

**FORT RICHARDSON, ALASKA  
(JOINT CROSS SERVICE GROUP – HEADQUARTERS AND  
SUPPORT ACTIVITIES; CONSOLIDATE CIVILIAN PERSONNEL  
OFFICES (CPO’S) WITHIN EACH MILITARY DEPARTMENT AND  
THE DEFENSE AGENCIES)**

**SECRETARY OF DEFENSE RECOMMENDATION**

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Realign Fort Richardson, AK, by relocating the Civilian Personnel Operations Center (CPOC) to Fort Huachuca, AZ, and consolidating it with the Civilian Personnel Operations Center at Fort Huachuca, AZ. Realign Rock Island Arsenal, IL, by relocating the Civilian Personnel Operations Center to Fort Riley, KS, and Aberdeen Proving Ground, MD, and consolidating with the Civilian Personnel Operations Center at Fort Riley, KS, and Aberdeen Proving Ground, MD.

Realign Human Resource Service Center-Northeast, 111 S. Independence Mall, East, Bourse Bldg., a leased installation in Philadelphia, PA, by relocating the Civilian Personnel Office to the Naval Support Activity Philadelphia, PA. Realign Human Resource Service Center-Southeast, 9110 Leonard Kimble Road, a leased installation at Stennis Space Center, MS, by relocating the Civilian Personnel Office to the Naval Support Activity Philadelphia, PA, and consolidating it with the relocated Human Resource Service Center-Northeast at the Naval Support Activity Philadelphia, PA. Realign Human Resource Service Center-Southwest, 525 B Street, Suite 600, a leased installation in San Diego, CA, by relocating the Civilian Personnel Office to Naval Air Station North Island or Marine Corps Air Station Miramar, CA. Realign Human Resource Service Center-Pacific, 178 Main Street, Bldg 499, Honolulu, HI, by relocating the Civilian Personnel Office to the Human Resource Service Center-Northwest, 3230 NW Randall Way, Silverdale, WA, and Naval Air Station North Island or Marine Corps Air Station Miramar, CA and consolidating with the Human Resource Service Centers at Silverdale, WA and Naval Air Station North Island or Marine Corps Air Station Miramar, CA.

Realign Wright-Patterson Air Force Base, OH, by relocating the Civilian Personnel Office to Randolph Air Force Base, TX. Realign Robins Air Force Base, GA, by relocating the Civilian Personnel Office to Randolph Air Force Base, TX. Realign Hill Air Force Base, UT, by relocating the Civilian Personnel Office to Randolph Air Force Base, TX. Realign Tinker Air Force Base, OK, by relocating the Civilian Personnel Office to Randolph Air Force Base, TX.

Realign Bolling Air Force Base Washington, DC, by relocating the Civilian Personnel Office to Randolph Air Force Base, TX. Consolidate the relocated civilian personnel offices with the Civilian Personnel Office at Randolph Air Force Base, TX.

Realign 2521 Jefferson Davis Hwy, a leased installation in Arlington, VA, by relocating the transactional functions of the Defense Commissary Agency Human Resource Division and the Washington Headquarters Services Civilian Personnel Office to the Defense Logistics Agency, 3990 East Broad Street, Columbus, OH, and consolidating them with the Customer Support Office of the Defense Logistics Agency. Realign the Department of Defense Education Activity, 4040 North Fairfax Drive, a leased installation in Arlington, VA, by relocating the transactional functions of the Civilian Personnel Office to the Defense Logistics Agency 3990 East Broad Street, Columbus, OH, and consolidating them with the Customer Support Office of the Defense Logistics Agency. Realign the Defense Information Systems Agency, 701 S. Courthouse Road, Arlington, VA, by relocating the transactional functions of the Civilian Personnel Office to the Defense Finance and Accounting Service, 8899 E. 56th Street, Indianapolis, IN, and consolidating them with the Civilian Personnel Office of the Defense Finance and Accounting Service at Indianapolis, IN.

## SECRETARY OF DEFENSE JUSTIFICATION

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The consolidation of Civilian Personnel Offices within each Military Department and the transactional functions among the Defense Agencies reduces excess capacity, reduces the use of leased facilities, and achieves manpower savings through consolidation and elimination of duplicate functions. This recommendation supports the Administration's urging of federal agencies to consolidate personnel services. During the implementation of this recommendation it is important to partner with the National Security Personnel System (NSPS). NSPS provides the opportunity to improve the effectiveness of the Department through a simplified personnel management system that will improve the way it hires and assigns employees. This recommendation will be an effective tool for NSPS and provide the flexibility and responsiveness that supports the implementation of this system. Since NSPS will define a new human resource system featuring streamlined hiring, simplified job changes, and a less complex classification system, it covers all functions that would be supported by Civilian Personnel Offices.

