

BRAC 2005 Administration Joint Cross-Service Group (JCSG)

Meeting Minutes of April 1, 2003

The Deputy Under Secretary of the Army (DUSA) chaired this meeting. The list of attendees is attached.

The DUSA handed out the draft “Initial Report of the Administration Joint Cross-Service Group” (attached) for review and approval. The group discussed the various edits in the draft report reflecting input from members. The group agreed to the revised report, with the additional changes:

Page 1 of memorandum: revise “OSD BRAC Director” to “a member’s concern”

Page 6, Part 2, bullet a.: remove reference to secondary criterion

Page 7, Part 2, bullet b.2.: remove “Active and” from the Reserve component review. The group determined that the

Page 8, Part 3, bullet h.: add back Facility Management functions to the list of functions to be reviewed by the JCSG and incorporate environmental management (bullet j.) as a subordinate function. The group determined that in the context of reviewing the geographic clusters these activities could result in appropriate facility reductions or business process reengineering transformation.

Page 8, Organization Chart: rename Service Component Facilities subgroup to Reserve Component Facilities as this reflects earlier decisions to separate Active and Reserve Component functional reviews.

Page 8, Organization Chart: add “Others” to the list contained under the Geographic Cluster subgroup to reflect that additional clusters may be developed or reviewed within the BRAC process.

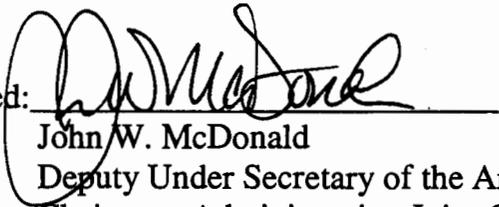
Page 9, Section IV, Part 5, bullet a.: deleted sentence in third paragraph pertaining to property disposal. The group agreed this activity is conducted during the implementation stage of BRAC.

There was additional discussion regarding the extent the group could consider business process reengineering (BPR) as a means of developing BRAC recommendations. The consensus of the group was that BPR could have a direct impact on closure and realignment decisions. The group determined clarification is needed on the extent to which BPR can be implemented in JCSG analysis.

The group also discussed the intent and scope of the mobilization function. There was concern that this function is more operational in nature requiring a Service review rather than JCSG review. Some members argued that mobilization has a facility specific

footprint that should be examined across all Services. The group agreed to retain this function within its portfolio and further define its scope in the future.

General discussion arose regarding the name of this JCSG. Members provided input that the term “Administration” will be viewed too narrowly by the Military Departments. The group agreed to bring this to the attention of the Infrastructure Steering Group.

Approved: 
John W. McDonald
Deputy Under Secretary of the Army
Chairman, Administration Joint Cross-Service
Group

Attachments:

1. List of Attendees
2. Draft Report entitled “Initial Report of the Administration Joint Cross-Service Group”

**BRAC 2005 Administration
Joint Cross-Service Group (JCSG)**

Meeting Minutes of April 1, 2003

Attendees

Members:

- Mr. John McDonald, Deputy Under Secretary of the Army, Chair
- RADM Chris Weaver, Commandant, Naval District Washington Headquarters
- Col Scott West, Division Chief, Forces Division, J-8

Alternates:

- Mr. Philip Grone, Principal Assistant Deputy Under Secretary of Defense (Installation & Environment) for Mr. Ray DuBois, Deputy Under Secretary of Defense (Installation & Environment)

Others:

- Mrs. Nicole Bayert, Associate General Counsel, Environment and Installations, DoD
- Mr. Mike McAndrew, Deputy Director, Housing (ODUSD(I&E))
- Lt Col Bernard Hyland, Office of the Deputy Assistant Secretary of the Army (Infrastructure Analysis)

March 31, 2003

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE (ACQUISITION,
TECHNOLOGY AND LOGISTICS)

SUBJECT: Initial Report of the Administration Joint Cross-Service Group

Reference USD(AT&L) memorandum, subject: Establishment of the
Administration Joint Cross-Service Group, dated March 15, 2003.

