operating functions on your base.

“I also recommend that you raise the issue of nonjudicial punishment (NJP) and court-martials for military personnel working in base operating support functions on your base. The policy is that ACOSs, program managers, and base commanders huddle and decide who will hold NJP. Captain, many people will look to you as the responsible and accountable officer for good order and discipline on your base.

“Captain, I have been the executive officer for two years and personally involved with every regionalization action at North Island. Today my detailer called and indicated that I will be reporting to the Naval War College for the March 1999 class, with a follow on Joint tour. That means that I will have to transfer in about eight weeks to make the class convening date. Sorry that I will not be here longer to aid your takeover of North Island and especially with exporting airport operations over-the-horizon.”

Mad Man thought, “Welcome aboard, captain. There goes my expertise!”

As Mad Man drove around North Island, he noted a lot of aircraft in the local flying pattern. Helicopters were mixed with the fixed-winged S-3A jets, and all of them were either airborne or moving on the runways and taxiways. It all seemed orderly, but how could the pattern possibly hold one more aircraft? It was clear that North Island was a lot busier than in the 70s. His airport operations officer must really be busy orchestrating this airborne ballet at North Island.

Commander Dave Curtis, North Island’s airport operations officer, invited Mad Man into his office overlooking runways 09-27. Before Commander Curtis finished with introducing his staff, three F/A-18Cs had landed and gone to full power for another trip around the pattern and more touch-and-go landings.

“Yes, sir,” Dave said, “North Island is operating at just about maximum tempo. We do get our share of noise complaints. But, air operations departments are used to dealing with these issues. Presently, my Airport Operations Department manages North Island’s airfield, the outlying airfield at Imperial Beach, and San Clemente Island’s airfield. We did this before regionalization. What concerns me is the over-the-horizon regionalization that is supposed to take place this fiscal year. Managing the airfields at El Centro, Fallon, and Lemoore from here in San Diego will add a dynamic that has not been completely accepted or planned. The commanding officers of those naval air stations must also be wondering what control they will be losing. Just operating North Island and our two outlying fields takes the majority of my time. I really wonder what my role will be as your program manager for airport operations when we go over-the-horizon. I guess that is why you are here, captain!”

Dave Curtis continued, “From my experience here, I do not see what efficiencies and cost reductions will be gained by consolidating airport management here at North Island. It takes a lot of people to operate and maintain a naval airport facility. I have been speaking with the air operations officers from the other air stations. Possibly the best we could do is to centralize budgeting and customer charging here at North Island. As your program manager, I look forward to your policy and implementation guidance.

“Captain, there is an issue that we need to resolve soon after you take command. We have two C-12 aircraft (twin engine turboprop) for logistical support and six pilots assigned to fly them. Four of the pilots, including me, are assigned to North Island’s Airport Operations Department and it is easy for me to schedule them for the daily support flights that we provide. But, the other two pilots are assigned to base operating support functions that are now led by ACOSs from outside the base. I am starting to get word from these two pilots that their new bosses expect them to work on support functions first, and to fly second. Captain this will really complicate my scheduling if I have to go to an ACOS every time I want fly these two pilots. Our station C-12 pilots fly a lot to meet North Island’s air-movement scheduling demands. Seems like I am in the air more than on the ground. By the way, I retire in one year. Captain, you are also on flying orders. You will get to fly the C-12 whenever you let me know that you will be free. We have you set up with a mandatory two week C-12 ground school in Wichita, Kansas in January, followed by training flights here at North Island. I hope to see you on the schedule.”

“Dave, I will have to get back with you on our role as ACOS and program manager for airport operations in the Southwest Region,” Mad Man stated as he headed for the door.

Mad Man’s next stop was at North Island’s ordnance magazine area for his meeting with the weapons officer, Commander Chester Winchester. Mad Man knew that Chester began his naval career as an enlisted aviation ordnance man during Vietnam. Chester had worked his way up through the ranks and had been selected for the limited duty officer commissioning program. He was known as the best ordnance officer in the Pacific Fleet.

“Captain, welcome aboard, it has been a long time since I loaded a MK-46 torpedo onto your airplane. Please have a seat and let me describe your Weapons Department and how North Island will fit into the Southwest Region.