## COMMUNITY CONCERNS

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Community leaders questioned DoD's security standards, stating they were unnecessarily more stringent than those developed by the Interagency Security Committee (tasked with developing and evaluating security standards for Federal facilities.) Also, they questioned whether DoD had surveyed each facility to determine compliance and the level of compliance with the DoD security standards (or even those "less stringent" standards approved by OMB in September 2004.) Finally, affected communities felt BRAC was not the proper instrument to effect DoD employee relocation from leased facilities. More specific concerns are noted as follows:

### Army:

Rock Island Arsenal - The community emphasized that DoD previously identified Rock Island Arsenal for closure, which unfairly precluded a scenario considering the North Central CPOC as a "receiving site." DoD deviated significantly from the criteria for several reasons. NC CPOC ranked first among 25 DoD personnel offices. Rock Island Arsenal is a prime location for further consolidation of human resources (HR) processing because its automation infrastructure can support further expansion, a key element in the Army's decision to site the Army Civilian Data Center (ACDC), the central site for all of Army's major HR production data systems. The servicing ratio that will result from the elimination of 44 positions will alter the current servicing ratio from 1:148 to 1:175; the Army standard is 1:144. The North Central CPOC provides HR services to Fort Belvoir, Fort Meade and Fort Sam Houston, which stand to gain thousands of civilian employees as a result of other BRAC recommendations. Finally, the community argued that the OSD BRAC Clearinghouse justification that CPOC relocation enables offices to be near their customer bases is flawed. Currently, NC CPOC supports a substantial civilian workforce in Afghanistan and Iraq and is engaged in standing up a CENTCOM organization in Iraq. The community asserts that the Army's regionalization of personnel services and centers was based on a determination that the processes performed in the personnel centers did not require geographic proximity to the customer, a concept supported by NC CPOC current customer base.

### Navy:

HRSC Pacific - The community argued realignment of HRSC Pacific to CONUS West Coast would negatively affect approximately 135 Navy activities and 12,000 employees in Hawaii and those served in the Western Pacific. Also, they expressed concerns over increased travel costs and the seemingly arbitrary number of consolidated centers. As an alternative, the community offered to host a consolidated DoD Human Resource Personnel Center as a pilot program in Hawaii.

HRSC Southeast - The community submitted that DoD's recommendation to move the HRSC Southeast was based on flawed assumptions, specifically that HRSC Southeast is a typical "leased installation" and would need \$2M to meet force protection standards. In reality, HRSC Southeast resides lease-free in a Level 1 security rated, federally-owned facility. Navy's fair share of installation operating costs is only \$12.53/sf, a rate that is among the lowest in the nation. The community contended that jointness and synergy already

exist at Stennis, that Stennis has a higher Military Value than the proposed site at Naval Support Activity Philadelphia, and that Stennis is more cost effective than Philadelphia. Currently, there are approximately 2,200 personnel employed by the various Navy tenants that include Naval Research Laboratory, Naval Small Craft Instruction and Technical Training School and Special Boat Team 22 (a Navy SEAL unit). The Navy has plans to introduce additional active-duty units permanently to the installation. The community argued that these factors gave Stennis a distinct advantage over the NSA Philadelphia site and recommended consolidation of HRSC Southeast and HRSC Northeast at the Stennis Space Center.

HRSC Northeast - The community submitted a rebuttal to the rationale and recommendation that HRSC Southeast remain at and HRSC Northeast be realigned to Stennis Space Center. The community argues that advocates for Stennis included several serious errors of fact that depart from the official COBRA report. The community supported the original DoD recommendation.

Air Force:

The community argued that “military judgment” dominated improperly over quantitative scores, and consolidating civilian personnel activities at Randolph Air Force Base would remove the customer bases farther away from the personnel who serve them.

## COMMISSION FINDINGS

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The Commission disagreed with three elements of the Secretary’s recommendation.

First, the Civilian Personnel Operations Center (CPOC) at Rock Island Arsenal, IL, was recommended for relocation based on a later withdrawn proposal to close the arsenal. The Commission learned that the late timing of the decision did not allow the HSA JCSG to analyze the CPOC recommendation sufficiently.

