



Joint Basing Monthly Newsletter | APRIL 2011

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first time, new people will move into the joint bases with varying familiarity with what joint bases are all about, and some bases will get new leaders. While navigating the changes this summer will be challenging, we have every confidence the installation support professionals at the joint bases will, in the words of Clint Eastwood’s Gunny Highway, “adapt, improvise, and overcome.” But all that comes with reward as well.

We will learn how to improve our processes, make our organizations leaner and more efficient, and new leaders will look at our joint bases with fresh eyes. Many of us involved in the Joint Basing enterprise have been at this since implementation, but the new crew coming on this summer will be stepping into operational joint bases. This provides them with a unique opportunity to approach the enterprise from a new direction, begin to harvest what their predecessors planted, and begin generating efficiencies of their own. As I often say, there are plenty of things the Services do differently for good reason...and there are many things the Services do differently for no good reason! It’s more exciting than ever to be at a joint base!

This month’s newsletter is chock full of good stuff to help your staffs plot a route through the coming year: a clarification on how to transfer government purchase cards, an announcement for a new JB Commander’s Orientation Course, and some assistance in applying facility investment guidance regarding Restoration work. You’re a vital part of the newsletter, so please consider sending in questions and articles. Chances are if you’ve got a question or solved a problem, someone else needs to know too!

Finally...congratulations are in order for two of our joint bases. JB Pearl Harbor-Hickam received one of five 2011 Commander in Chief’s Annual Awards for Installation Excellence, and JB Lewis-McChord won a 2011 Secretary of Defense Environmental Award for Sustainability. Well done to both joint base teams!

– Col. Mickey Addison, USAF, Deputy Director, Basing

From the Basing Office

Spring has finally “sprung” in Washington; they’re playing baseball again, the cherry blossoms have come and gone, and warm southern breezes are blowing across northern Virginia. With Spring comes the start of the “PCS season,” of course, which means you’ll conduct the first large scale rotation of personnel at the joint bases. New processes and units will be stressed for the

(Cover Photo) The biggest and newest of three wind turbines at F.E. Warren Air Force Base, Wyoming faces the wind coming across the high plains and push against the clouds that later dropped a few inches of snow on the base and surrounding city of Cheyenne on April 6, 2010. (U.S. Air Force photo/Lance Cheung)



Policy Update

Clarification on Government Purchase Card (GPC) Agreements

We understand it's been difficult to implement the GPC policy for mission units, considering Service policy. The Office of the Secretary of Defense (OSD) policy is necessarily broad to cover a wide variety of situations, but nonetheless, mission units and Joint Base Commanders (JBCs) are struggling to reconcile their particular circumstances with the mandate to transfer. After some follow on discussions with the OSD Procurement Policy office, GPC Program Manager, General Counsel's office, and Service staffs, the following is offered to assist you in implementing the GPC transfer.

The Procurement Operations Supplemental Guidance (POSG), dated April 16, 2008, and the Joint Basing Government Purchase Card Policy, dated October 12, 2010, require the transfer of the supported Service Component GPCs used for anything other than "procurement of weapon systems, items in support of weapons systems, and contingency contracting." This is based on the Joint Basing Implementation Guidance (JBIG) definition of procurement and the definition of "for and in direct support of installations."

There are a number of ways to affect this transfer within existing policy:

- 1) Use the supporting Service Component's cards and direct-cite the lines of accounting for supported units;
- 2) Use the supporting Service Component's cards and Military Interdepartmental Purchase Request (MIPR) money to cover expenditures;
- 3) Construct an "on behalf of" arrangement for mission units; or

- 4) A combination of these options.

This flexibility exists within the *current* policy, and therefore commanders have the existing authority to make the most cost-effective and mission-oriented decision on how to transfer this function. There is no need for a "one size fits all" solution at a base; commanders are expected to implement in a way that encourages savings and efficiency.

If you have any questions, please contact Jane Goldberg (joint base policy) at 703-693-5658/jane.goldberg@osd.mil or Sandy Ross (procurement policy) at 703-695-9774/sandra.ross@osd.mil.

Missing Something?