This memorandum conveys the initial report of the Administration Joint Cross-Service Group (JCSG). The report contains critical assumptions, potential functions and subordinate functions for analysis, a listing of functions accepted or eliminated for analysis by the JCSG and the rationale, an organizational schematic, a general approach to the analysis, and notional metrics.

In reviewing this report, the category of Administration functions titled "geographic clusters" contains five potential clusters of DoD facilities and installations. These all appear worthy of detailed analysis to determine whether and how functions and subordinate functions performed at those facilities and installations can be realigned or consolidated between services. The JCSG believes that other clusters may be identified and will notify the ISG when it plans to expand the scope of analysis to these new clusters.

Of further note to the ISG, the JCSG believes that its identified functions may, now or in the future, overlap with those of other JCSGs. Continuing coordination will be essential to identify early these overlaps and determine where best to address specific functional issues and related facilities and installations.

The members of the JCSG generally concur with the contents of the report. However, the following comments reflect views of members not incorporated into this report, but which are offered for consideration of the Infrastructure Steering Group (ISG).

- The functions and subordinate functions selected for analysis in Part 2 of the report are narrower than some members believe appropriate. In coordination with the OSD BRAC Director, additional criteria were added

to Tab A Functions Assessment Matrix, which eliminated some functions and subordinate functions from JCSG analysis. Some members of the JCSG did not believe it had sufficient data to exclude these functions and subordinate functions at this stage of analysis. In other cases, the functions and subordinate functions should be considered in the examination of geographic clusters of installations and facilities to assess whether or not there might be significant real property impacts or other savings.

- The elimination of some functions and subordinate functions resulted from the conclusion that analysis of the function might produce significant savings, but the savings would result from re-engineering the functional process, not from real property consolidation, realignment, or closure. The JCSG does not plan to operate as a surrogate for DoD functional proponents who should accomplish this re-engineering regardless of the BRAC initiative.
- There is some concern about the discrete identification of Reserve component facilities and installations for analysis. It should be noted that the JCSG plans to incorporate wherever possible and feasible analysis of co-located or proximate active component facilities and installation into the Reserve component analysis.
- One member recommended that the name of the JCSG be changed to Headquarters and Support Activities JCSG to more accurately reflect the scope and mission of the JCSG.

Upon approval of the ISG, the Administration JCSG is prepared to initiate work based on the plan at Tab B of the report.

John W. McDonald
Deputy Under Secretary of the Army
Chairman, Administration Joint Cross-Service Group

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INITIAL REPORT OF THE ADMINISTRATION JOINT CROSS SERVICE GROUP

I. BACKGROUND.

a. General. The Administration Joint Cross Service Group (JCSG) has been established to address common business related functions and processes across the Department of Defense, services, and Defense agencies. This JCSG had no counterpart during the 1991, 1993, and 1995 BRAC actions. Consequently, while the JCSG has been charged with defining appropriate functions and subordinate functions for analysis, there are no precedents. Initial reviews indicate that this category has significant overlap with the other five JCSGs. For example, administrative headquarters and common functions exist among the services and Joint community in the education and training category of Defense functions. Will the Education and Training JCSG address those functions or will they devolve to the Administration JCSG? Because of this overlap, the Administration JCSG believes that initial functions identified for analysis will change or need to be closely coordinated as the other JCSGs refine their functions for analysis. This report contains the initial assessment of the Administration JCSG and has not yet been coordinated with the other JCSGs.

b. Assumptions. The following assumptions are pertinent to the joint review and analysis of administrative related headquarters and functions:

- o Rationalizing DoD's presence in the National Capitol Region (NCR) remains a DoD concern.
- o Security will a prime driver for realignments in the NCR.
- o Moving from leased spaces to military installations will contribute to security of those functions.
- o Reengineering of common business related processes to consolidate service and joint activities will achieve more efficient accomplishment of joint and common functions and should be considered for potential savings, as well as reduction in the real estate footprint.
- o Continuity of government requires redundant capabilities within and between the headquarters of some commands.
- o The services and JCSGs will share the same data for analytic purposes.
- o Elements of JCSG and service analyses will overlap.
- ~~o Any proposed realignment or closure will be evaluated with the Department's homeland defense responsibilities.~~