“The ACOS for weapons is the commanding officer of Naval Weapons Station Seal Beach, a naval base adjacent to Long Beach’s harbor, about 120 miles north of here. I am the ACOSs program manager for all ordnance, and weapons issues in the Southwest Region and also North Island’s weapons officer. As the weapons program manager, I fund, train, coordinate all ordnance movements and inspect all ordnance programs here in the county. If two surface ships over at the Naval Station are directed to cross-deck some ordnance, I now orchestrate that action. We call ourselves the 1-800 number for all weapons actions in this region.

“The ACOS writes my fitness report. Sir, two years ago North Island consolidated with the Naval Amphibious Base (NAB) here in Coronado. Here at North Island we finally have NAB and San Clemente Island working on the same sheet of music. In fact, I lost one personnel billet when we consolidated. I am now working the San Diego regionalization of the submarine base and surface ship base over at the Naval Station. We have not yet gone over-the-horizon to Fallon, Lemoore, and El Centro. That action will add a dynamic that is being planned in Seal Beach and here. Creating a regional base operating support function will eliminate duplication, but weapons regionalization will take a lot of my personal time as we ramp-up.

“In about four months North Island will have its three-year weapons and magazine inspection. This is a comprehensive CINCPAC Fleet directed inspection that the Weapons ACOS in Seal Beach conducts.

“Sir, I hate to run off, but I have to observe a ship to ship movement of ordnance over at the Naval Station. My office is usually empty during the working day as we train and move weapons, however, I am on a beeper and cell-phone. Again, it is super to have you aboard sir.”

As Mad Man walked out to his staff car, he was thinking about his weapons officer who clearly had many responsibilities outside the fence of North Island, and responsibilities beyond what Mad Man considered Commander Winchester’s primary duty as North Island’s weapons officer. He wondered how he, as the commanding officer, would fit this command relationship together.

Mad Man left North Island and drove back across the Coronado Bay Bridge and made the turn off of I-5 for the Naval Station. He was scheduled to meet with Captain Wilhelm Krupp, the new regional program manager for MWR. Mad Man’s executive officer had briefed him that North Island’s MWR site manager had just been selected by Captain Krupp.

“Come on in and have a seat, Captain, and welcome aboard,” said Captain Krupp. “Let me explain what is going on in the regional MWR world and over at North Island. We are

implementing MWR regionalization for the San Diego bay area during December 1998. I am the program manager for MWR. The Support Services ACOS has this function plus three other base operating support functional areas.

“There was a tremendous amount of MWR duplication throughout San Diego. If any base operations support functional area was ripe for regionalization—it was MWR. Every base in this region had its own MWR director and support staff. Now there is just one MWR director, me, and we have consolidated all of the staffs here at the Naval Station. All payroll, marketing, personnel and contracting functions for MWR are now run from my office. By regionalizing we reduced our MWR billets by twenty-seven this fiscal year. I expect to create further manning reductions. I just discovered that we have a pro and Pro Shop manager at every golf course. Too much overhead, but we’ll change that. Yes, these personnel reductions create turmoil among employees, but we try to reduce the apprehension by offering various incentives and transfer options. I just completed the hiring process for North Island’s site manager. North Island still has the employee manning to operate the many MWR activities for our Sailors; however, the site manager no longer has a personal staff. North Island’s site manager reports to me, and I oversee his management of your MWR programs.”

“Excuse me,” Mad Man interrupted. “What will my relationship be with my site manager?”

Captain Krupp continued, “I would expect the site manager to attend your department head meetings and be attentive to customer demands at North Island. I would expect North Island’s MWR Department to continue monthly tenant MWR meetings. Your site manager’s mission is to provide quality MWR programs at North Island. Captain, you and your staff, and base tenants are my on-site quality control representatives.”

Mad Man again interrupted. “What if we identify the need to build a car wash for our sailors and marines at North Island? Can I authorize this action? Or, if we sponsor a special event and expertly manage our programs, do we get to keep the profits we generate?”

“In answer to your first question, the answer is no, you cannot authorize building the car wash. If I see that we have a profit margin exceeding expenses, I could authorize North Island’s MWR site manager to build your car wash. But, to be honest, I would first have to look at regional projects and fit yours into a prioritized list of projects to do. We are looking to balance MWR programs throughout the regional area. North Island traditionally makes money because you have a large customer base. The remote bases lose money. Admiral Pratt and I are committed to providing equal or better service for our sailors and marines at all of our shore installations.

