BRAC 2005 Infrastructure Executive Council (IEC)
Meeting Minutes of December 21, 2004

The Deputy Secretary of Defense chaired this meeting. The list of attendees is attached.

The Deputy Secretary opened the meeting by asking Mr. Wynne, Under Secretary of Defense (AT&L), to begin the discussion. Mr. Wynne then used the attached slides to guide the discussion, highlighting where the Joint Cross-Service Groups (JCSGs) are in the process and how the timeline is progressing. He noted that December 20, 2004, was the deadline for the JCSGs to submit but all groups were finalizing their candidate recommendations. Mr. Wynne also stated that the Military Departments’ deadline to submit candidate recommendations to the ISG and IEC is January 20, 2005. When discussing the timeline, it was agreed that the briefing at the next IEC meeting should include a slide on the process milestones beyond May 2005.

Mr. Wynne then briefed the role of the IEC and briefly described a variety of measures such as Plant Replacement Value, square footage, buildings, and position reductions, which might be used to quantify the results of BRAC costs and savings. There was further discussion on these and other bases for metrics, such as payback, however no consensus was reached.

Mr. Wynne then reviewed the recent briefs that have been made to the Combatant Commanders (COCOMs) since October 2004 and reminded the IEC that, per the Secretary’s instructions, OSD has taken actions to ensure the COCOM input is integrated into the process. Their respective feedback to the BRAC briefings was also provided to the Deputy Secretary.

Mr. Wynne presented the status of developing an update to the Force Structure Plan (FSP). Members expressed particular interest in ensuring that force structure decisions being made now must be captured in the updated FSP.

Regarding Homeland Defense, Mr. Wynne briefed that Criterion 2 of the Selection Criteria requires the Department to consider Homeland Defense missions. The Department would use existing Homeland Defense documents to determine the infrastructure necessary to support those missions. The Secretary of the Navy asked whether we should also consider coordinating with the Department of Homeland Security.

Mr. Wynne next discussed the process by which the IEC will consider and resolve conflicts, indicating that only conflicts that cannot be resolved at the ISG will be forwarded to the IEC for consideration and resolution. Additionally, if a Military...
Department disagrees with an ISG decision on any issue, it can appeal that decision to the IEC.

Mr. Wynne concluded the briefing by reviewing next steps. He suggested that the “Red Team,” which has been created for quality control purposes, might be invited to brief the IEC on their conclusions after reviewing the candidate recommendations.

The Deputy Secretary ended the meeting by emphasizing the importance of being bold with recommendations and he encouraged members to take advantage of this singular opportunity to rationalize DoD’s infrastructure.

Approved: 
Michael W. Wynne  
Executive Secretary  
Infrastructure Executive Council

Attachments:  
1. List of Attendees  
2. Briefing slides entitled “Base Realignment and Closure 2005, Briefing to the Infrastructure Executive Council” dated December 21, 2004
Infrastructure Executive Council Meeting
December 21, 2004

Attendees

Members:
- Mr. Paul Wolfowitz, Deputy Secretary of Defense
- Mr. Gordon England, Secretary of the Navy
- General Michael Hagee, Commandant of the Marine Corps
- General John P. Jumper, Chief of Staff of the Air Force
- Mr. Michael W. Wynne, Under Secretary of Defense (Acquisition, Technology and Logistics)

Alternates:
- General Peter Pace, Vice Chairman, Joint Chiefs of Staff
- Mr. Geoffrey Prosch, Assistant Secretary of the Army (I&E)
- General Richard A. Cody, Vice Chief of Staff of the Army
- Admiral John Nathman, Vice Chief of Naval Operations
- Mr. Peter Teets, Under Secretary of the Air Force

Others:
- Mr. Raymond DuBois, Director, Administration & Management
- Mr. Philip Grone, Deputy Under Secretary of Defense (Installations & Environment)
- Mr. Pete Potochney, Director, OSD BRAC
- Ms. Anne R. Davis, Special Assistant to the Secretary of the Navy for BRAC
- Dr. Craig College, Deputy Assistant Secretary of the Army
- Mr. Fred Pease, Deputy Assistant Secretary of the Air Force
- Major General Gary Heckman, Assistant Deputy Chief of Staff of the Air Force
- Mrs. Nicole D. Bayert, Associate General Counsel, Environment and Installations
- Mr. Dave Patterson, Special Assistant to the Deputy Secretary
BRAC 2005

