THE UNDER SECRETARY OF DEFENSE

3010 DEFENSE PENTAGON
WASHINGTON, DC 20301-3010

ACQUISITION,
TECHNOLOGY
AND LOGISTICS

OCT 24 2003

MEMORANDUM FOR INFRASTRUCTURE STEERING GROUP MEMBERS

Subject: Coordination of Headquarters and Support Activities (H&SA) Joint Cross-Service Group (JCSG) Revised Capacity Analysis Report

The H&SA JCSG has revised its Capacity Analysis Report to reflect the direction of the Infrastructure Steering Group (ISG) to focus its efforts on those functions with the greatest potential to result in decisions that will significantly affect the footprint and the throughput of the functions within their area of responsibility. I have attached this report for your review and coordination.

The revised H&SA report reflects a reduced scope of effort consistent with my October 14, 2003, guidance to the H&SA Chair. Please provide your formal coordination and any comments on this report by October 31, 2003. Your coordination will constitute the ISG's approval of the methodology and functions for this JCSG's capacity analysis.

If you have any questions, please contact Mr. Pete Potochney, the OSD Director for BRAC, at (703) 614-5356.

Michael W. Wynne
Acting USD (Acquisition, Technology & Logistics)
Chairman, Infrastructure Steering Group

DEPARTMENT OF THE ARMY
DEPUTY CHIEF OF STAFF, G-8
700 ARMY PENTAGON
WASHINGTON DC 20310-0700

REPLY TO
ATTENTION OF

DAPR-ZB

16 October 2003

MEMORANDUM FOR INFRASTRUCTURE STEERING GROUP (ISG)

SUBJECT: Headquarters and Support Activities Joint Cross-Service Group's (HSA JCSG) Approach to Capacity Analysis

1. Reference.

a. E-mail, Chairman, ISG, 25 Aug 03, subject: BRAC- HSA JCSG.

b. Memorandum, Chairman, ISG, 16 Jul 03, subject: BRAC 2005 Guidance for the HSA JCSG.

c. Memorandum, HSA JCSG, 9 Sep 03, subject as above.

d. ISG Meeting, 16 Sep 03.

e. Memorandum, Chairman, ISG, 14 Oct 03, subject: BRAC 2005 Guidance for the HSA JCSG.

2. Following the ISG Chairman's instructions a revised report outlining the HSA JCSG's approach to capacity analysis is enclosed for ISG review and approval. The scope of analysis is reduced to those areas the JCSG believes have potential for significant payoff in terms of footprint reduction. Common definitions, attributes and metrics lead to questions that will identify physical and operational (throughput) capacities. The report includes methodologies to determine maximum capacity, surge requirements and excess capacity.

3. The HSA JCSG point of contact for questions pertaining to the report is COL Carla Coulson, at (703) 696-9456, or carla.coulson@wso.whs.mil.

Encl

DONALD C. TISON
Assistant Deputy Chief of Staff, G-8
Chairman HSA JCSG

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HEADQUARTERS AND SUPPORT ACTIVITIES

JOINT CROSS SERVICE GROUP

CAPACITY ANALYSIS REPORT

Transforming Through Base Realignment and Closure

Headquarters and Support Activities Joint Cross-Service Group

Section 1 Introduction

1. **Functions/Subordinate Functions for Analysis**

a. The Infrastructure Steering Group (ISG) established the Headquarters and Support Activities Joint Cross-Service Group (HSA JCSG) to address common headquarters, administration and business related functions and processes across the Department of Defense, Services and Defense agencies. This JCSG had no counterpart during the BRAC actions of 1991, 1993 and 1995. Consequently, the selection of functions for review and development of the associated scopes of analyses for the JCSG are unprecedented. This report recommends further refinements to the scope of work previously approved by the ISG per Under Secretary of Defense (Acquisition, Technology and Logistics) memo of July 16, 2003, subject: BRAC 2005 Guidance for the Headquarters and Support Activities Joint Cross-Service Group (JCSG).

b. Using guiding principles of improved jointness, elimination of redundancy, duplication and excess physical capacity, and exploitation of best business practices, functions (activities) are defined and placed into three tiers. For this analysis two types of capacities will be considered, physical and operational. Measurement and analysis of physical capacity equate to footprint analysis. Measurement and analysis of operational capacity (throughput) equate to functional analysis.

(1) Top Tier activities have obvious potential for significant payoff, in terms of footprint reduction, and will be the primary focus of the HSA JCSG.

(2) Middle Tier activities have excellent potential for significant payoff. Capacity analysis may reveal where to best focus our efforts within each activity.

(3) Lower Tier activities will not be considered by the HSA JCSG and will be passed to the Services for an appropriate level of review. Initial analysis of lower tier activities revealed there to be questionable potential for significant footprint reduction.