“If you and I cannot agree, then we have the opportunity to raise our MWR concerns at Admiral Pratt’s executive steering committee meetings. North Island’s tenants have the opportunity to raise their concerns at the monthly commander, Navy Region, Southwest Customer Advisory Board (CAB) meetings regarding all regionalization issues.

"We are developing a regional MWR plan, one master plan that consolidates many of the redundancies and improves quality of life for our personnel. With the savings we realize we should be able to build your car wash Captain. I can only parrot the vision, *One Team, One Voice, One Mission.*"

Mad Man bid Captain Krupp good-bye and headed for the base's fast food geedunk and a quick lunch before his meeting at the Public Works Center. While standing in line he overheard two chief petty officers complaining about regionalization and MWR. The gist of their complaint seemed to be that it was impossible to checkout baseball equipment from the Fitness Center. They seemed convinced that regionalization was the reason for their difficulties. But Mad Man knew from his briefing that MWR regionalization had not even been implemented yet at the Naval Station. He wondered if regionalization was as big of a mystery for the crews of homeported ships as it was for him a few days ago.

Mad Man was welcomed into Captain Douglas McDonald's office. Captain McDonald was the commanding officer Public Works Center, located at the Naval Station, and he was also the ACOS for Public Works for all of the regional bases.

Captain McDonald started, "I know that you are short on time, so let me quickly explain how this command will support North Island. I have a public works officer assigned to North Island, and your installation is manned to provide the tenants with support. Mad Man, your public works officer works for you and me. Each shore installation used to have an entire Public Works Department. This created a lot of redundancies and inefficiencies throughout this region. Regionalization of public works makes great business sense. We base-lined public works personnel manning for the entire region in 1996, and through fiscal year 1999 we reduced 130 jobs by consolidating many redundant public works base operating support functions. I estimate that we saved about 7.5 million dollars in facilities and infrastructure cost by consolidating base operating support functions. Since 1 October 1998, Admiral Pratt owns all Class I (land) and Class II (buildings) real property. If you look at the 'galactic radiator' (Appendix 6) you will see that as the ACOS for Public Works I am responsible for facility maintenance, vehicles/support equipment and utilities. I have program managers assigned to each of these base operating support functions. Your public works officer at North Island would use these program managers to work issues. If not resolvable at that level, then you and I would reach a resolution or take it to Admiral Pratt's monthly ESC meeting."

"OK," Mad Man stated. "I understand that I have a fully up and operating base public works officer that reports to your program managers and passes my concerns. But as I look at the 'galactic radiator' I noticed that BQs and housing belongs to another ACOS and not Public Works. If a BQs roof leaks or the exterior needs painting, who funds that job?"

"As I see it, Mad Man, the BQ/housing ACOS would fund that job, and we would do the work," Captain McDonald replied. "However, these are what we refer to as 'white space' issues. The ACOS for BQs may believe that I have that funding responsibility since I am responsible for maintenance. There are many 'white space' issues out there that will have to be

identified. Regionalization will have to be a malleable process as we determine ACOS base operating support cross functional responsibilities.”

The day after the change of command, Mad Man finally had a chance to sit down with Admiral Pratt.

“Well, Mad Man, welcome aboard, and I hope that you have had a chance to get acquainted with many of your ACOS counterparts,” Admiral Pratt stated. “Here in the San Diego area we are on the cutting edge for streamlining base operating support functions. We want to take advantage of new technologies and business practices. Therefore, Mad Man, I will be expecting you to know your command and to provide the leadership that this shore installation regional transformation is going to require.

“As the base commander you are responsible for good order, discipline, and the safety and welfare of personnel and property. You are the on-scene advocate for fleet units and your tenants. While in command of North Island, you will be coordinating functions, events and responding to each crisis.⁸ Your responsibility, authority, and accountability as the commanding officer of North Island has not changed.”

Lieutenant Commander Wesson stuck her head in the door. “Excuse me admiral, there has been an incident on San Clemente Island. It appears that some of the environmentalists assigned to the island were counting Loggerhead Shrikes in one of the ordnance impact areas and were fired on by one of our surface ships. We do not know the extent of injuries yet.”

