

BRAC 2005 Infrastructure Steering Group (ISG)

Meeting Minutes of April 23, 2004

The Acting Under Secretary of Defense (Acquisition, Technology, and Logistics), Mr. Michael W. Wynne chaired this meeting. The list of attendees is attached.

Mr. Wynne opened the meeting by stating he was looking forward to the ISG moving the BRAC process forward by resolving the graduate flight training issue and developing overarching principles. He then asked Mr. Peter Potochney, the Director of the OSD BRAC Office, to begin the presentation (slides attached) to guide the ISG discussion.

Mr. Potochney began the brief by reiterating that the Secretary emphasized the importance of having Joint Cross-Service Groups (JCSG) review common-business oriented functions and that he approved the Education and Training JCSG (E&T JCSG) review of training in the transitional units where pilots attain the “flying skills needed to function effectively upon their assignment to operational aircraft programs and/or units.” The ISG discussed the extent to which this applied to training in transitional units for joint platforms (JSF, C130, C12, V22, UAV, and the H60 Series). A few of the ISG members noted that while the basic platform of the H60 may be similar, their missions were significantly different among the services (e.g. search and rescue, anti-submarine warfare, troop deployment, etc). Others pointed out that the UAV category was too broad, noting that some UAVs are unique to a service or can be operated by personnel who are not pilots. The Chair led the discussion and the ISG decided upon the following:

- Each service will provide members for service led, platform specific groups that will evaluate and propose an approach for the E&T JCSG’s analysis of transition unit training of selected joint platforms. The approach should seek to minimize maintenance activities, minimize sites, maximize collocation, and address service doctrinal issues.
- The groups, through the chair of the E&T JCSG, will submit their proposals to the ISG by May 10, 2004.
- The Air Force will lead the C-130, JSF, and UAV groups. The Marine Corps will lead the V-22 group.
- JCSG review of UAVs will be limited to those that are used jointly and operate at medium and high altitudes.
- Evaluation of transition unit training for the H-60 and C12 is remanded to the individual services to review as appropriate.

Charles Abell, the Chair of the E&T JCSG was present at the meeting and agreed with this approach. He also stated that training of aircraft maintainers was already under review by the E&T JCSG and did not need to be resolved by these teams.

After the discussion, Mr. Potochney reviewed the BRAC process timeline, noting that with the exception of the Technical Joint Cross-Service Group, each JCSG had received its capacity data. The BRAC Deputy Assistant Secretaries (BRAC DASs) would review the timeline to reflect changes in the schedule. The ISG then briefly discussed the sequencing of events. The discussion focused on the importance of Military Department and JCSG coordination. The ISG agreed that coordination occurs in two forms: the JCSG members who are provided by and represent the Military Departments, and the JCSG's periodic briefings (military value analysis results, scenario development and analysis, and draft recommendations) to the ISG. The ISG also agreed that frequent "quick look" briefings should occur as scenarios evolve to allow the ISG to provide sufficient oversight.

The ISG discussion moved to consideration of the Air Force's contention that principles and imperatives must be reflected in the military value reports before they can be finalized. After some discussion, the ISG agreed to the following:

- The military value reports must be completed prior to the completion of principles and imperatives to establish an auditable quantitative expression of military value.
- Military value has two components: the quantitative analysis reflected in the military value reports and military judgment expressed as principles and imperatives applied during scenario development.
- Draft principles and imperatives need to be developed in time for the May 14, 2004, ISG meeting in order to begin the dialogue.
- Principles and imperatives are critical tools to ensure the BRAC recommendations developed during the scenario development process reflect deliberative and documented military judgment.

Mr. Potochney then led the ISG in a discussion of how criteria seven and eight will be addressed in the BRAC process. He reminded the ISG that in accordance with the statute, the first four criteria pertaining to military value have primacy. He further explained that criteria five through eight are "Other Considerations" that are applied to the BRAC process during scenario development because they assess the impact of proposed recommendations. He stated that Joint Process Action Teams (JPATs) were developing a consistent DoD approach to each of the criteria with the following lead organizations: Army for criterion 5; OSD for criterion 6; Air Force for criterion 7, and Navy for criterion 8.

The ISG must approve each JPAT's approach. The ISG previously approved the approach to criterion 5 and would be asked to consider criterion 6 at a later date.