Second, HRSC Southeast is located on Stennis Space Center, a Federally-owned, level-1 security rated facility whose tenants pay a “fair share” of the base’s operating costs. Because of DoD’s blanket assumptions with regard to leased space, the facility received the low military values assigned to leased space. The Commission found that, in this case, DoD’s assumption of low military value was not supported by the facts.

Third, with regard to the relocation of the five Air Force CPOs, the effect of the recommendation would deprive the associated losing installations of mandatory personnel management advisory services, otherwise referred to as non-transactional functions. The Commission found this was not the Air Force’s intention.

## COMMISSION RECOMMENDATIONS

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The Commission found that the Secretary of Defense deviated substantially from final selection criteria 1, 2, 4, and 5 and the Force Structure Plan. Therefore, the Commission recommends the following:

Realign Fort Richardson, AK, by relocating the Civilian Personnel Operations Center to Fort Huachuca, AZ, and consolidating it with the Civilian Personnel Operations Center at Fort Huachuca, AZ.

Realign Human Resource Service Center-Northeast, 111 S. Independence Mall, East, Bourse Building, a leased installation in Philadelphia, PA, by relocating the Civilian Personnel Office to the Naval Support Activity Philadelphia, PA.

Realign Human Resource Service Center-Southwest, 525 B Street, Suite 600, a leased installation in San Diego, CA, by relocating the Civilian Personnel Office to Naval Air Station North Island or Marine Corps Air Station Miramar, CA.

Realign Human Resource Service Center-Pacific, 178 Main Street, Bldg 499, Honolulu, HI, by relocating the Civilian Personnel Office to the Human Resource Service Center-Northwest, 3230 NW Randall Way, Silverdale, WA, and Naval Air Station North Island or Marine Corps Air Station Miramar, CA and consolidating with the Human Resource Service Centers at Silverdale, WA, and Naval Air Station North Island or Marine Corps Air Station Miramar, CA.

Realign Wright-Patterson Air Force Base, OH, by relocating the transactional functions of the Civilian Personnel Office to Randolph Air Force Base, TX. Retain sufficient positions and personnel to perform the personnel management advisory services, the non-transactional functions, necessary to support the Wright-Patterson Air Force Base, OH, civilian workforce.

Realign Robins Air Force Base, GA, by relocating the transactional functions of the Civilian Personnel Office to Randolph Air Force Base, TX. Retain sufficient positions and personnel to perform the personnel management advisory services, the non-transactional functions, necessary to support the Robins Air Force Base, GA, civilian workforce.

Realign Hill Air Force Base, UT, by relocating the transactional functions of the Civilian Personnel Office to Randolph Air Force Base, TX. Retain sufficient positions and personnel to perform the personnel management advisory services, the non-transactional functions, necessary to support the Hill Air Force Base, UT, civilian workforce.

Realign Tinker Air Force Base, OK, by relocating the transactional functions of the Civilian Personnel Office to Randolph Air Force Base, TX. Retain sufficient positions and personnel to perform the personnel management advisory services, the non-transactional functions, necessary to support the Tinker Air Force Base, UT, civilian workforce.

Realign Bolling Air Force Base, DC, by relocating the transactional functions of the Civilian Personnel Office to Randolph Air Force Base, TX. Consolidate the relocated civilian personnel offices with the Civilian Personnel Office at Randolph Air Force Base, TX. Retain sufficient positions and personnel to perform the personnel management advisory services, the non-transactional functions, necessary to support the Bolling Air Force Base, DC, civilian workforce.

Realign 2521 Jefferson Davis Hwy, a leased installation in Arlington, VA, by relocating the transactional functions of the Defense Commissary Agency Human Resource Division and the Washington Headquarters Services Civilian Personnel Office to the Defense Logistics Agency, 3990 East Broad Street, Columbus, OH, and consolidating them with the Customer Support Office of the Defense Logistics Agency.

Realign the Department of Defense Education Activity, 4040 North Fairfax Drive, a leased installation in Arlington, VA, by relocating the transactional functions of the Civilian Personnel Office to the Defense Logistics Agency 3990 East Broad Street, Columbus, OH, and consolidating them with the Customer Support Office of the Defense Logistics Agency.

Realign the Defense Information Systems Agency, 701 S. Courthouse Road, Arlington, VA, by relocating the transactional functions of the Civilian Personnel Office to the Defense Finance and Accounting Service, 8899 E. 56th Street, Indianapolis, IN, and consolidating them with the Civilian Personnel Office of the Defense Finance and Accounting Service at Indianapolis, IN.