II. PART 1. POTENTIAL FUNCTIONS AND SUBORDINATE FUNCTIONS FOR ANALYSIS.

a. Administrative headquarters command and control. These headquarters functions support major Defense, Joint, and service decision

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makers throughout the Department of Defense and the interaction among these decision makers and their headquarters elements for planning and execution of operational and support activities of the Department of Defense. The functions include primarily the availability and support of common services and discrete facilities. Included in this category are the following:

- o Administration headquarters and services activities of the Department of Defense, Joint activities, and service departments in the National Capitol Region (NCR)
- o Defense agency headquarters and their activities in the NCR and other regions
- o Joint command and control headquarters and activities
- o Service command and control headquarters, service component headquarters, and other supporting headquarters or activities related to Joint command and control headquarters and activities

b. Active and Reserve component administration, training, and support. This function includes common administrative and support activities of the active and Reserve components of the Department of Defense and to the extent necessary active component activities co-located with or in proximity to Reserve component facilities and installations. These activities are conducted at primarily service-oriented facilities dispersed throughout the United States and its territories to support the regionally based organizations.

c. Manpower and personnel management. This broad category includes numerous functions that are common across the services, but for which each service likely has different processes. Some of this will change with the adoption of the Defense enterprise personnel system, DIMHRS, as it has for civilian personnel under the enterprise system DCPDS and OPM guidance. Potential subordinate functions would include:

- o Military manpower management, including transient personnel functions
- o Civilian manpower management
- o Finance and accounting services, including DFAS
- o Records management and storage (not only personnel records, but more broadly)
- o Recruiting for active and Reserve component organizations
- o ROTC and JROTC programs
- o Corrections functions, primarily incarceration of military prisoners

d. Family and troop support. This function provides common, business type services and support to individual soldiers, sailors, airmen and Marines and their families at installations and facilities throughout the United States and its territories. Often, the services have developed their own unique organizations and facilities to deliver these services. Both the organizational

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structure and the geographic lay down of the service providers should be considered. Potential subordinate functions would include:

- o MWR activities. This function includes recreation type activities, primarily used in off-duty time, and is defined in relevant directives and regulations.
 - o Base exchanges. This function includes the Army-Air Force, Navy, and Marine systems and the various franchises and contracted services procured by these three systems.
 - o Commissaries
 - o Housing (permanent and temporary). Permanent housing includes on-installation housing supported through MILCON funding, as well as leased and privatized housing, for families and single personnel, not living in barracks or dormitories. Temporary housing includes on-installation lodging for transient personnel.
 - o Child development and child care
 - o Libraries
 - o Postal operations
 - o Religious operations and activities at installations and facilities
 - o Retirement counseling
 - o Other counseling. This function includes a wide range of services for individual service members and families, including social welfare, drug and alcohol, anger management, etc.
- e. Protocol and ceremonial. This function includes those activities performed to provide expected courtesies to distinguished visitors and award recipients, to recognize officials and service members and special events according to customs and tradition of the service, to demonstrate capability and serve the public, and to honor veterans at funeral services.
- f. Public affairs. This function includes providing information to members of the Department and the public through print, electronic, and broadcast mediums. Potential subordinate functions would include:
- o Hometown news releases
 - o Print media activities
 - o Electronic media activities
 - o Radio and TV broadcast services overseas
- g. Historical services. This function includes the various activities of the Department to capture and record historic events for posterity. It also includes the establishment and management of museums and other public oriented facilities to show the culture and heritage of the services and the Nation. Potential subordinate functions would include:
- o Historical records management and preservation

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- Museum management
- Compilation and preparation of histories of military operations, events, and activities

h. Communications and information technology. This function includes non-tactical and non-operational communications and information technology activities of the Department. It relates to the subordinate functions listed below:

- Information assurance
- Information security
- Access to commercial communications means, including wire, wireless, and satellite capabilities
- Local and wide area networks supporting organizations and activities of the Department
- Publishing, printing, and distribution of documents

i. Contracting, contract management, and contract audit. This function includes all activities related to the development, administration, and audit of contracts for the procurement of goods and services for military and military-related functions.

j. Audit. This function includes all activities related to internal and external performance and financial audits of operations and activities of the Department, its services, agencies, and components (less contracts).