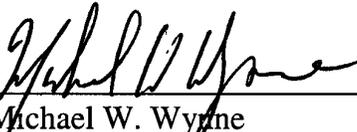
Mr. Potochney then briefed the ISG on the Air Force led JPAT's approach for criterion 7. The JPAT focused on assessing the ability of both existing and potential receiving communities' infrastructure to support, forces, missions, and personnel. The JPAT developed ten attributes relevant to quality of life, such as cost of living, education, and crime in addition to transportation and utility issues to document the ability of a community to support forces, missions, and personnel. The JPAT drafted questions for these attributes and will provide summary data to the JCSGs and Military Departments for their use. Mr. Potochney noted that the Office of the Undersecretary for Personnel and Readiness agreed to the JPAT's approach to quality of life issues. The ISG agreed with the approach and empowered the BRAC DASs to review and approve the final questions. Mr. Potochney stated the approach will be formally documented and submitted to the ISG for approval at the end of April.

Mr. Potochney next reviewed the Navy led JPAT approach to criterion 8. He noted that criterion 8 differed from the environmental impact criterion used in prior BRAC rounds because, in accordance with the statute, it must also address the impact of costs related to potential environmental restoration, waste management, and compliance. Mr. Potochney proceeded to explain the JPAT approach to categorize environmental data collected in Data Call 1 into ten resource areas (e.g. air quality, dredging, and noise). From these categories, the military departments would develop an environmental installation profile that provides a current picture of each installation. The information developed for the profile will be used in the scenario development phase.

Mr. Potochney next reviewed the JPAT's approach to the impact of certain environmental costs. He stated that in order to consider the impact of environmental restoration costs, the cost to complete the restoration of a base would be included in a scenario environmental impact summary. However, as was the case in the past, environmental restoration costs should not be considered a cost of closure because the Department has a legal obligation to clean up all of its contaminated facilities regardless of whether that facility is closed or realigned. The Department took this approach to avoid the perverse result of closing only clean installations. The ISG also noted that the Department's general policy is to clean up installations to current use. The JPAT recommended capturing the impact of waste management and environmental compliance costs by reflecting the costs in the COBRA data runs and noting those costs in the scenario environmental impact summaries. Mr. Potochney stated the JPAT will document its approach and submit a report to the ISG for approval May 7, 2004. The ISG agreed with the approach.

At the end of the meeting, the ISG discussed how the Integrated Global Presence and Basing Strategy (IGPBS) would factor into the BRAC process. The ISG agreed that the Department must conduct BRAC with full knowledge of decisions stemming from the IGPBS, especially those that relocate forces to the United States and that the Secretary should issue a memorandum to the IEC in the near future that will identify IGPBS decisions for BRAC assessment and implementation. The memorandum will include operational parameters, including the timing for implementation. The ISG understood

that the Military Departments must program the cost of these moves separately from BRAC efforts. The ISG noted programming the funding necessary for the relocations would be conducted separately, but the funds would be executed through the BRAC account for those moves subject to a BRAC recommendation. The ISG agreed that it was necessary to capture the costs and savings of both the force structure moves originating outside of the US as well as those conducted under the BRAC process.

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

Attachments:

1. List of Attendees
2. Briefing slides entitled “Briefing to the Infrastructure Steering Group” dated April 23, 2004

Infrastructure Steering Group Meeting
April 23, 2004
Attendees

Members:

- Mr. Michael W. Wynne, Acting Under Secretary of Defense (Acquisition, Technology and Logistics)
- Mr. Raymond DuBois, Deputy Under Secretary of Defense (I&E)
- Hon. H.T. Johnson, Assistant Secretary of the Navy (I&E)
- Hon. Nelson Gibbs, Assistant Secretary of the Air Force (IE)
- Admiral William Mullen, Vice Chief of Naval Operations
- General George Casey, Vice Chief of Staff, Army
- General Michael Moseley, Vice Chief of Staff of the Air Force
- General William Nyland, Assistant Commandant of the Marine Corps

Alternates:

- Dr. Craig College, Deputy Assistant of the Army (I&A) for Mr. Geoffrey Prosch, Acting Assistant Secretary of the Army (I&E)
- Lieutenant General James Cartwright, Director, Force Structure, Resources and Assessment, Joint Staff J-8, for General Peter Pace, Vice Chairman, Joint Chiefs of Staff

Others:

- Mr. Charles Abell, Principal Deputy Under Secretary of Defense (Personnel and Readiness)
- Major General Gary W. Heckman, Assistant Deputy Chief of Staff of the Air Force for Plans and Programs
- Ms. Anne R. Davis, Deputy Assistant Secretary of the Navy (Infrastructure, Strategy and Analysis)
- Mr. Phil Grone, Principal Assistant Deputy Under Secretary (Installations and Environment)
- Mr. Pete Potochney, Director, OSD BRAC
- Colonel Jeff Cohen, Office of the Deputy Assistant Secretary of the Air Force (B&IA)
- Mrs. Nicole Bayert, Associate General Counsel, Environment and Installations, DoD
- Ms. Deborah Culp, Program Director, Contract Management Directorate, Office of the Inspector General
- Commander John Lathroum, Force Integration Branch Officer, Forces Division, J-8
- Mr. Andrew Porth, Assistant Director, OSD BRAC
- Ms. Laurel Glenn, Action Officer, OSD BRAC



BRAC 2005

Briefing to the
Infrastructure Steering Group

April 23, 2004



Purpose

- Graduate Flight Training
- Process Overview
- Principle/Imperative Approach
- Community Impact JPAT Approach (Criterion 7)
- Environmental Impact JPAT Approach (Criterion 8)
- Integrated Global Presence and Base Strategy (IGPBS)



Graduate Flight Training

SecDef Direction

- JCSGs review common business-oriented support functions
- Approved JCSG review of flight training on 24 Jun 03
- Flight training defined as “...flying skills needed...to function effectively upon their assignment to operational aircraft programs and/or units.”

ISSUE

JCSG Review of Graduate Flight Training



**Undergraduate
(Pre-Wings)**

Graduate (Post-Wings)