If you are working through an issue that requires resolution from the Basing Office and it is not addressed in this newsletter, please bring it to our attention.
 • OSD: jointbasing@osd.mil • Army: armyjointbasing@conus.army.mil • Navy: ANND_CNICHQ_Jointbasing@navy.mil
 • Air Force: af.jointbasing@pentagon.af.mil • Marine Corps: jbworkinggroup@usmc.mil

Financial Services Guidance Update

The Deputy Under Secretary of Defense (Installations and Environment) (DUSD(I&E)) signed a memo requesting Service Headquarters (HQ) coordination on the draft Financial Services Supplemental Guidance. The memo requests coordination by May 2, 2011. After we receive coordination and adjudicate any comments, the Under Secretary of Defense (Comptroller) will sign out the final guidance.

Memorandum of Agreement (MOA) Changes Memo

For Fiscal Year 2012 (FY12) MOA changes, DUSD(I&E) will release a memo requesting HQ Army, Navy and Air Force to submit approved MOA changes to the Basing Office no later than August 1, 2011. The memo also includes a general timeline for OSD and the Service HQ to resolve any issues prior to the Resource Management Decision process, which occurs in the September/October timeframe. We expect to release this memo in May 2011.

Spotlight – Facilities Investment

A number of questions from the field have arisen regarding what facility work should be charged to the supported Service Component at joint bases, since Sustainment funding transferred and Restoration & Modernization funding did not. According to the Facility Investment supplemental guidance, in general, the supporting Service Component is responsible for maintaining facilities in at least the condition they received them, but there are some grey areas, particularly when it comes to "Repair" work class (i.e., work performed under the authority of title 10 USC §2811).

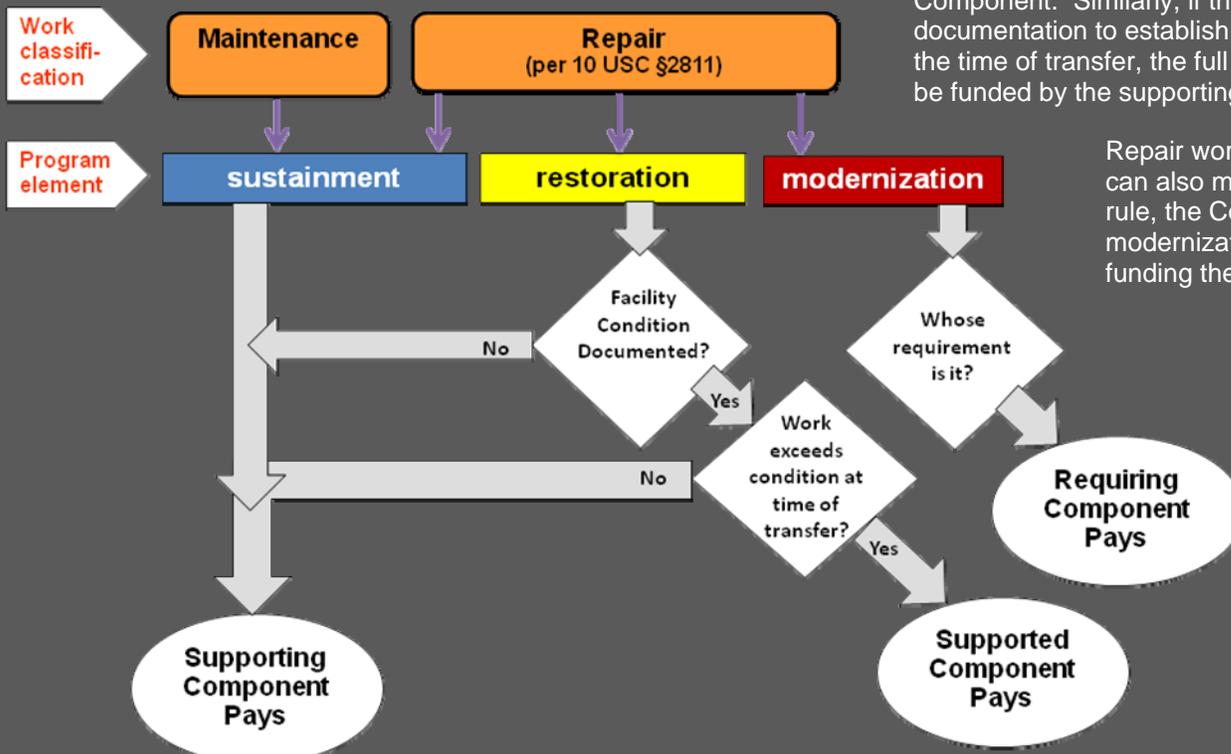
When evaluating repair projects for facilities transferred from the supported Service Component to the supporting Service Component, base programmers should consider the following to determine who should pay the bill:

- Repair work per 10 USC §2811 can fall into any of several defined facilities programs, including sustainment, restoration, and modernization (often collectively described as "FSRM"). The first step is to

determine into which of these program(s) the repair work fits, based upon the program element descriptions for each. In addition to these descriptions, the table at http://www.acq.osd.mil/ie/fim/library/proj_guidelines.shtml provides examples that further clarify distinctions between sustainment and restoration that may sometimes be confused. Sustainment requirements are borne by the supporting Service Component. Restoration and modernization requirements must be further evaluated.

- If the project includes restoration, is there documentation on the condition of the facility at the time it was transferred from the supported Service Component to the supporting Service Component? If so, does the restoration work improve the facility above the condition in which it was transferred? If yes, this cost should be borne by the supported Service Component. Conversely, Restoration work that preserves the condition at time of transfer should be borne by the supporting Service Component. Similarly, if there is not sufficient documentation to establish the facility condition at the time of transfer, the full restoration cost should be funded by the supporting Service Component.

Sustainment, Restoration, and Modernization Flow Chart



Repair work per 10 USC §2811 can also modernize a facility. As a rule, the Component requiring the modernization is responsible for funding the modernization work.



(Left) Construction Mechanic 3rd Class Mary Hite, assigned to Naval Mobile Construction Battalion (NMCB) 25, picks up trash from the shore of the bay at Naval Station Guantanamo Bay, Cuba, during a base-wide clean up in honor of Earth Day. (U.S. Navy photo by Mass Communication Specialist 3rd Class Leona Mynes/Released)

Talking Points

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Joint Base Commanders' Orientation Course

The Basing Office is hosting a one-day Joint Base Commanders' Orientation Course on June 15, 2011 at the Pentagon. The course is aimed at incoming JBCs, Deputy JBCs (DJBCs), senior enlisted advisors, and mission support group commanders to provide an overview of Joint Basing. Specifically, agenda topics will include a Joint Basing 101 presentation, command authorities, Cost and Performance Visibility Framework (CPVF), functional subject matter expert (SME) briefs on select Installation Support functions, and we are hoping to have a panel discussion with sitting JBCs and DJBCs. We are currently working through the details of the event and will release more information in May.

Seating is limited to 35 people. To register for this event, email jointbasing@osd.mil with the following information by May 31, 2011:

- First and last name
- Title/rank
- Organization
- Job title
- Phone
- Email address

Joint Base Planners' Forum

The Joint Base Planners' Forum was on April 11, 2011, and included representatives from OSD, the Army, Navy, U.S. Marine Corps, and Air Force. The purpose of the forum was to assist Service HQs' synchronization of force structure and weapon systems beddown planning at joint bases. The purpose was not to create a "purple" process for making Service decisions, but to enhance and synchronize the Services' planning for stationing actions at

each joint base. Communication at this level is important to resolve issues at the staff level, if possible.

Each Service briefed all future and potential basing actions at each joint base. The Services decided to hold these forums twice a year – once in the Spring and once in October, so these meetings will occur prior to key milestones in each Services' Program Objective Memorandum (POM) cycles.

CPVF Update

The CPVF web based application is on schedule to be deployed to support the 3rd quarter (Q3) FY11 reporting cycle. A training manual will be provided with the release of the new version; however, the application does not change significantly from the current application. We will send out a schedule in mid-May for training webinars that will be conducted in early June.