The following paragraphs describe tier assignments.

c. **Top Tier**

(1) DC area (defined as 100- mile radius of the Pentagon). Footprint analysis of all activities; functional analysis of assigned defense agencies and common headquarters, administration and business related functions. Footprint analysis will include all Defense agencies except the intelligence agencies. (Defense Commissary Agency is included although it is located outside of the DC area.) The footprint analysis will review the use of facilities, leased and owned, with the intent to rationalize the organization's presence within the DC area. Identification of excess physical capacity throughout the DC area

has high potential to result in opportunities to co-locate activities and shed facilities. The functional analysis will review activities performing common headquarters, administration and business related functions. Identification of duplicative functional capacity throughout the DC area has high potential to result in opportunities to co-locate or consolidate activities and reduce infrastructure. Analysis will include a review of all Defense agency headquarters' common support functions, excluding those of intelligence agencies. In addition, HSA JCSG will review all functions of the Defense Finance and Accounting Service (DFAS), Defense Security Service (DSS), Defense Commissary Agency (DeCA) (included though outside of the DC area), Defense Contract Audit Agency (DCAA), Defense Legal Services Agency (DLSA), Defense Security Cooperation Agency (DSCA) and the Pentagon Force Protection Agency (PFPA).

(2) Geographic Clusters. Footprint and functional analyses of common headquarters, administration and business related functions. The analysis will look at these functions in geographically clustered locations, defined as a concentration of Defense activities from more than one Service generally within a 100-mile radius. A study is underway to identify these areas. Examples include: Hampton Roads region of Virginia (formerly Tidewater region); Puget Sound and the Seattle region of Washington State; island of Oahu in Hawaii; Fairbanks and Anchorage areas in Alaska; and San Antonio, Texas. Analyses of functions in the DC area are accounted for in (1) above.

(3) Administrative and C2 Headquarters outside DC area. Footprint analysis of combatant commands, service component commands and supporting activities; Reserve Component headquarters; and recruiting headquarters commands for possible co-location or relocation.

(4) Financial Management Transactional Services. Footprint and functional analyses of activities DoD-wide. High potential for footprint reduction exists. For example, Office of Personnel Management pays all civilian retirees, including DoD, from one location while DFAS pays DoD working civilian employees from three locations. Analyses may reveal that DoD civilian employees can be paid from one location versus three. Additionally, vendor pay is processed at multiple locations; analyses may show that it can be paid at one. This analysis will not review detail system requirements that are under review through the Business Modernization Management Program (BMMP).

(5) Corrections Activities. Footprint and functional examination of multiple Levels I (short-term), II (< 5 years confinement), and III (> 5 years confinement and certain crimes) correctional facilities may yield opportunities to transfer prisoner load to other entities and /or consolidate activities within the DoD corrections structure.

d. **Middle Tier**

(1) DoD Installations with Shared Boundaries. Footprint and functional analyses of common headquarters, administration and business related functions for duplication and redundancy at installations that share boundaries (i.e., Pope AFB/Fort Bragg; McChord AFB/Fort Lewis).

(2) Reserve Force Management Organizations. Footprint analysis of Reserve Force management organizations that oversee multiple Reserve Centers for possible co-location/relocation. For example, the Army operates several stand-alone Reserve Readiness Commands. They are not co-located with active duty or reserve units of any Service. Co-location of stand alone commands will be reviewed. Precedent does exist; Naval REDCOM – South and the 10th Air Force are both located at NAS Fort Worth.

(3) Civilian Personnel Centers. Footprint and functional analyses may yield opportunities to consolidate and/or co-locate Centers resulting in fewer locations and facilities. Currently Services have various forms of civilian personnel regionalization. For example, both the Navy and the Army have five CONUS personnel centers all at different locations. Since all civilian personnel functions operate similarly under the guidance of the Office of Personnel Management (OPM), it is conceivable to consider *DoD Personnel Centers* as a possible outcome. The DoD Policy for Civilian Personnel, DoD Civilian Personnel Manual (DoD Manual 1400.25-M) is the basic reference that will define the scope of the civilian personnel effort. This document defines the civilian personnel policy of DoD and implements OPM's Federal Personnel Manual.

(4) Military Personnel Centers. Footprint and functional analyses may produce possibilities for co-location and consolidation of military personnel centers. Currently most military personnel centers are stand-alone entities. One focus of the analyses will be to determine capacity consumed by Service component active duty and Reserve personnel centers, and the potential for economies of scale and reduced footprint. For example, the Army is merging active and reserve personnel functions under a new Human Resources Command; studies are still underway to determine if they will remain at separate locations. Various recent transformational initiatives, e.g. automated contact call centers and web-based personnel data update capabilities, have enabled many military servicing activities to operate in a "virtual" environment, increasing the potential for consolidation and reduced footprint. Finally, the recent $281M, 10-year contract award to Northrop-Grumman to move into the implementation phase of the Defense Integrated Military Human Resource System (DIMHRS) will make military personnel data available to all Services on a unified system, further supporting joint processes.

(5) Mobilization. Per ISG guidance of July 16, 2003, mobilization is being analyzed by a separate subgroup. The activities for which a mobilized individual/unit may be required to go to a common/central mobilization site to prepare for and/or await deployment appear most beneficial for review and are recommended for further analysis. This includes the subordinate functions of pre-deployment processing and qualification, and training; and the functions of housing and staging, and equipping. There appears to be potential benefit to maximize capabilities through identification of common mobilization location(s) for individuals/units requiring more than notification and immediate deployment.

e. **Lower Tier** HSA JCSG recommends functions below for elimination from further study.

(1) Common functions performed at the installation level other than those found at DoD installations with shared boundaries or within a geographic cluster, and financial management transactional services.

(2) Financial management PPBES functions, other than as identified above.