Transition Unit (*FRS/RTU*)*

Operational Unit

Joint Platforms

**Non-Joint
Platforms**

JSF, C130, C12,
H60 Series, V22,
UAV

AGREE
JCSG Review

DISAGREE

AGREE
Services Review

AGREE
Services Review

*** *Fleet Replacement Squadron/
Replacement Training Unit***

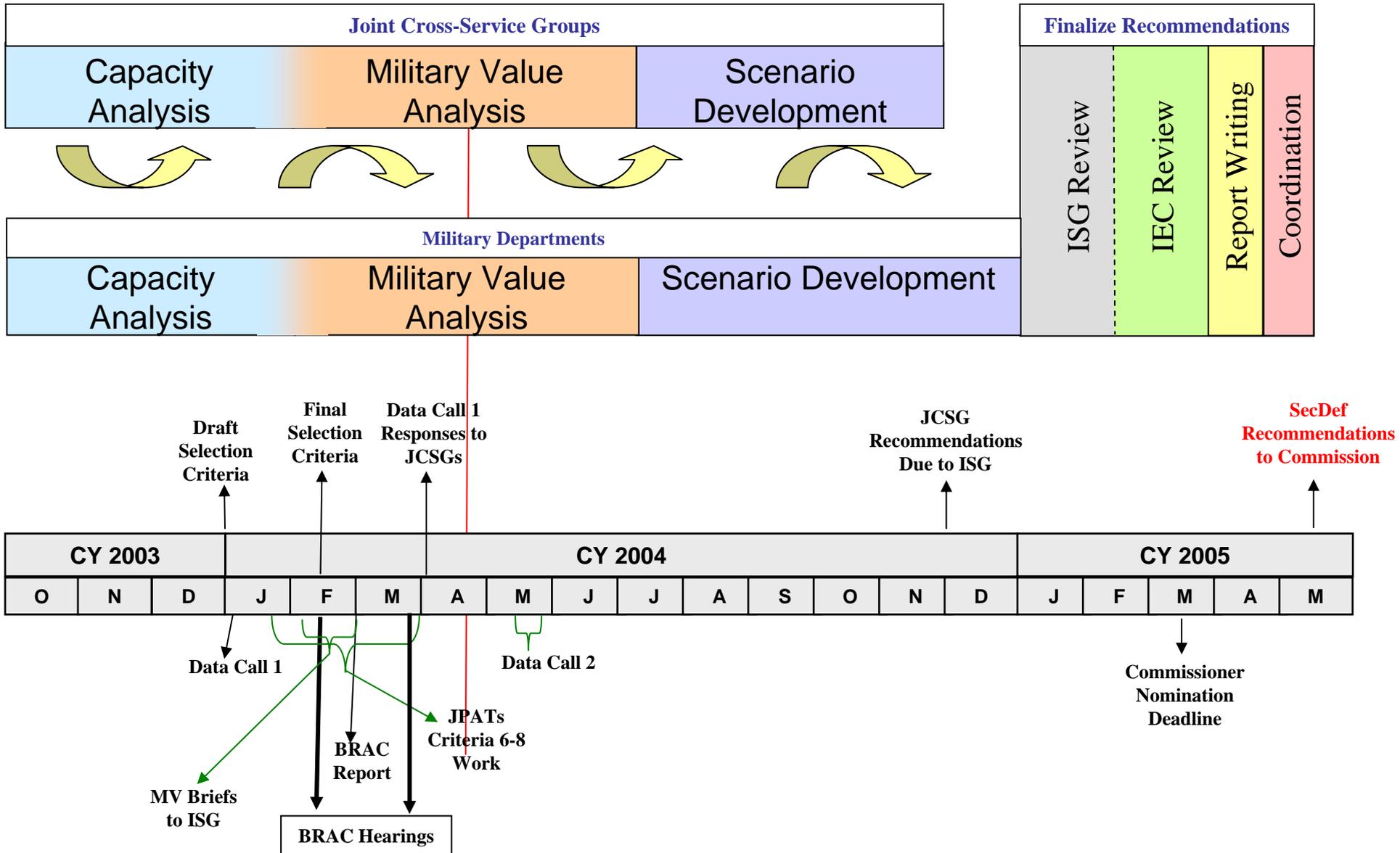


Way Ahead

- Task operator subgroup under E&T JCSG to propose approach for JCSG review that:
 - Minimizes maintenance activities
 - Minimizes sites
 - Maximizes collocation
 - Addresses Service doctrinal issues
- Balance cross-service approach with ISG concerns
 - E&T JCSG reviews graduate flight training for all 6 joint platforms (JSF, V22 and UAV of particular concern)
- ISG must approve approach



Process Overview





Military Value Reports

- ISG directed DASs to propose resolutions for outstanding issues and prepare reports for coordination
- Reports in coordination on April 21st; suspense May 5th
- Air Force raised a fundamental issue that requires ISG resolution:
 - Do military value reports have to reflect principles/imperatives or are principles/imperatives applied during scenario development stage of process after military value quantitative analysis?



Military Value

- ISG agreed that Military Value has two components: a quantitative analysis and military judgment
 - Quantitative component involves assigning weights to the selection criteria and their implementing attributes and metrics to arrive at a relative scoring of facilities within assigned functions (*Military Value Reports*)
 - Military judgment component involves a deliberative means to implement the selection criteria in a way that fosters transformation and/or avoids capacity reduction results that would violate strategic, force protection, or other military value considerations reflected in the selection criteria (*Principle and Imperative Task*)

Principles/imperatives are applied during scenario development after military value quantitative analysis



Developing Principles and Imperatives

- ISG Chair issued memo soliciting principles and imperatives (due May 7th) in preparation for deliberation at the May 14 ISG meeting
 - Principles are the top level strategic concepts that foster transformation, embrace change, and avoid capacity reductions that reduce essential military capabilities
 - Imperatives are specific, detailed statements that are tied to the principles
 - ❑ Function chiefly to prevent scenarios from generating specific recommendations that would violate the principles
 - ❑ Could also require certain outcomes that would enhance military capabilities



Principles and Imperatives Process

- IEC must approve all principles and imperatives
 - ISG will review service-specific principles and imperatives only to the extent that they may impact JCSG analyses
- ISG will issue approved principles and imperatives to the JCSGs
- As appropriate, the IEC Chair will inform the SecDef about the IEC approval of the principles and imperatives

Process can recur as necessary



Final Selection Criteria

Military Value

1. The current and future mission capabilities and the impact on operational readiness of the Department of Defense's total force, including the impact on joint warfighting, training, and readiness.
2. The availability and condition of land, facilities and associated airspace (including training areas suitable for maneuver by ground, naval, or air forces throughout a diversity of climate and terrain areas and staging areas for the use of the Armed Forces in homeland defense missions) at both existing and potential receiving locations.
3. The ability to accommodate contingency, mobilization, and future total force requirements at both existing and potential receiving locations to support operations and training.
4. The cost of operations and the manpower implications.

MilDeps and Joint Cross-Service Groups conducting analysis of these criteria

Other Considerations

5. The extent and timing of potential costs and savings, including the number of years, beginning with the date of completion of the closure or realignment, for the savings to exceed the costs. [ARMY]
6. The economic impact on existing communities in the vicinity of military installations. [OSD]
7. The ability of both the existing and potential receiving communities' infrastructure to support forces, missions, and personnel. [AIR FORCE]
8. The environmental impact, including the impact of costs related to potential environmental restoration, waste management, and environmental compliance activities. [NAVY]

Consistent DoD-wide approach developed by Joint Process Action Teams established for each criteria



Selection Criterion 7

The ability of both the existing and potential receiving communities' infrastructure to support forces, missions, and personnel.