k. Legal services. This function includes all legal and administrative activities of the Department relative to the interpretation, application, and execution of laws, regulations, and directives. It does not include legal advice to military commanders and staffs performing operational functions. Potential subordinate functions would include:

- Claims
- Torts
- Trial and defense services
- Advisory services to administrative service and agency headquarters
- Advisory services to individuals and families

l. Criminal investigation. This function includes those law enforcement activities of the Department, services, and agencies to investigate possible criminal misconduct and support to prosecution of offenders.

m. Facilities management. This function includes all activities related to obtaining, managing, administering, and disposing of commercial and government facilities and land, as well as services conducted or provided at installations, not addressed in family and troop support. Potential subordinate functions would include:

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- o Land acquisition
- o Leasing
- o Property management
- o Administration of contracts and other legally binding agreements
- o Disposal of real property
- o Food service
- o Utilities, i.e., water, sewer, gas, electricity
- o Grounds maintenance
- o Engineering services
- o Non-tactical vehicle and equipment support services

n. Public safety. This function includes law enforcement activities, not including criminal investigation; force protection and physical security of installations, facilities, and high value equipment; and emergency response for fire, medical, and HAZMAT crises.

o. Environmental management. This function includes environmental compliance and restoration, activities to respond to non-CBRNE spills of contaminants on land or in waterways, and pollution prevention.

p. Mobilization. This function includes activities to bring Reserve and National Guard members to active Federal service under Secretary of Defense or Presidential authority. Activities involved with mobilization include alert, activation, movement to a mobilization station, processing, training, equipping, filling shortfalls in unit personnel and equipment, preparation of service members and equipment for deployment, and deployment from a mobilization station. A range of facilities and installations are involved in this process.

q. Geographic clusters of administrative and C2 headquarters. While not functions *per se*, clusters of installations and facilities of the Department, services, and agencies exist in specific regions of the nation. Their common business functions, as enumerated above, should be assessed in a Joint context to determine ways to streamline organizations and eliminate capacity and overhead. While certainly not intended to be all-inclusive, the following list reflects examples of clusters that merit study:

- o National Capitol Region
- o Tidewater region of Virginia
- o Puget Sound/Seattle region of Washington state
- o Middle and southern California region
- o Oahu, Hawaii

III. PART 2. PROPOSED FUNCTIONS AND SUBORDINATE FUNCTIONS FOR ANALYSIS.

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a. Criteria for sorting functions. The following criteria have been developed and applied to the list of potential functions and subordinate functions for analysis by the Administration JCSG. These sorting criteria were developed to determine whether any functions could be eliminated from further review based on current information.

- o Is the proposed function a common, business-oriented process or function among the Department, services, and Defense agencies?
- o Is the proposed function unique to a particular service or Defense agency?
- o Does the proposed function have uniquely service related aspects or encompass unique service customs and traditions that make it unsuitable for further analysis?
- o Does the proposed function have current or potential joint aspects?
- o Does the proposed function occupy government leased or owned real property facilities?
- o What is the relative value of assessing the function in terms of achieving transformation, improving the effectiveness of military operations, and/or saving resources?
- o Does the function use significant real property facilities?
- o Can the function operate geographically separate from the customer being served?
- o Is there any Defense agency responsibility for the function?

Analysis of the criteria against the proposed functions and subordinate functions indicates that the JCSG lacked sufficient data in some cases to make even an educated guess about the relative value of an outcome. The initial review indicates that further analysis should be performed before eliminating some functions from review. Therefore, the JCSG recommends that functions to be reviewed be more, rather than less, inclusive, with only those cited in paragraph 3 eliminated pending further analysis. As a secondary sorting criterion after the JCSG analytic groups are underway, the following factor will require consideration:

- o Is the proposed function dependent upon demographics in order to meet recruiting, retention, and mission requirements?

b. Functions and subordinate functions retained for analysis. The functions and subordinate functions listed have been retained for further analysis based on the assessment of the potential functions against the criteria for retention in paragraph 3.a. above. The assessment of functions against the criteria is at Tab A.

1. Administrative and command and control headquarters, including all joint commands and related service major command headquarters.