(3) Manpower management

(4) Audit, excluding Auditor Headquarters

(5) Records management and storage

(6) Ceremonial

(7) Mobilization subordinate functions of pre-mobilization activities, transporting, and family and employer support to mobilized personnel.

2. **Organizational Structure** Functions and subordinate functions in 1. above will be analyzed by the HSA JCSG organized as depicted below.

3. Refinements to the Organizational Structure

a. Refinements to the Organization of Subgroups.

(1) Geographic Clusters and Functional Subgroup. The HSA JCSG combined the Geographic Clusters Subgroup with the Functional Subgroup. The new subgroup is named the Geographic Clusters and Functional Subgroup. Early in the scoping process it became clear that there was a large amount of redundancy between the two groups. Therefore, in lieu of standing up a unique group to analyze BRAC implications for geographic clusters, functions reviewed by the new subgroup will be viewed through a geographic lens for possible organizational streamlining/consolidation(s). It is important to note that common functions, except financial management transactional services, will only be reviewed at the installation level when installations are part of a geographic cluster, or share boundaries.

(2) Mobilization Subgroup. The Middle Tier function (5) Mobilization is being studied by a separate subgroup per ISG guidance of July 16, 2003. Functions to be reviewed will be limited to pre-deployment activities that are, or can be, performed at a central location.

b. Refinements to and Role of the Major Administrative and Headquarters Activities Subgroup.

(1) The subgroup is now organized into two teams, Major Admin/HQs and activities within the Washington, DC area, and Major Admin/HQs outside of the DC area. This is a refinement from previous subgroup organization that identified a team to review combatant commands, service component commands and supporting activities, as well as a team to review Reserve Component (RC) HQs. The Major Admin/HQs outside of the DC area team will now perform footprint analyses of these activities as well as recruiting headquarters commands.

(2) The Washington, DC study area and the boundary between the two groups will be a 100-mile radius from the Pentagon. Per the SECDEF memo of 17 Nov 02, subject: Land Acquisition and Leasing of Office Space in the United States, space management within the NCR is expanded to the area described above. As such, review boundaries will be consistent with current DoD policy.

(3) To synopsize, this subgroup will review Top Tier activities (1) DC Area (except the footprint and functions of the seven Defense agencies assigned exclusively to the HSA JCSG) and (3) Administrative and C2 Headquarters outside DC Area; and Middle Tier activity (2) Reserve Force Management Organizations.

c. **Refinements to and Role of the Geographic Clusters and Functional Subgroup.**

(1) General. The subgroup is comprised of four teams: Installation Management, Communications/Information Technology, Personnel and Corrections, and Financial Management. Each team will review the Top Tier activities of (1) DC Area (footprint and functions of the seven Defense agencies assigned exclusively to the HSA JCSG) and (2) Geographic Clusters, and Middle Tier activities (1) DoD Installations with Shared Boundaries. The teams will review common functions, except financial management transactional services, at installation level only when installations are part of a geographic cluster or share boundaries.

(2) Installation Management.

(a) The function is renamed from "Facilities Management" to "Installation Management" to better identify and define the subordinate functions under review. The team will review Base Operations functions in the broad areas of public works, resource management, contracting, logistics, airfield operations, family and troop support, law enforcement and fire and emergency services, installation support provided by Special Staffs, exchanges and commissaries, and plans, training and security.

(b) Because the review of installation management functions is limited to installations within a geographic cluster or with shared boundaries, HSA JCSG will review previously excluded family and troop support sub-functions, except family and single service member housing.

(3) Communications/Information Technology. The team will review the communication and information technology subordinate functions of management and support, network services, computing services and information management services for duplication and redundancy within geographic clusters and at installations with shared boundaries. Functions will also be reviewed at the seven Defense agencies assigned exclusively to the HSA JCSG. The Technology JCSG C4ISR Subgroup will analyze the application of COMM/IT as a warfighting force projection enabler, other than installation level applications.

(4) Personnel and Corrections.

(a) The function is renamed from "Manpower and Personnel Management" to "Personnel and Corrections" to better identify and define the subordinate functions under review.

(b) Assigned to this team are Top Tier activity (5) Corrections Activities, and Middle Tier activities (3) Civilian Personnel Centers and (4) Military Personnel Centers. In addition, the team will review the personnel function within geographic clusters, at installations with shared boundaries, and at the seven Defense agencies assigned exclusively to HSA JCSG.

(5) Financial Management. The financial management function was previously subordinate to the Personnel and Corrections functional area. The establishment of the financial management team recognizes the broad scope associated with finance and accounting services, including DFAS, as well as the distinctions between personnel and corrections management and financial management functions. This team will review the Top Tier function (4) Financial Management Transaction Services, including functional and footprint analyses of DFAS. The team will also review the financial management transactional services within geographic clusters, at installations with shared boundaries, and at the six other Defense agencies assigned exclusively to the HSA JCSG.