Community Impact – Criterion 7

- **JPAT Team: MilDeps, OSD-BRAC, IG & GAO**
- **Method**
 - **Researched public data bases**
 - **Identified potential attributes**
 - **Compared with DOD Quality of Life survey for validation**
 - **Refined attributes**
 - **Exploited Civilian Agencies & DOD experts for sources / questions**
 - **Finalized attributes, metrics, questions**



Attributes

- CHILD CARE
- COST OF LIVING
- EDUCATION
- EMPLOYMENT
- HOUSING
- MEDICAL/HEALTH
- POPULATION CENTER
- SAFETY/CRIME
- TRANSPORTATION
- UTILITIES



Approach to Criterion 7

- JPAT will provide questions to MilDeps and Defense Agencies for data collection
- JPAT will produce an installation summary page discussing each of the attributes
 - Example (Education): “The local school districts surrounding **Installation XXXX** have an average SAT score of **970**.” “The average pupil/ teacher ratio is **16:1**.”
- JCSGs and MilDeps will use summary page when comparing scenarios
 - Information will be considered, but not scored



Conclusion

- JPAT will issue a report in late April that explains its work and the product MilDeps and JCSG can expect for use in their analysis
- Recommendation
 - Approve approach to Criterion 7
 - Empower DASs to review and approval final questions



Selection Criterion 8

- ◆ Other Considerations:
 - “*The environmental impact, including the impact of costs related to potential environmental restoration, waste management, and environmental compliance activities.*”



Approach to Environmental Impact

- ◆ Categorize data in 10 Resource Areas
 - Air Quality
 - Cultural/Archeological/Tribal Resources
 - Dredging
 - Land Use Constraints/Sensitive Resource Areas
 - Marine Mammals/Marine Resources/Marine Sanctuaries
 - Noise
 - Threatened and Endangered Species
 - Waste Disposal
 - Water Resources
 - Wetlands

- ◆ Develop installation environmental profile
 - Compiled by host MilDep
 - Installation's current environmental picture (10 resource areas)
 - Standardized report summarizing raw environmental data
 - Raw environmental data provided to the JCSGs



Approach to Impact of Costs

- ◆ Environmental restoration costs
 - Not considered a cost of closure because BRAC does not alter legal obligation to clean
 - Existing "Cost to Complete" noted in scenario analysis
 - Upon implementation of closure, "cost" transferred from DERA to BRAC account

- ◆ Waste Management and environmental compliance
 - Recurring and non-recurring waste management and environmental compliance and costs captured in COBRA
 - Base Operating Support (BOS) costs
 - One-time costs, e.g., permits, treatment facility closure costs

- ◆ Reflected in scenario environmental impact summary



Scenario development/analysis steps

- ◆ Deliberative bodies (MilDeps/JCSGs) consult environmental profiles and raw data
- ◆ For viable scenarios, deliberative bodies request MilDeps conduct scenario specific analysis, as appropriate
 - May require scenario specific data call
- ◆ Generates scenario environmental impact summary
 - Summarizes impacts at closing/realigning and receiving installations for 10 resource areas
 - Notes “cost to complete”
 - Notes Environmental compliance – “costs” reported in COBRA
 - Notes waste management – “costs” reported in COBRA



Recommendation

- ◆ JPAT issue report May 7 documenting approach
- ◆ ISG approve approach



Integrated Global Presence and Basing Strategy (IGPBS)

- SecDef indicated IGPBS will inform BRAC
- SecDef/DepSecDef will issue memo to IEC
- Memo will:
 - identify IGPBS decisions for BRAC assessment and implementation
 - include operational parameters, including timing for implementation
- Decision package will be fully coordinated to ensure information is sufficient to inform the BRAC process



Funding IGPBS Decisions

- BRAC program funding was not developed with IGPBS in mind
- SPG: “Components will assume that Defense-wide funds allocated over the FYDP, coupled with near-term BRAC savings, which must be reinvested in BRAC implementation, will be sufficient to absorb BRAC implementation costs. However, the movement of overseas forces to the United States must be programmed separately.”
 - These funds can be added to the BRAC account for implementation



- Recap
- Next Steps/Work in Progress
 - Discuss principles/imperatives
 - BRAC funding allocation rules
 - Transformational options