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2. Active and Reserve component facilities that are geographically proximate. This function is drafted broadly to reflect analysis of the subordinate functions and facilities

3. Manpower and personnel management

4. Communications and information technology

5. Contracting, a common business function through aggregation of demand across services, DoD, as well as all components.

6. Audit functions in the services, Defense, as well as all components.

7. Public safety and security within geographic areas

8. Mobilization across the services and components

9. Geographic clusters as cited and previously identified.

Agreed to remove "Active and Reserve"

IV. PART 3. FUNCTIONS AND SUBORDINATE FUNCTIONS EXCLUDED FROM ANALYSIS. The Administration JCSG does not plan to assess the below listed functions and subordinate functions based on an assessment of the functions against the criteria at Tab A.

a. Family and troop support functions. These functions do not operate independently of their local customer base and are therefore unlikely to have significant Joint payoff for the Department, based on an initial, cursory review.

b. The following subordinate functions in Manpower and personnel management function: records management and storage; recruiting; and ROTC and JROTC programs. These functions appear to have limited real property holdings, cannot function independently of their local customer base, and are unlikely to have high Joint payoff for the Department.

c. Protocol and ceremonial functions are generally service focused and, where Joint capabilities are called for, there are agreements in effect to meet requirements.

d. Historical services are also generally service oriented, and resources and facilities dedicated to this function appear limited.

e. Legal services functions do not appear to have the potential for significant improvement in capability or savings in resources.

f. Public affairs functions appear to have limited real property holdings, cannot function independently of their local customer base, and are unlikely to have high Joint payoff for the Department.

g. Criminal investigation functions, except for those investigative support activities that might be consolidated or realigned as within a geographic cluster. These functions appear to have limited real property

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holdings, cannot function independently of their local customer base, and are unlikely to have high Joint payoff for the Department.

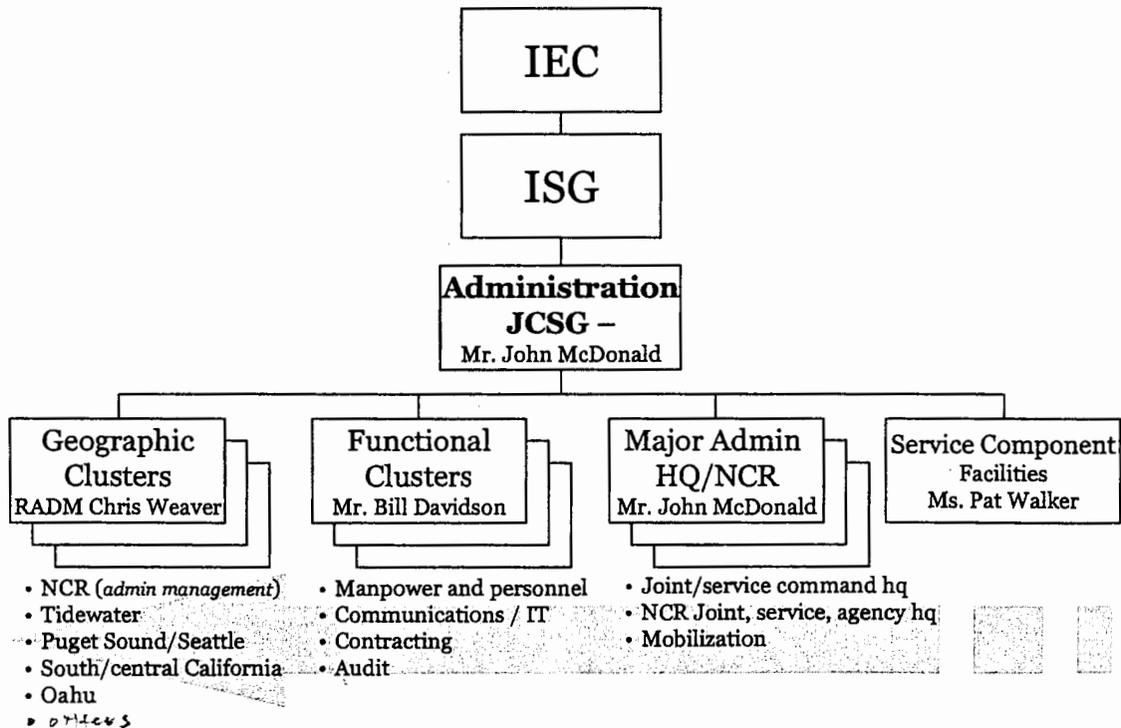
h. Facilities management functions appear to have limited real property holdings, cannot function independently of their local customer base, and are unlikely to have high Joint payoff for the Department.