CPVF Handbook Update

The Joint Base Working Group and OSD functional leads are currently reviewing a draft of the CPVF Handbook. We expect to release the Handbook to the joint bases in early May. We will continually update the Handbook as we make changes to the Joint Base Common Output Level Standards (JB-COLS) and joint bases request clarifying information. Additionally, several OSD functional leads are preparing additional guidance for reporting the JB-COLS metrics, which we will incorporate into the Handbook once they are complete.

Local Guidance for Civil Engineer JB-COLS

By: Civil Engineering Staff, Joint Base San Antonio

“What Gets Measured, Gets Done” — Peter Ducker

The civil engineering community at Joint Base San Antonio (JBSA) recently concluded a successful effort to establish local guidance for their 56 JB-COLS. This concluded a multi-phase effort which involved contributions from all levels and areas within civil engineering at JBSA and other joint bases (learning from what was being done at other joint bases). The local guidance is being used during the Q2 FY11 CPVF reporting cycle. The results were briefed at the 28 April Joint Base Partnership Council (JBPC) and were well received by the team present.

Goal: A major challenge OSD faced with establishing JB-COLS across the Service Components was achieving a balance between detailed guidance to ensure common understanding while allowing latitude for differing business practices. The current civil engineer JB-COLS include some standards that are specific, readily measured with existing systems and others that are broad, open to interpretation and subjective. The 502nd Air Base Wing (ABW) Civil Engineering (JB7C) began a process in December 2010 to provide local guidance to JBSA civil engineers for the subjective standards. The desire was to establish local guidance with a common understanding and application of the OSD standards across the joint base.

The effort to develop local guidance for the civil engineer JB-COLS was guided by three principles: 1) measure the intent of the JB-COLS; 2) eliminate subjectivity/create a common understanding; and 3) avoid inventing new tracking and data collection systems. In October 2008, HQ Air Education and Training Command civil engineering hosted a workshop where an initial common understanding of the civil engineering JB-COLS was developed to guide the bases as they developed their President’s Budget (PB)-14 inputs. It was clear that there were wide differences in interpretation on what each JB-COLS meant and how it was to be measured. Valuable insight was gained into the intent of each JB-COLS by reviewing the OSD sub-working group (SWG) briefings, which was used in presenting their proposed JB-COLS for approval, and the discussion among the experts from Lackland AFB, Fort Sam Houston, and Randolph AFB. Unfortunately, the resulting local measures/interpretations were never finalized nor were they issued as guidance for use during CPVF reporting.

Preparation: It is common practice to identify measures that help the decision-maker decide if their goal is attained. Value Focus Thinking (VFT) is sometimes used by decision-makers to better understand their goals or values and develop a system of measures that determine the extent to which the goal has been met. VFT can take either a top down or bottom up approach. The top down starts

with a goal that is repeatedly de-composed into its relevant parts in increasing detail until a level is reached where the parts can be readily measured. Alternatively, the bottom up approach starts with measures and combines them until an ultimate goal is identified. In either case, a cardinal rule is that the measures are ideally mutually exclusive and collectively exhaustive (MECE). It was our intent to take a top down approach and achieve MECE for each civil engineer JB-COLS.

Data Collection: The natural starting point for an effort to establish local guidance was the measures developed from the October 2008 workshop. These measures were parsed into their functional areas and sent to the joint base to solicit comment. A series of telecons were held to gather inputs directly from the people who collect the data - the data owners. This was important because we needed to understand what data is readily available (Principle #3). The data owners’ perspective on the areas measured by the JB-COLS was critical to gaining a better understanding. Additionally, we contacted two joint bases that are Air Force led - Joint Base McGuire-Dix-Lakehurst and Joint Base Langley-Eustis. In some cases, we used their local guidance. In others, we needed to develop our own measures. This required a comprehensive review of the references identified in the OSD SWG briefings. Each Department of Defense Instruction and related Air Force Instructions were reviewed to gain additional understanding.