The Commission found this change and the recommendation as amended are consistent with the final selection criteria and the Force Structure Plan. The full text of this and all Commission recommendations can be found in Appendix Q.

## **FORT RICHARDSON, ALASKA (JOINT CROSS SERVICE GROUP – HEADQUARTERS AND SUPPORT ACTIVITIES; JOINT BASING)**

### **SECRETARY OF DEFENSE RECOMMENDATION**

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Realign McChord Air Force Base (AFB), WA, by relocating the installation management functions to Fort Lewis, WA, establishing Joint Base Lewis-McChord.

Realign Fort Dix, NJ, and Naval Air Engineering Station Lakehurst, NJ, by relocating the installation management functions to McGuire AFB, NJ, establishing Joint Base McGuire-Dix-Lakehurst.

Realign Naval Air Facility Washington, MD, by relocating the installation management functions to Andrews AFB, MD, establishing Joint Base Andrews-Naval Air Facility Washington, MD.

Realign Bolling AFB, Washington, DC, by relocating the installation management functions to Naval District Washington at the Washington Navy Yard, Washington, DC, establishing Joint Base Anacostia-Bolling-Naval Research Laboratory (NRL), Washington, DC.

Realign Henderson Hall, VA, by relocating the installation management functions to Fort Myer, VA, establishing Joint Base Myer-Henderson Hall, VA.

Realign Fort Richardson, AK, by relocating the installation management functions to Elmendorf AFB, AK, establishing Joint Base Elmendorf-Richardson, AK.

Realign Hickam AFB, HI, by relocating the installation management functions to Naval Station Pearl Harbor, HI, establishing Joint Base Pearl Harbor-Hickam, HI.

Realign Fort Sam Houston, TX, and Randolph AFB, TX, by relocating the installation management functions to Lackland AFB, TX.

Realign Naval Weapons Station Charleston, SC, by relocating the installation management functions to Charleston AFB, SC.

Realign Fort Eustis, VA, by relocating the installation management functions to Langley AFB, VA.

Realign Fort Story, VA, by relocating the installation management functions to Commander Naval Mid-Atlantic Region at Naval Station Norfolk, VA.

Realign Andersen AFB, Guam, by relocating the installation management functions to Commander, US Naval Forces, Marianas Islands, Guam.

## **SECRETARY OF DEFENSE JUSTIFICATION**

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All installations employ military, civilian, and contractor personnel to perform common functions in support of installation facilities and personnel. All installations execute these functions using similar or near similar processes. Because these installations share a common boundary with minimal distance between the major facilities or are in near proximity, there is significant opportunity to reduce duplication of efforts with resulting reduction of overall manpower and facilities requirements capable of generating savings, which will be realized by paring unnecessary management personnel and achieving greater efficiencies through economies of scale. Intangible savings are expected to result from opportunities to consolidate and optimize existing and future service contract requirements. Additional opportunities for savings are also expected to result from establishment of a single space management authority capable of generating greater overall utilization of facilities and infrastructure. Further savings are expected to result from opportunities to reduce and correctly size both owned and contracted commercial fleets of base support vehicles and equipment consistent with the size of the combined facilities and supported populations. Regional efficiencies achieved as a result of Service regionalization of installation management will provide additional opportunities for overall savings as the designated installations are consolidated under regional management structures.

Specific exceptions not included in the functions to relocate are Health and Military Personnel Services. In general, the Department anticipates transferring responsibility for all other Base Operating Support (BOS) functions and the Operations and Maintenance (O&M) portion of Sustainment, Restoration and Modernization (SRM), to the designated receiving location.

However, because of the variety of circumstances at each location, the Department requires flexibility to tailor implementation to the unique requirements at each location.

In all but three realignments, discussed below, the quantitative military value score validated by military judgment was the primary basis for determining which installation was designated as the receiving location.

McGuire's quantitative military value compared to the Fort Dix quantitative military value score was too close to be the sole factor for determining the receiving installation for installation management functions. Military judgment favored McGuire AFB as the receiving installation for the installation management functions because its mission supports operational forces, in contrast to Fort Dix, which has a primary mission of support for Reserve Component training.

As an installation accustomed to supporting operational forces, it was the military judgment of the JCSG that McGuire was better able to perform those functions for both locations.

Similarly, the quantitative military value score of Charleston AFB compared to that of Naval Weapons Station Charleston was too close to be the sole factor for determining the receiving installation for installation management functions. Military judgment favored Charleston AFB as the receiving installation for the installation management functions because of its mission in support of operational forces compared to Naval Weapons Station Charleston, which has a primary mission to support training and industrial activities. It was the military judgment of the JCSG that Charleston AFB, as an installation accustomed to supporting operational forces, was better able to perform those functions for both locations.