4. **Personnel Currently On Board (or expected within 30 days)**

Subgroup	Status	DA			DON			DAF			Def Agcy / JS/WHS		
		MIL	CIV	CTR	MIL	CIV	CTR	MIL	CIV	CTR	MIL	CIV	CTR
Functional	FT	0	3	2	1	0	0	2	3	0	1	1	0
	PT	0	1	0	3	3	0	2	1	0	0	0	0
M&D	FT	0	0	1	0	0	0	0	0	0	0	0	0
	PT	2	0	0	6	1	0	5	2	0	0	0	0
Admin/HQ	FT	0	0	2	1	0	0	0	1	0	0	0	2
	PT	0	0	0	4	1	0	0	0	0	1	1	2
Core	FT	1	0	2	3	0	1	0	0	0	0	0	0
	PT	0	1	1	0	0	0	0	0	0	0	0	0
Total	FT	1	3	7	5	0	1	2	4	0	1	1	2
	PT	2	2	1	13	5	0	7	3	0	1	1	2

HSA JCSG expects to have 27 full time personnel dedicated to the effort within 30 days. The need for part time support will fluctuate based on workload and schedules.

5. **Staffing and Funding Shortfalls** None at this time.

Section 2 Approach to Capacity Analysis

1. **Common Assumptions** The following assumptions apply to the joint review and analysis of all HSA JCSG activities/functions. Assumptions unique to particular subgroups are listed within each subgroup's section of this report.

a. 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.

b. Analysis of functions may result in recommendations to eliminate duplicate services, reduce administrative, technical and supervisory overhead, and/or reduce facilities.

c. Recommendations resulting from analyses could include installation realignments, and/or movement of organizations not presently on DoD installations to space that becomes available on DoD installations.

d. Over time changes in systems, processes, and technical advances in automation have created opportunities to adjust physical location and size of activities.

e. There are many and varied DoD activities performing common headquarters, administration and business related functions.

f. Continuity of government requires redundant capabilities within and between the headquarters of some commands.

g. The location of specific headquarters, commands, and functions may be strategically significant.

h. Stand-alone military facilities/installations are less desirable than co-location.

i. Services and the JCSGs will share the same analytical data.

j. Elements of JCSG and Service analyses may overlap.

2. **Approach to Capacity Analysis – Major Administrative and Headquarters Activities**

a. **General**. The Major Admin/HQs subgroup will concentrate its analysis in the areas identified in Section 1 of this report. For further clarification, DC area footprint and analyses of common headquarters, administration and business related functions will be done for all activities having a UIC located within a 100-mile radius of the Pentagon. In undertaking analyses, the definitions of Major DoD Headquarters Activities (sometimes referred to "MHA"), Management Headquarters, Combatant Headquarters, Direct Support, and others are obtained from DODD 5100.73.

b. **Assumptions unique to Subgroup**.

(1) Rationalizing DoD's presence in the DC area remains a DoD concern.

(2) Security will be a prime driver for realignments within the DC area with relocations from leased space to military installations contributing to enhanced security for DoD activities.

c. **Attributes and Metrics.**

The following attributes will be studied using the key metrics noted:

Attributes	Metrics
• Location	• Distance in miles from Pentagon
• Facilities/Buildings	• Owned square feet (SF) of space • Leased SF of space • Vacant/available SF of space • SF to meet surge requirements
• Personnel	• Authorized civilians by grade • Authorized military by rank • Number of contractors • Number of personnel to meet surge requirements as identified in OPLAN/CONOPS
• Workload	• Budgeted work years for FY01-FY03 • Actual work years for FY01-FY03

d. **Process to Determine Current Capacity.**

(1) In order to determine the inventory of facilities of concern to the Major Administrative and Headquarters subgroup, the first step will be to determine which activities (identified by unique UIC) operate within the DC area and then gather information about their real estate inventory. Questions will focus on determining the locations of administrative space and the numbers of personnel assigned to those spaces. The inventory will be divided into leased and owned space because of the different methods of measuring square feet (usable versus gross square footage). Department of Defense Instruction 5305.5, Space Management in the National Capital Region, will be used to as the reference for square footage standards within the DC area.

(2) A closely related second step will be to ask similar questions about real estate and personnel levels of activities located outside of the DC area as identified in the Top Tier activity (3) Administrative and C2 Headquarters outside DC area, and Middle Tier (2) Reserve Force Management Organizations. The attribute of facilities/buildings will generate questions that will identify existing space on installations. Standards for allowable square footage are not yet developed. The subgroup will chose existing standards used by one of the military departments, or develop their own standard allocation of space appropriate to DoD prior to the capacity analysis. These standards will also be used by the other two subgroups.

(3) The analysis of current capacity will involve computing the number of square feet per person in the reported inventory and comparing that to a standard allocation of space appropriate to DoD, and in the case of inventory within the DC area, to the grade and rank of personnel resident in space. This along with review of throughput (workload) across the last three years (FY01 – FY03) will help determine current capacity.

e. **Process to Determine Maximum Potential Capacity and Excess Capacity**. In both instances, any total excess of space over acceptable per person standards will be considered as indirect excess capacity. This will be added to direct vacancy reported by activities and the current requirements to provide a measure of maximum potential capacity. (Maximum potential capacity = current requirement + indirect excess + direct excess) Total excess = maximum potential capacity – (current requirement + surge requirement).

f. **Methodology for Assessing Surge Requirements**. Metrics provided will generate questions to determine if there are surge requirements. If there are requirements, the process outlined in e., above will be applied to determine if sufficient capacity exists to meet those requirements.