“Mad Man, you and the Range ACOS in Fallon and the Environmental ACOS over at the submarine base had better get right on this,” the admiral stated. “We can not have the environmentalists shut us down at San Clemente Island; that would cause a major impact on fleet readiness.”

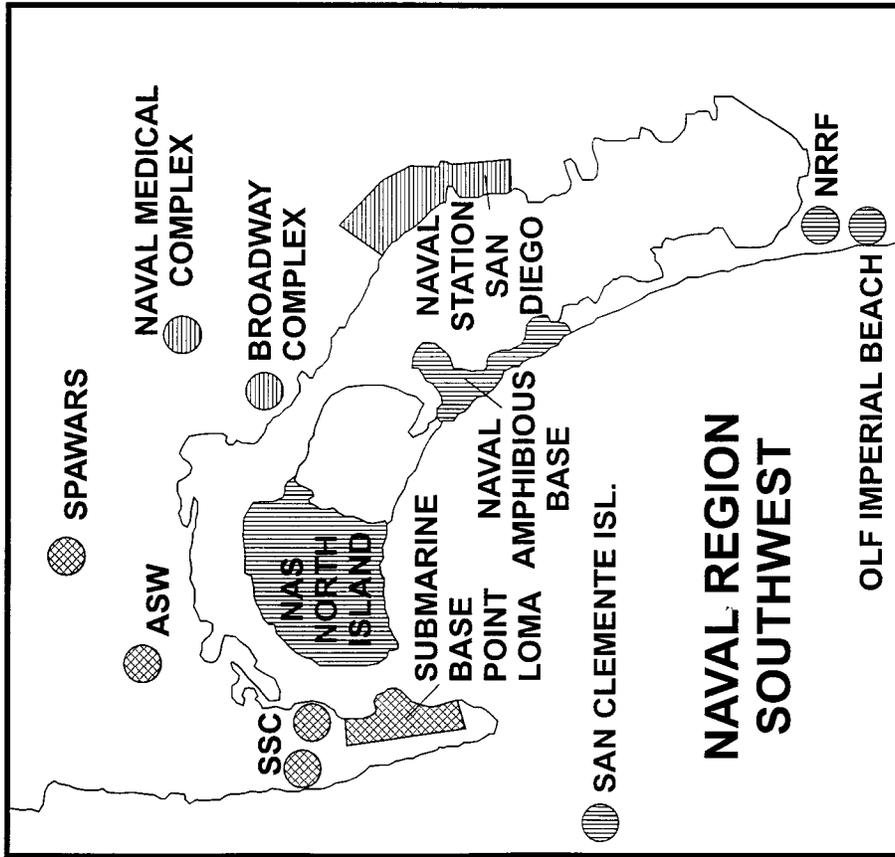
Notes

1. Naval Air Station North Island web page, 24 November 98, <<http://www.nasni.navy.mil/welcome.htm>.>
2. Navy Region Southwest web page, 24 November 98, <<http://www.cnbsd.navy.mil/Mission/mission.htm>.>
3. Unless otherwise indicated and cited, quotes represent paraphrased material based on interviews with military and civilian personnel while conducting research for this case study during November 1998.
4. Navy Region Southwest web page, 24 November 98, <<http://www.snbsd.navy.mil/Mission/mission.htm>.>
5. Commander Navy Region, Southwest power point presentation, presented by Captain B. Rollins, chief of staff, 16 October 1998, to NSDM Department, Naval War College.
6. James, W. Crawley, “Navy Restructuring Deemed a Success,” *San Diego Union-Tribune*, 29 July 1998, sec. B, 1.
7. Commander Navy Region, Southwest power point presentation, presented by Captain B. Rollins, chief of staff, 16 October 1998, to NSDM Department, Naval War College.
8. *Ibid*, 24.