Langley AFB's quantitative military value score compared to the Fort Eustis quantitative military value score was a clear margin for Fort Eustis. However, pending changes to Fort Eustis resulting from other BRAC recommendations causes military judgment to favor Langley AFB as the receiving installation for the installation management functions. Relocations of organizations currently based at Fort Eustis will cause a significant population decline and overall reduction in the scope of the installation's supporting mission. Based on these changes, it was the military judgment of the JCSG that Langley AFB was better able to perform these functions for both locations.

## COMMUNITY CONCERNS

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Although affected communities supported the concept of Joint Basing, several communities expressed concerns about the effect of personnel cuts on the mission, questioned DoD's process used to determine the proposed number of personnel cuts, and expressed concern over the overall health and welfare of the bases involved. Additionally, communities argued that the "clash of cultures" and service-specific interests would impair installation management by a different service. To avoid this likely problem, some community advocates argued DoD would need to develop a common installation management approach by establishing a joint basing office in DoD to implement the new Joint Bases so that individual military services did not issue conflicting guidance and procedures. Finally, there was concern expressed that non-appropriated fund employees were not addressed specifically in the DoD recommendation.

## COMMISSION FINDINGS

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While the Commission supports the concept of Joint Basing strongly, it is concerned, as is GAO, that DoD must assess and remedy several issues before implementation will be successful. For instance, common terminology is lacking to define Base Operating Support (BOS) functions among the military services and OSD. The Commission concurs with the Government Accountability Office (GAO) that DoD needs an analytic process for developing BOS requirements. Also, while each military service has standards, there are no DoD-wide standards for common support functions.

Additionally, the Commission learned that DoD determined the manpower reductions through application of a formula and not deliberations among commanders of the affected installations. In other words, the manpower savings were directed rather than derived from functional analyses and manpower studies.

Finally, the Commission found that currently Naval District Washington provides non-mission related services to the Naval Research Laboratory because the Navy has centralized its installation management functions. Naval Research Laboratory (NRL) is a Secretary of the Navy Working Capital Fund Activity, so it

must maintain control of laboratory buildings, structures, and other physical assets that are essential to the NRL research mission.

## COMMISSION RECOMMENDATIONS

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The Commission found that the Secretary of Defense deviated substantially from final selection criteria 1 and 4 and from the Force Structure Plan. Therefore, the Commission recommends the following:

Realign McChord Air Force Base (AFB), WA, by relocating the installation management functions to Fort Lewis, WA, establishing Joint Base Lewis-McChord, WA.

Realign Fort Dix, NJ, and Naval Air Engineering Station Lakehurst, NJ, by relocating the installation management functions to McGuire AFB, NJ, establishing Joint Base McGuire-Dix-Lakehurst, NJ.

Realign Naval Air Facility Washington, MD, by relocating the installation management functions to Andrews AFB, MD, establishing Joint Base Andrews-Naval Air Facility Washington, MD.

Realign Bolling AFB, DC, by relocating the installation management functions to Naval District Washington at the Washington Navy Yard, DC, establishing Joint Base Anacostia-Bolling, DC.

Realign Henderson Hall, VA, by relocating the installation management functions to Fort Myer, VA, establishing Joint Base Myer-Henderson Hall, VA.

Realign Fort Richardson, AK, by relocating the installation management functions to Elmendorf AFB, AK, establishing Joint Base Elmendorf-Richardson, AK.

Realign Hickam AFB, HI, by relocating the installation management functions to Naval Station Pearl Harbor, HI, establishing Joint Base Pearl Harbor-Hickam, HI.

Realign Fort Sam Houston, TX, and Randolph AFB, TX, by relocating the installation management functions to Lackland AFB, TX.

Realign Naval Weapons Station Charleston, SC, by relocating the installation management functions to Charleston AFB, SC.

Realign Fort Eustis, VA, by relocating the installation management functions to Langley AFB, VA.

Realign Fort Story, VA, by relocating the installation management functions to Commander Naval Mid-Atlantic Region at Naval Station Norfolk, VA.

Realign Andersen AFB, Guam, by relocating the installation management functions to Commander, US Naval Forces, Marianas Islands, Guam.

The Commission found this change and the recommendation as amended are consistent with the final selection criteria and the Force Structure Plan. The full text of this and all Commission recommendations can be found in Appendix Q.