3. <u>Approach to Capacity Analysis – Geographic Clusters and Functional Subgroup (GCFS).</u>

a. **General**. As stated in Section 1, GCFS will conduct a footprint and functional analysis of DoD activities located in geographic clusters, and of installations with shared boundaries. GCFS will also conduct a footprint and functional inventory of military and civilian personnel centers, military corrections facilities and seven Defense agencies: DSS, DeCA, DCAA, DLSA, DSCA, DFPA, and DFAS. In addition, the subgroup will perform a DoD-wide footprint and functional analyses of financial management transactional services. Four teams will do the analyses: Installation Management Team, Comm/IT Team, Personnel and Corrections Team, and Financial Management Team.

b. **Assumptions**. None unique to GCFS.

c. **Attributes and Metrics** common to GCFS analyses. Attributes and metrics unique to functional areas are listed separately.

Attributes	Metrics
• Useable space (owned/leased)	• SF used/available
• Personnel (civilian/military) and contract (by full-time equivalents (FTE))	• FY03 authorized (civilian/military) by grade/rank • FY 03 actual (civilian/military) by grade/rank • Number of FY03 contractors (FTE) occupying DoD space • Percentage of authorizations tasked

	against wartime missions
• Throughput (workload) (IM, COMM/IT and Defense agencies only)	• Work years (FY 01- FY03)

d. **Installation Management (IM)**

(1) General. The IM Team will review the base operations functions listed in Section 1 of this report at installations within geographic clusters or with shared boundaries.

(2) Definitions of Functions and Attributes and Capacity Metrics unique to IM.

(a) The Public Works function includes master planning; engineering services; facilities support contracts and administration; facility and infrastructure maintenance; environmental services; and utilities.

Attributes	Metrics
• Facility maintenance	• Total SF of facility space maintained
• Utilities (water, wastewater, electricity, natural gas, and coal-fired systems) consumption/production rate	• Average/maximum consumption/production rate

(b) Resource Management includes coordination, management analysis, advice and assistance on use of financial and manpower resources. It also includes financial operations and support agreements. GCFS common attributes and metrics are applicable.

(c) Contracting manages contracts for services and supplies in support of an installation. It includes acquisition pre-solicitation planning, acquisition solicitation, contract award, acquisition administration, small and disadvantaged business management, contingency contracting, and government purchase card program management. GCFS common attributes and metrics are applicable.

(d) The Logistics function manages and provides transportation services, retail supply, storage (general and special) and distribution, food services, personal property management and maintenance of non-tactical vehicles and equipment.

Attributes	Metrics
• Passengers processed through aerial port	• Pax/year processed through aerial port per person
• Passengers processed through deployment processing center	• Pax/year processed through deployment processing center per

	person
• General Purpose (GP)and Special Purpose (SP) vehicles and equipment	• Number of GP and SP vehicles and equipment maintained per person
• Personal Property moves	• Average annual HHG moves per person
• Food Services	• Max capacity/meal/dining facility • Average headcount/meal/dining facility

(e) Airfield Operations functions.

(i) Base Operations includes airspace and aerodrome control; flight data services; air traffic control services; radar approach control services; ground controlled approach services; radar final control services; and weather support. GCFS common attributes and metrics are applicable.

(ii) Airfield Management includes transient aircrew support, Notice to Airmen (NOTAM) process, Federal Aviation Administration liaison, flight information management, airfield safety management and aircraft parking plan.

Attributes	**Metrics**
• Transient aircraft	• Number of transient aircraft hosted per year per person
• Takeoffs/landings	• Number of take-offs/landings managed per year per air traffic controller

(f) Family and troop support includes functions that provide direct support to military members and their families. These functions include Drug and Alcohol rehabilitation, Family Counseling Services, Community Education and Awareness, Relocation Counseling, and education services, Child Development Centers, Child and Youth programs, recreation programs, transient billeting and Morale, Welfare and Recreation activities.

Attributes	**Metrics**
• Youth Center and Child Development Center	• Maximum Capacity • Average % fill
• Fitness Centers	• Maximum facility occupancy • Average number of patrons/day
• Transient billets	• Number of transient rooms • Occupancy rates for transient quarters

(g) Law Enforcement and Fire and Emergency Services includes crime prevention, structural fire prevention and protection, aviation crash and rescue, medical response, and hazardous material response. GCFS common attributes and metrics are applicable.

(h) Plans, Training and Security include a variety of functions such as management of range and training areas, RC support, mobilization and contingency planning, and the overall direction, administration, planning, programming, supervision, and coordination of force protection operations.

Attributes	Metrics
• Restricted Areas	• Number/acres of restricted areas
• Installation entry points	• Number of installation entry control points

(i) Installation Support Offices include other critical installation management functions commonly known as special staffs. These include Safety, Religious Support, Legal, Equal Employment Opportunity (EEO) and Internal Review.

Attributes	Metrics
• Chapels	• Capacity/Service/Chapel
	• Average attendance/service

(j) Military Exchanges and Commissaries provide a variety of retail services and shopping to include general merchandise, fuel, beverage and food.

Attributes	Metrics
• Retail Floor Space	• Total sales per SF of retail space

e. **Communications/Information Technology (COMM/IT)**

(1) General. The COMM/IT Team will review COMM/IT subordinate functions as listed in Section 1. COMM/IT is a mission-essential common utility, such as power and water. It is also a warfighting, force projection enabler and force multiplier (C4ISR). The finite capacity of a COMM/IT infrastructure will be measured to assess the impact of changes to a geographic cluster and/or installation/facility that may stress it beyond its capability to satisfy mission requirements. Specifically in geographic clusters, COMM/IT will be analyzed to capture its capacity to provide products and services across the cluster.