APPENDIX 1

NAVAL REGION SOUTHWEST - SAN DIEGO COUNTY

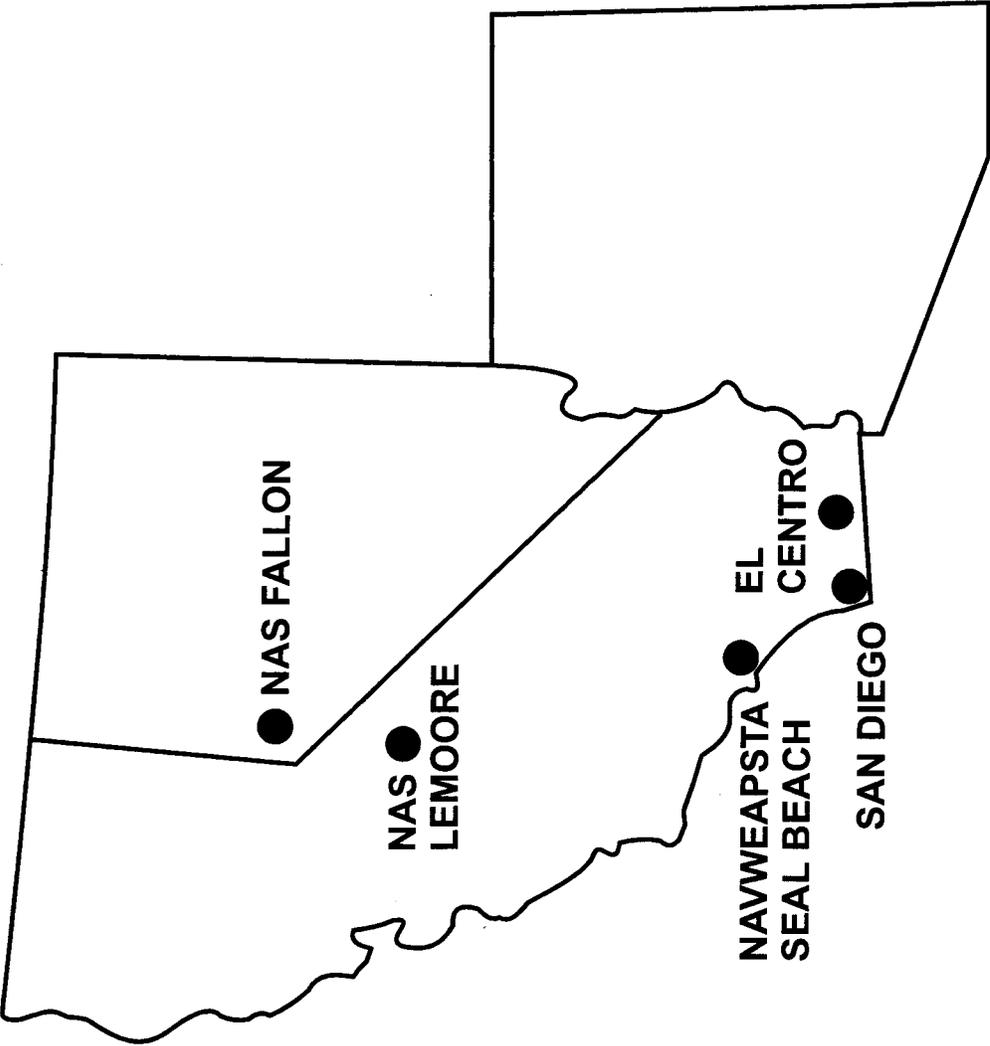


● NAVAL SUBMARINE
BASE POINT LOMA

● NAVAL AIR STATION
NORTH ISLAND

● NAVAL BASE
SAN DIEGO

APPENDIX 2





APPENDIX 3

Navy Region Southwest Information

NAVY BASES IN SOUTHWEST REGION:

- NAS North Island/NAB Coronado
- Naval Station San Diego
- Naval Submarine Base Pt. Loma/SPAWAR
- Naval Regional Medical Center
- NAS Lemoore
- NAS Fallon
- NAS Pt. Mugu
- NAF El Centro
- CBC Port Hueneme
- NWS Seal Beach (10/1)
- NWS Falibrook (10/1)

REGIONAL PERSONNEL STATS:

- Navy: 85,900
- Civilian: 37,800
- Military Family: 198,600
- Retirees: over 85,000
- Reserves: 9000

REGIONAL PAYROLL (U.S. NAVY, U.S. MARINE CORPS & CIVILIAN TOTAL): \$3.93 BILLION

- Regional Operational Stats:
- Aircraft Squadrons: 58
- Aircraft: 626
- Ships: 46 Surface Combatants
- PCs: 4
- CV/CVNs: 2
- Submarines: 6
- MSC (Military Sealift Command): 4