Draft Measures: Armed with a plethora of information, draft measures were developed based on the VFT and a desire to attain MECE. It was very important to stay true to our three guiding principles stated above. Prior to this effort, 22 of the 56 civil engineer JB-COLS were identified as ‘subjective.’ In other words, the metric was a simple ‘yes’ or ‘no’ response to a question which relied heavily on a decision maker’s judgment. In order to reduce subjectivity, each JB-COLS was de-composed into relevant sub-parts. In many cases, those sub-parts had been identified in the notes section of the OSD SWG slides. Although oftentimes the sub-parts were still subjective, the fact that a single question became multiple questions helps reduce subjectivity and reduces variability in interpretation. The resulting 56 equations were coded in a spreadsheet and again sent to the bases for feedback.

Feedback: The draft measures were instrumental in encouraging insightful feedback from innovative minds across the joint base. This phase of the effort allowed more direct involvement in the development of the measures. A major breakthrough, which all installation support functions can (and should) capitalize on, is the use of the Higher HQ Inspection checklist. Using the Higher HQ Inspection checklist items as factors in several measures helps quantify the JB-COLS while placing needed emphasis on the quarterly self-inspection program. A second significant outcome from this feedback was an idea to use the Environmental, Safety, and Occupational Health Compliance Assessment and Management Program inspection results and checklists to guide program managers in their assessment of the environmental JB-COLS. Both ideas fully embodied our guiding principles.

Consensus and Beta Test: At JBSA, the base civil engineers (BCEs) are responsible for reporting their 56 JB-COLS each quarter at their respective Group Installation Council (GIC) before the JBPC review. It was, therefore, critical to gain a consensus from the BCEs. The 502 ABW/JB7C organized a workshop to review each JB-COLS and gain consensus to proceed with a test of the measures. This afforded the BCEs an important opportunity to get clarification on the measures and provide their final input. As a result, some measures were adjusted and consensus was achieved to proceed with a beta test of the equations. The beta test involved scoring each JB-COLS based on Q1 FY11 CPVF data. This allowed us to compare the results and identify any anomalies or undesired results. A difference between the results was not necessarily cause for concern. If the new measure better represented 'reality,' it was considered valid. This was a critical step since we did not want to adversely impact the normal CPVF reporting process. The beta test uncovered a few anomalies that required equation adjustments. Four of the JB-COLS were not localized since they are either planned for deletion or needed more research to more accurately reflect the intended goal for measurement.

Way Ahead: It is clear that the resultant measures benefited greatly from the active involvement of civil engineers at all levels across JBSA and inputs from other joint bases. As the JB-COLS continue to evolve and OSD releases clarifying information, we will continue to adapt our local guidance in compliance with the intent of the JB-COLS.

Newsletter Topics for Lessons Learned Spotlight

Each month, the Joint Basing Newsletter will spotlight lessons learned in joint base execution. The following list includes suggested topics for future newsletters. If you have any other suggestions or comments, please contact us at jointbasing@osd.mil.

- May – ITSM best practices
- June – Service culture and traditions at joint bases
- July – Galleys and dining facilities best practices

Call for Articles

If you would like to prepare an article for the Joint Basing Newsletter, please contact us at jointbasing@osd.mil. Some suggestions for articles include reporting a success story at your joint base, detailing a functional issue or concern and how your joint base overcame it, or discussing the impact of Joint Basing on your military community. Articles should be no longer than 600 words.

Joint Basing in the News

- JBLM program helping injured soldiers move on; The Seattle Times, April 28, 2011
- Energy efficiency efforts within DOD helping many customers; DVIDS, April 28, 2011
- New Joint Base MDL unit adds outreach, education to CRW mission; DVIDS, April 27, 2011
- Military honoring Joint Base Pearl Harbor-Hickam for installation excellence; The Republic, April 22, 2011
- JBLM earns Secretary of Defense environmental award for sustainability; Air Mobility Command, April 20, 2011

Joint Basing Website

We update the Joint Basing website on a daily basis, and email weekly updates to the website to all members of the group. We made the following updates during the month of April:

- Joint Basing March 2011 Newsletter

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- Navy: ANND_CNICHQ_Jointbasing@navy.mil
- Air Force: af.jointbasing@pentagon.af.mil
- Marine Corps: jbworkinggroup@usmc.mil