(2) Definitions of Functions and Attributes and Capacity Metrics Unique to COMM/IT.

(a) Management and Support (MS) includes leadership and the administrative and logistical support exercised by the organization responsible for providing the COMM/IT services on an installation.

Attributes	Metrics
• Facilities	• SF of all useable space allocated to support installation COMM/IT function • SF of all conditioned space (HVAC Required to sustain COMM/IT operations) • SF of all Special Compartmentalized Information Facility (SCIF) space
• Personnel	• Authorized Military, Civilian, and Contracted personnel
• Major Defense Information Systems Network (DISN) Node(s): Earth terminals, network nodes, etc.	• SF of building space supporting unique DISN DoD or Service facilities: • Ancillary acres supporting DISN facilities: antenna farms, uninterrupted power source (UPS), alternate power source (APS)

(b) Network Services relate to providing voice, data, and video services across supporting transport media forming networks, and the oversight of those networks via network operations (NetOps). Network Services also include the requirements of development, system design, engineering, and implementation of all associated installation information systems.

Network Services Attributes	Metrics
• Voice Services • Data Services • Video Services • Network Operations	• Maximum telephone switch capacity • Maximum designed Unclassified and Classified network capacities • Number of VTC studios • Number of Network Operations and Security Centers (NOSC) operated on the installation

(c) Computing Services (CS) are high-capacity data processing services associated with mainframe computer operations. CS includes mainframe computer support to provide high performance computing and processing, data storage, data replication, hosting for network accessible applications, web and/or knowledge portal support. Mainframe operations and high capacity data storage and service are attributes of CS.

Computing Services Attributes	Metrics
• Mainframe computer support	• Number of mainframe systems operated • Percentage of mainframe capacity
• Data storage and replication	• Maximum data storage available in Gigabits (GB) • Number of Gigabits (GB) stored, archived, or backed-up on the installation in this facility • Surge capacity- number of GB reserved or dedicated purposes such as Continuity of Operations Plans

(d) Information Management Services (IMS) facilitate sharing and management of information by other than networked or electronic means, such as official mail and distribution, records and publications management, and audio/visual services. IMS is often manpower intensive and requires large amounts of space to handle, store, and process information. The capacity attributes and metrics for these services are incorporated in the Management and Support (MS) section above.

f. **Personnel and Corrections (P&C).**

(1) General. The P&C Team will review functions listed and assigned in Section 1 of this report.

(2) Definition of Functions and Attributes and Metrics Unique to P&C.

(a) Military and civilian personnel functions are defined as interrelated work processes whose primary goal is to acquire, develop and retain qualified and valued employees to meet both current and future mission requirements. To this end, the Services maintain a military and civilian force which balances skill, experience, and specialty; ensures efficient use of personnel; provides career opportunities; and is self-sustaining. The following processes accomplish these objectives: accessions and staffing; training and education; classification; assignments; compensation, benefits and entitlements; performance evaluation processing; promotions; recognition and awards; separation and retirements; member's personal data; and labor relations. Following are attributes and metrics specific to personnel functions.

Attributes	Metrics
• Workload	• Number of Military and Civilian Members Serviced • Number of Military and Civilian Member Transactions • Number of Military and Civilian Internet and Telephonic Transactions (without human interaction)

(b) Corrections functions are defined as the operation and administration of correctional facilities and programs specifically designed and applicable to detainees and prisoners in confinement. Associated processes include: Pre-trial confinement; psychological evaluations; post-trial confinement programs; treatment and rehabilitation programs; return to duty; parole processing. Following are attributes and metrics specific to correctional facilities and functions.

Attributes	Metrics
• Facilities/buildings	• Number of Beds • SF per inmate
• Workload	• Total Prisoner Population • Prisoner Population by gender, by levels

g. **Financial Management (FM)**

(1) General. The FM Team will review functions as listed and assigned in Section 1 of this report. This analysis will not review detail system requirements which are under review through the Business Modernization Management Program (BMMP).

(2) Definitions of Functions and Attributes and Metrics Unique to Financial Management.

(a) Finance and Accounting (Management/Overhead) are the functions that establish and enforce requirements, principles, standards, systems, procedures and practices necessary to comply with financial management statutory and regulatory requirement.

Attributes	Metrics
• Workload (FY01-FY03)	• Number of functions managed

(b) Accounting and Disbursing Functions.

(i) Accounting is the various functional operations involved in authorizing, recording, classifying, analyzing and reporting financial information related to financing sources, gains, expenses, losses, transfers, assets, liabilities, equity and internal controls.

(ii) Security Assistance Accounting provides accurate and timely recording, reporting and reconciling of accounting events related to Security Assistance Accounting.

(iii) Non-appropriated Funds Accounting is the various functional operations involved in authorizing, recording, classifying, analyzing and reporting financial information related to non-appropriated funds financing sources, gains, expenses, losses, transfers, assets, liabilities, equity and internal controls.

(iv) Disbursing safeguards U.S. funds through delivery of payments and receipt of collections; providing prompt, accurate and timely disbursing services; and reporting accountability to the Department of Treasury.