i. Public safety functions appear to have limited real property holdings, cannot function independently of their local customer base, and are unlikely to have high Joint payoff for the Department.

j. Environmental management functions appear to have limited real property holdings, cannot function independently of their local customer base, and are unlikely to have high Joint payoff for the Department.

V. PART 4. ORGANIZATIONAL STRUCTURE. Based on the multitude of functions in the Administration JCSG and the need to address both geographic clusters of service, Defense agency and other DoD facilities and discrete functions, the following organizational structure is proposed. Leaders of groups are identified.

**Administration Joint Cross Service Group
Organization**



Leaders of each group will establish one or more teams to address their assigned cluster and/or function responsibilities. The Administration JCSG

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will have a small central staff to plan, organize, compile and certify data, and provide common administrative services to the group leaders, such as data and document control.

VI. PART 5. ADMINISTRATION JOINT CROSS SERVICE GROUP APPROACH.

a. Overall Approach. (See Tab B Work Plan for the Administration JCSG) The overall approach to the work of the Administration JCSG is portrayed at Tab B. Of note is the need for the Administration JCSG to coordinate closely with the ISG, other JCSGs and service BRAC organizations to refine functions to be analyzed. This will focus the efforts of the JCSG and preclude unnecessary overlap.

Once the JCSG has collected sufficient data, each group and sub-group, as appropriate, will develop a work plan and begin concept development within and across functions. The groups within the JCSG will develop evaluation criteria and metrics responsive to their assigned responsibilities. Some of these will be common and shared across the JCSG, others will be unique to the group. Of particular interest will be the cross feed between the functional assessments and the geographic assessments. Many crosscutting issues will emerge. These will be resolved within the JCSG and shared with other JCSGs and service BRAC teams.

At this juncture, a consolidated DoD data call, combined with a defined DoD footprint, will provide the information needed to conduct detailed assessments of the concepts and models for realignment. From this basis, the groups will develop viable options for functional and base realignments and closures. The options will be assessed against military value and other criteria. Tools developed under the auspices of the IEC/ISG for optimization and costing will be employed, to the extent feasible, to maximize benefits and minimize costs in evaluated options. The analytic groups will also consider potential options where the immediate community development value of existing DoD property being realigned or closed can be leveraged to have the potential developer provide new facilities at an alternate location to the Department.

b. Notional Metrics. This section provides key indices used in functional oversight of the functions and subordinate functions selected for assessment by the JCSG. The following notional metrics are identified for use in analyzing the functions and subordinate functions of Administration. These metrics are in addition to "military value", capacity, and socio-economic impact.

- o General metrics. These are notional metrics that will be further defined, refined, and expanded during the course of the analysis.
 - Gross facility square footage per military/civilian authorization
 - Square footage available vs. square footage required
 - Administrative space (square footage) per military/civilian authorization

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- Facility operations costs per square foot
- Gross square footage owned vs. leased
- Presence in the NCR. Metrics include: costs per square foot, including security; square footage of excess DoD space used for relocation out of the NCR.
- Decreasing geographic separation between combatant commands and their supporting service headquarters. Metrics include: distance between headquarters; travel time between headquarters.
- Increasing force protection. Metrics include: % of DoD organizations on DoD or Federally owned and secured properties; \$ per person per year for security.
- Reduction in headquarters overhead costs. Metrics include: % reductions in manpower dedicated to headquarters functions; % reductions in space (square footage) for headquarters functions.
- Reduction in common operating costs. Metrics include: % reduction in costs per square foot grounds maintenance; per square foot warehouse storage space; per lodging night per service member; per unit of electricity, oil, coal, and gas; per type commercial vehicle or equipment operating on installations per year.
- Reductions in military construction requirements.

2 enclosures