APPENDIX 4

SAN DIEGO NAVY-CURRENT FACTS Updated: 10 August 1998

THE NAVY IN SAN DIEGO INCLUDES HOMEPORTS FOR:

- 46 Surface ships
- 6 Submarines
- 4 Coastal Patrol Boats for our SEALs
- 2 Aircraft Carriers - CONSTELLATION and JOHN C. STENNIS
- 5 USNS ships, USNS MERCY, 2 Oilers and 2 Fleet Tugs

THE NAVY IN SAN DIEGO INCLUDES:

- 67,380 Sailors
- 58,680 Male, 8,700 Female
- 40,000 Marines, (30 K Camp P, 2 K MCRD, 3K MCAS)
- 4,630 Naval Reservists
- 36,000 Civilian workers
- 57,900 Military retirees
- 170,000+ Family members
- Total of 376,600 people in the county with military ties.

CURRENT CHANGES UNDERWAY HERE INCLUDE:

- Marine F/A 18S and helos moving from MCAS El Toro and Tustin to Miramar
- 2000 Marine personnel moving into San Diego
- All F-14 squadrons have moved to NAS Oceana
- E-2CS moving off Miramar to Point Mugu
- Top gun moved to NSAWC at NAS Fallon

OTHER CHANGES:

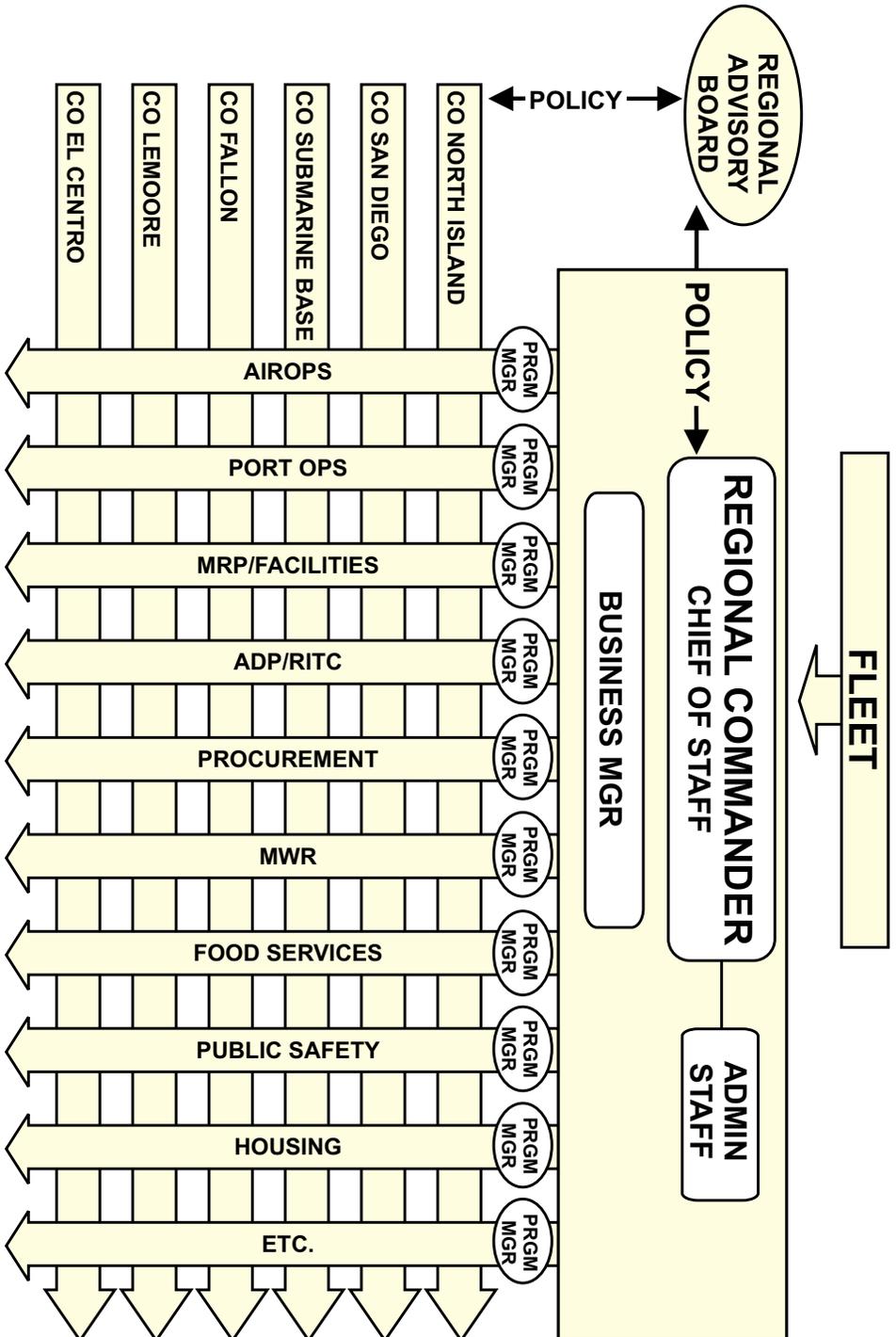
- At least one NIMITZ class carrier: USS *John C. Stennis* (CVN-74) to NAS North Island August 26, 1998
- Dredging of San Diego Bay and carrier turning basin to accommodate larger ships completed August, 1998
- Navy partnering with the state of California to replenish sand with remaining project funds for dredging