Attributes	Metrics
• Specialized equipment • Workload (FY01-FY03)	• Amount and type • Number of transactions • Total dollar amount

(c) Military/Civilian Pay Functions.

(i) Military Pay includes all functions related to military pay operations; debt and claims management; garnishments; certain bankruptcies; congressional inquires; electronic commerce; related systems management; and system test and associated procedures.

(ii) Civilian Pay includes functions related to civilian pay operation: debt and claims management; garnishments; congressional inquires; electronic commerce; related systems management; and system test and associated procedures.

(iii) Military Retired and Annuitant Pay includes all functions related to military retired and annuitant pay operations; garnishments; congressional inquires; electronic commerce; related systems management; and system test and associated procedures.

Attributes	Metrics
• Specialized equipment • Workload (FY01-FY03)	• Amount and type • Number of military members serviced • Number of DoD civilians serviced • Number of Military retired and annuitants serviced • Number of transactions - military members • Number of transactions - DoD civilians • Number of transactions - military retired and annuitants

(d) Travel Pay includes all functions related to travel to include authorizations, computations, and payment to include travel cards for all personnel traveling under orders funded by the Department. This includes military members, DoD civilian employees, members of the Reserve Components, dependents on official orders, and travelers on DoD Invitational Travel Orders (ITOs).

Attributes	Metrics
• Specialized equipment	• Amount and type
• Workload (FY01-FY03)	• Number of travel vouchers processed

(e) Vendor and Contract Pay Functions.

(i) Vendor Pay includes all functions relating to Vendor Pay to include providing functional guidance and procedures; client/customer communication; reconciliation; demand letters/processing refunds; pre-validation and accounting; tax reporting; contract closeout; training (functional user); providing data for Prompt Payment Act reporting and performance reporting.

(ii) Contract Pay includes all functions related to contract pay to include performing entitlement functions; inputting non-electronic required contractual and financial data into data system; performing EDM/EDA functions; provide service for special programs; performing financial reporting; reconciliation; and performing pre-validation coordination.

Attributes	Metrics
• Specialized equipment	• Amount and type
• Workload (FY01-FY03)	• Number of vendor payments • Number of contract payments

h. **Process to Determine Current Capacity.**

(1) The attribute of location will indicate what level of analysis is required based on a DoD activity's position within a notional geographic cluster. Concentrations of DoD activities from more than one Service that generally fall within a 100-mile radius define notional geographic clusters. The combination of the results of the capacity analysis and presumed notional clusters will determine actual geographic clusters that require further study.

(2) Attributes dedicated to space and functional activity will provide an inventory of physical capacity used to perform Functional Subgroup activities, including seven Defense agencies.

(3) An inventory of existing space, authorized personnel and workload (throughput) will identify current capacity(ies), which will be used as a baseline for comparative purposes.

i. **Process to Determine Maximum Potential Capacity.** The capacity of existing square footage available for increased usage will provide a theoretical measure of currently existing maximum capacity. Capacity of existing square footage will take into account space authorized by accepted square footage standards by grade/rank, along with a review of workload throughput.

j. **Process to Determine Throughput Capacity and Methodology for Assessing Surge Requirements.** Attributes of personnel and workload (throughput) will lead to a percentage of capacity required to perform current and surge Functional Subgroup activities. Documentation that allocates physical resources to contingency operations, mobilization, community requirements, or any type of emergency or disaster relief operation or other certifiable commitment defines a surge requirement.

k. **Process to Determine Excess Capacity**. Current requirements and surge capacity measured against the amount of maximum potential capacity will provide a percentage of excess capacity.

4. **Approach to Capacity Analysis – Mobilization Subgroup**

a. **General**. This section identifies and defines mobilization functions and sub-functions. In order to identify the functions associated with mobilization it is necessary to "define" the scope of mobilization to be considered. The definition used involves at least OPLAN/CONOPS surges and up to Full Mobilization; however, it does NOT consider Total Mobilization — expanding beyond current force structure to include conscription, etc. The mobilization process includes eight functions: (1) pre-mobilization activities, (2) staging and housing activities, (3) processing and qualifying, (4) equipping, (5) training, (6) transporting, (7) family and employer related support for mobilized personnel, and (8) demobilizing. The sum of these functions comprise the process; execution of these functions is often done with resources (personnel and facilities) not totally dedicated to the mobilization mission, but borrowed from and shared by other functions/activities. As a result, data collection and capacity analysis become very difficult. The HSA JCSG does believe several functions merit further review and analysis. The mobilization functions appearing to have the most potential for payoff are those occurring during the period when a mobilized individual/unit goes to a common/central location to prepare for and await deployment. They include: processing and qualifying activities, training, and some components of staging and housing, and equipping. Description of functions to be reviewed, and associated sub-functions, follow in paragraph 4c.

b. **Assumptions**.

(1) Mobilization and demobilization may occur simultaneously and at the same location.

(2) Demobilization is essentially mobilization (the first seven functions above) in reverse. The preponderance of functions and sub-functions performed during the mobilization process are also performed during demobilization. Accordingly, mobilization and demobilization share associated attributes and metrics.

(3) Mobilization involves OPLAN/CONOPS surges, up to and including Full Mobilization and does not include Total Mobilization (expanding beyond current force structure to include conscription).

(4) Proper and necessary pre-mobilization activities are presumed to have occurred.

