



REPLY TO  
ATTENTION OF

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**DEPARTMENT OF THE ARMY**  
DEPUTY CHIEF OF STAFF, G-8  
700 ARMY PENTAGON  
WASHINGTON DC 20310-0700  
HSA-JCSG-D-04-157

DAPR-ZB

5 October 2004

MEMORANDUM FOR CHAIRMAN, INFRASTRUCTURE STEERING GROUP (ISG)

SUBJECT: Changes to Scoring Plans Within the Headquarters & Support Activities Joint Cross Service Group (HSA JCSG) Military Value Analysis Report

1. Reference. Headquarters and Support Activities Joint Cross Service Group Military Value Analysis Report, dated 17 June 2004.
2. General. Per Section 3a of the above reference, the military value models were developed prior to receipt of capacity and military value data. As such, the models were developed as a best estimate from expert consensus; the scoring plans and metrics were the best available without seeing the actual data. The report also raised the possibility that metrics, scoring plans, and weights may need to be changed based on receipt of data with unexpected data ranges or distributions. The report stated that if after complete review of the capacity and military value data changes were required, the issues, justifications, and recommended changes would be sent to the OSD BRAC office, and potentially to the ISG, for approval. The purpose of this memorandum is to highlight changes made to scoring plans within the HSA JCSG. There are two types of changes imposed—minor changes to metric constructs and more significant scoring plan changes.
3. Metric Construct Changes. The Major Administrative and Headquarters Activities Subgroup scoring plan has several minor metric construct changes. These changes center on metrics that were to use Joint Process Action Team (JPAT) questions. In general, these questions and metrics use a methodology that attempts to obtain an area estimate for a given installation. Upon receipt and inspection of the data, it became clear that each service did not consistently follow the JPAT methodology. There are cases where combinations of large area estimates, narrow area estimates, and point estimates are all present in the same metric's data. As a result, comparison across this type of data will not be consistent or accurate. An example is in the metric concerning the median value of owner-occupied housing. In this metric, county names, Primary Metropolitan Statistical Areas and Metropolitan Statistical Areas exist in the data set. These differences make comparison difficult. In addition, there are cases where significant portions of data are not present in the

OSD-level database. As a result, to correct the comparison problems and expeditiously obtain data, the metrics have been developed using point estimates based on zip codes and county-level codes, which were provided by each of the services. The constructs of the following metrics are changed to employ this methodology: owner-occupied housing, locality pay, and Basic Allowance for Housing. The original constructs of the continuity of operations and percentage of bachelor's degrees or higher metrics also employ this methodology.

4. Scoring Plan Changes. Two additional scoring plans change more significantly—Installation Management and Mobilization.

a. Installation Management. As the Installation Management Subgroup's analysis progressed, it became evident that the value of an installation's central tendency within a geocluster was less important. This is because the final scope of installation management functions under consideration are less dependent on distance or can be accommodated in cases where distances may become an issue. As a result, the average distance between installations metric has lost its original significance. In addition, after receipt and analysis of the military value data it was discovered that there were many inconsistencies and missing elements within the responses to the question supporting the metric. The team determined that the scoring plan would function better and would maintain the original intent of the scoring plan if the metric were eliminated. As a result, the metric is dropped, and its weight has been equally distributed between the remaining metrics.

b. Mobilization. Analysis of the capacity data supporting the military value scoring plan revealed significant data issues, which were not able to be resolved through data clarification requests. The issues centered on medical, dental, and personnel processing capacities.

(1) The first set of issues center on metrics of dental and medical care capacity. A significant segment of the population was not able to answer these questions as they asked about capacity designated for mobilization support, and many do not make such designations. Attempts were made to use alternative metrics provided by Medical JCSG, but this data also had significant issues, particularly with respect to completeness. The team considered that the dental and medical capacities will not likely become binding strategic constraints, as these facilities could be constructed on a wide variety of vacant space and available land types or procured on the economy. As a result, these two metrics are eliminated and the weight has been equally distributed between the remaining metrics.

(2) The second issue deals with the quality of the personnel processing capacity question. The responses to question supporting this metric have extremely high variation and provided capacity levels that are neither reasonable, nor comparable. The reason the data is so dispersed is because that when asked about mobilization capacity, each service responded based on their view of mobilization. For example, a typical Air Force reservist maintains a higher state of readiness and a shorter processing time than an Army or Navy

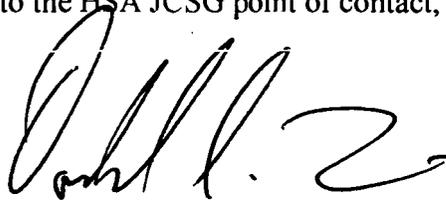
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service reservist does. As a result, it appears that Air Force mobilization sites have significantly more capacity than Army or Navy. However, in reality those Air Force sites could not likely support the reported capacity levels if they were mobilizing Army or Navy reservists who start at lower states of readiness. This type of data problem is not likely repairable through a data clarification process. As a result, the functional experts determined that consideration of historic mobilization throughput is a good indicator of capacity and capability. The group changed from a personnel processing metric to a metric titled processing activity. This metric has been constructed by averaging FY01-03 mobilization history. The functional experts recognize that some mobilization sites may have capacity that exceeds their mobilization history, so they believe a reweighing of metrics will help improve the scoring plan. As a result, they decreased the weight of the processing activity from 22 percent to 17 percent and increased the weight of the number and type of transportation ports from 6 percent to 11 percent.

5. Incomplete Data. The requirement for execution of military value analysis preceded our receipt of complete data. As a result, military judgment has been the mechanism for creating entries for missing data. These judgments have been derived through a combination of input from our Military Department Liaison Officers and our resident functional experts. After models are run with the judgment based data, the analytical team conducts detailed sensitivity analysis to test the results. In some cases, the results are not sensitive to the judgment-based data. In others, there are differing degrees of affect due to the judgment-based data. In these cases, a watch-list of the sensitive entities is used to ensure the entities are represented fairly during the remainder of the analysis and process. In all cases of missing data, our intent is to continue to attempt collection of missing data. When the data is received, models will be updated and results refined accordingly.

6. Please direct any issues or questions to the HSA JCSG point of contact, COL Carla Coulson at (703) 696-9456.



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