APPENDIX 4 (CONT.)

- THE NAVAL TRAINING CENTER (N.T.C.) closed in 1997, and the land was divided between the navy and the city of San Diego
 - 87 acres at N.T.C. will be kept by the U.S. Marine Corps
 - 500 new housing units proposed
- \$15 million for new medical and dental facilities
- Fire fighting training area for San Diego Fire Department
- Commercial property for hotels, convention centers
- Expansion of Lindbergh Field
- SPAWARS moved into town from D.C. in 1997
 - \$3 billion in annual contracts
 - 800 Navy and civilian personnel and positions moved to San Diego

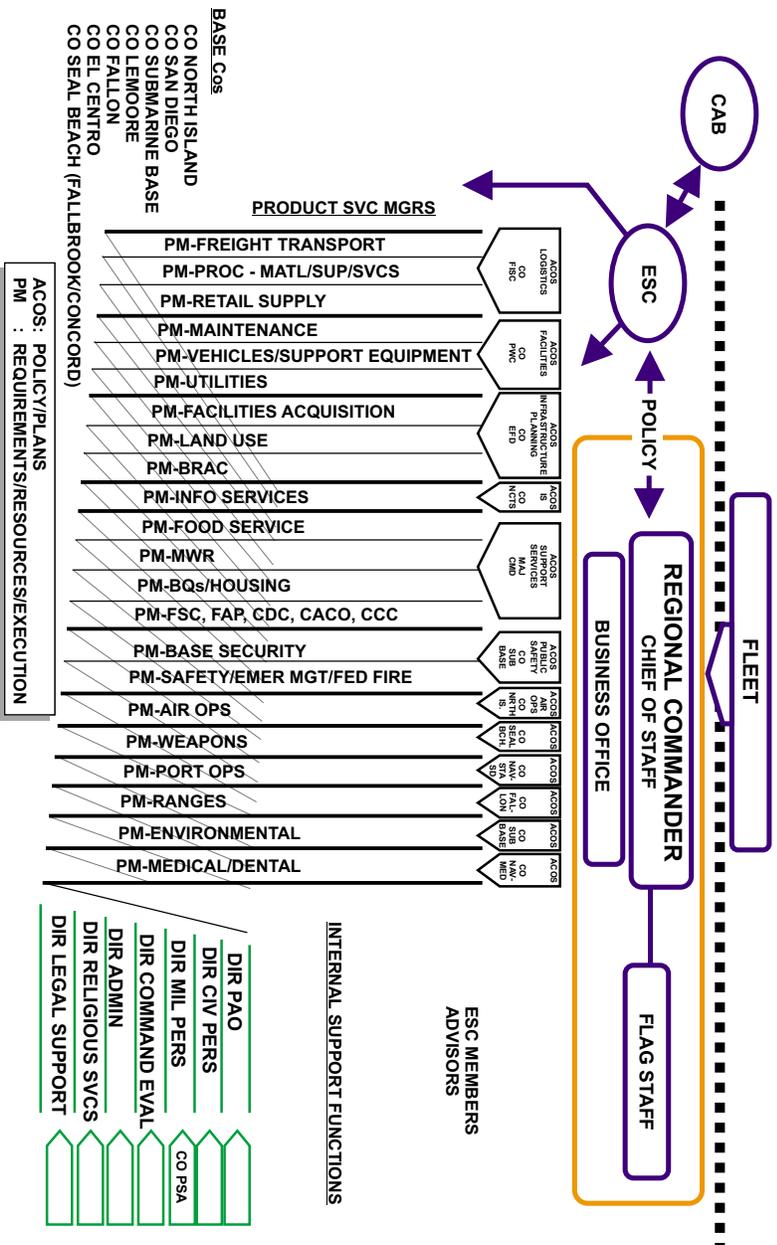
REGIONALIZATION



CD-98-NSDM-6 (JRN)

APPENDIX 5

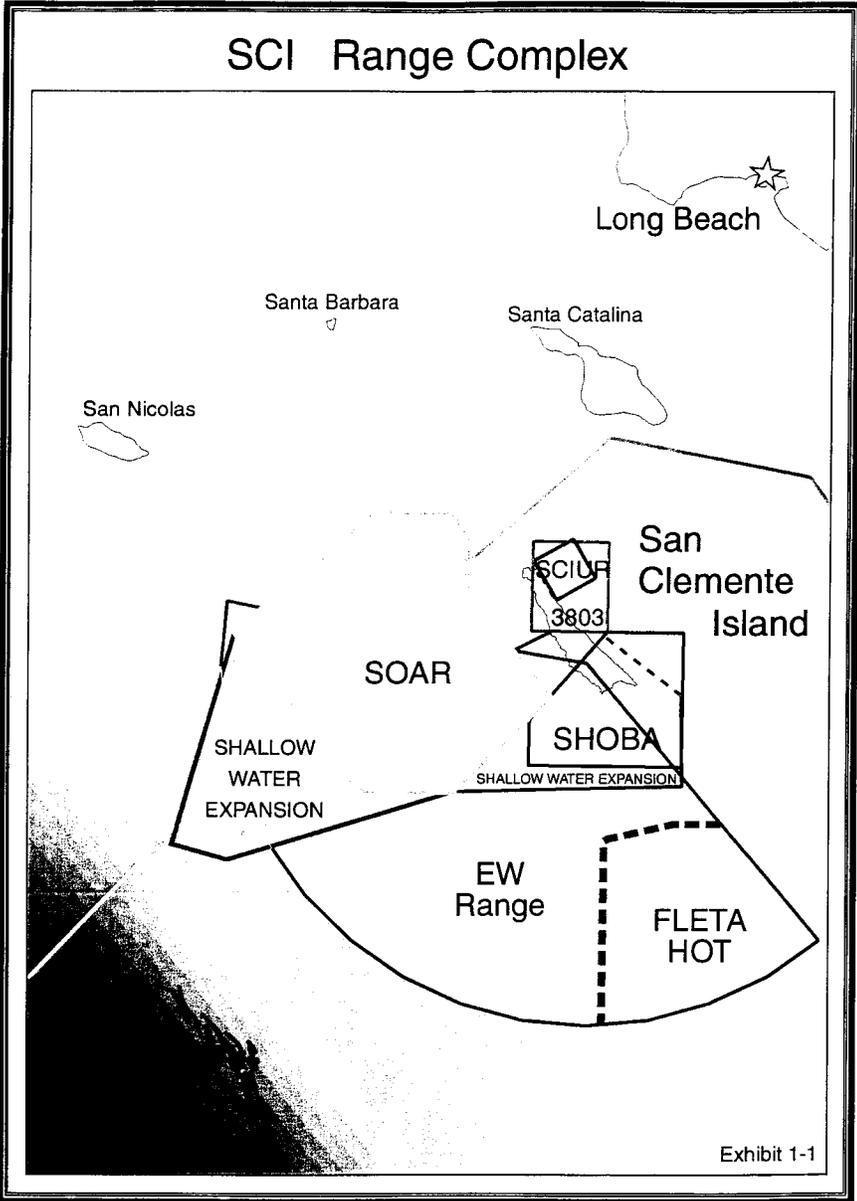
SOUTHWEST REGION - 1 OCT 98



CD-98-NSDM-7 (URN)

APPENDIX 6

APPENDIX 7



APPENDIX 8