(5) Proper and necessary IT access and capability will exist to support administrative requirements, in both unclassified and classified environments.

c. **Definition of Functions, Attributes and Metrics.**

(1) Processing, Qualifying, and Training. The mobilization station's/installation's ability to conduct necessary activities and training to prepare personnel and units for deployment. Provided below are the sub-functions that comprise "Processing, Qualifying, and Training".

(a) Medical/Dental. Conducting remaining or mission unique immunizations and/or exams, and ensuring all other medical/dental records and/or requirements are met.

(b) Records Review/Administrative. Completing, updating or validating documents to include legal (family care plans, wills and powers of attorney), finance, DEERS, ID cards, orders modifications/completion, and/or clearance validation.

(c) Individual Training/Requirements. Satisfying requirements for weapons training/qualification, NBC, Code of Conduct, intelligence and security briefs and AOR orientation.

(d) Training Areas. The various ranges and maneuver areas (air, land and sea) available for any training activities, to include limitations on size of unit/vessel/vehicle/aircraft that can be accommodated.

Attributes	Metrics
• Personnel	• Personnel authorized and available to process and/or support function requirements
• Space	• Space (SF) available to support function requirements
• Training areas for Mobilization/surge	• Number and type of owned/leased training areas available • Number and type of training areas available under other means (not owned/leased) • Total training area space (acres or snm) available of each type above

• Restrictions/limitations	• Restrictions/limitations, if any, to 24/7/365 use of training area • Type / size of largest unit capable of using each training area • Weapon systems authorized for use in each training area

(2) Staging, Housing, and Equipping Activities. This function describes mobilization station's/installation's ability to receive mobilized personnel/units and equipment to process and prepare for deployment. Provided below are the sub-functions that comprise "Staging, Housing, and Equipping Activities".

(a) Personnel Support. Includes: billeting, lodging (unaccompanied personnel) accommodations available either organically, via lease or contract, or contained in an MOU for transient use; messing, dining service available either organically, via lease or contract, or contained in an MOU for transient use; and contract administration, individuals/facilities/capabilities to facilitate use of contracts.

(b) Individual Equipment Issue. Individuals/facilities/capabilities to issue government equipment for personnel to support mission requirements.

(c) HAZMAT. Ability or limitations to support/handle materiel that presents a potential environmental hazard if used incorrectly.

(d) Storage (CL I – X). The ability to handle and store all necessary unit equipment, parts, fuel and ammunition.

(e) Maintenance. The ability to maintain organizational equipment and/or bring stored equipment to Fully Mission Capable status.

(f) Intermodal. The ability to facilitate transport of personnel and equipment to and from methods of transit (air, rail and port).

Attributes	**Metrics**
• Personnel	• Personnel authorized and available to process and/or support function requirements
• Space	• SF available to support the functions/sub functions. • SF and CF available for the various function/sub function storage requirements (CL I – X, etc.) • Storage and disposal space (SF) for HAZMAT • Maintenance space (SF, bays, etc.) • Parking area (SY) for maintenance activities

• Intermodal capabilities/access	• Airfield: Number of aircraft based on C-17 equivalents • Port: Length of available piers in linear feet • Rail: Volume/load capability in CF
• Personnel support	• Billets available, to include contract/leased billeting • Dining/mess facilities available to support population served • Contracting support capability available
• Equipment	• Equipment available • Number of special handling or HAZMAT equipment items authorized to support mobilization

d. **Process to Determine Current Capacity**. Attributes and metrics associated with each function and sub-function will be applied to existing facilities and current authorized levels of personnel and equipment. The resultant data will provide analysts with baseline measures of capacity as the installation is currently configured for peacetime, day-to-day operations. Reserve Component installations to which attributes and metrics apply will report based on authorized drilling strength, not full-time AGR staffing levels.

e. **Process to Determine Maximum Potential Capacity**. Attributes and metrics associated with each function and sub-function will be applied to all available facilities on the installation (to include ad hoc facilities such as tentage for temporary billets or classrooms and additional training areas available under existing contracts or memoranda of agreement) and full MOBTDA/ALO-1 levels of personnel and equipment for the installation and mobilizing units.

f. **Methodology for Assessing Surge Requirements**.

(1) Installations will be queried to determine if there are surge requirements. Since mobilization is driven by OPLAN/CONPLAN requirements, it is, by definition a surge requirement. Installations without mobilization missions have no surge requirements in this functional area.

(2) For installations with mobilization missions, attributes and metrics associated with each function and sub-function will be applied to all available facilities on the installation, to include ad hoc facilities such as outlined in e., above, and levels of personnel and equipment associated with successive levels of mobilization. Mobilization levels are:

(a) Normal, peacetime operations, including Selective Mobilization and mobilization of RC volunteers.

(b) Presidential Reserve Call-up (PRC or 200K call-up).

(c) Partial Mobilization.

(d) Full Mobilization.

Resultant data will provide analysts with measurements of capacity at each level of mobilization.

Section 3 Data Questions

To be provided under separate cover.

Section 4 Issues Impacting Analysis

Overlap with other JCSGs The HSA JCSG effort has significant potential to overlap with reviews of every JCSG. The 0-6/GS-15 – level representatives to the JCSGs meet regularly to define and work through overlap issues. Currently there are no unresolved issues regarding scope between the HSA JCSG and the six other JCSGs.