Briefing to the
Infrastructure Executive Council

December 21, 2004
Purpose

- Process Overview/Timeline
- BRAC 2005 Leadership and Organization
  - IEC Role
  - CoCom Involvement
- Force Structure Plan
- Homeland Defense
- Statutory Surge Requirements
- Conflict Review and Resolution
- Scenario Snapshot
Process Overview

Joint Cross-Service Groups

<table>
<thead>
<tr>
<th>Capacity Analysis</th>
<th>Military Value Analysis</th>
<th>Scenario Development</th>
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Military Departments

<table>
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<tr>
<th>Capacity Analysis</th>
<th>Military Value Analysis</th>
<th>Scenario Development</th>
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Finalize Recommendations

<table>
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<tr>
<th>ISG Review</th>
<th>IEC Review</th>
<th>Report Writing</th>
<th>Coordination</th>
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Commissioner Nominations Deadline

SecDef Recommendations to Commission

Process Overview

<table>
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<tr>
<th>CY 2003</th>
<th>CY 2004</th>
<th>CY 2005</th>
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Draft Selection Criteria

Final Selection Criteria

Capacity Responses to JCSGs

Mil Value Responses to JCSGs

JCSG Recommendations Due to ISG 20 Dec

MV Briefs to ISG

BRAC Report

JPATs Criteria 6-8 Work

Mil Value Product Calls

Scenario Deconfliction

Start Scenario Data Calls

MilDeps Recommendations Due 20 Jan

BRAC Hearings

## Timeline

<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
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<tbody>
<tr>
<td>20 Dec 2004</td>
<td>JCSG candidate recommendations due to the ISG</td>
</tr>
<tr>
<td>20 Jan 2005</td>
<td>MilDep candidate recommendations due to the ISG (for information and conflict identification only)</td>
</tr>
<tr>
<td>1-25 Feb 2005</td>
<td>Red Team Review</td>
</tr>
<tr>
<td>25 Feb 2005</td>
<td>ISG completes review of candidate recommendations</td>
</tr>
<tr>
<td>15 Mar 2005 (NLT)</td>
<td>Submit Revised Force Structure Plan to Congress</td>
</tr>
<tr>
<td>15 Mar 2005 (NLT)</td>
<td>President Nominates Commissioners</td>
</tr>
<tr>
<td>25 Apr – 6 May 2005</td>
<td>Formal Report coordination</td>
</tr>
<tr>
<td>6-15 May 2005</td>
<td>SecDef Review</td>
</tr>
<tr>
<td>16 May 2005 (NLT)</td>
<td>Secretary transmits recommendations to Commission</td>
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</table>
BRAC 2005 Leadership & Organization

**Membership:** (10)
- Vice Chairman, JCS
- Military Department Assistant Secretaries (I&E)
- Service Vice Chiefs
- DUSD (I&E)

**Infrastructure Executive Council (IEC)**
Chair: DEPSECDEF

**Infrastructure Steering Group (ISG)**
Chair: USD(AT&L)

**7 JOINT CROSS-SERVICE GROUPS**

- **Education & Training**
  Chair: Prin Dep USD (P&R)

- **Industrial**
  Chair: Prin Dep USD (AT&L)

- **Supply & Storage**
  Chair: Director, Defense Log Agency

- **Headquarters & Support**
  Chair: Deputy, Plans & Resources, Army

- **Technical**
  Chair: Director, Defense Research & Eng

- **Intelligence**
  Chair: DUSD (Counter Intel & Security)

- **Medical**
  Chair: AF Surgeon General

**Membership:** (10)
- Service Secretaries
- Chairman, JCS
- Service Chiefs
- USD (AT&L)
IEC Role

- Ensure SecDef priorities are realized
- Resolve conflicts among candidate recommendations
- Approve final candidate recommendations from MilDep and JCSGs
- Shape and Balance final package – Military Judgment
- Defend (with JCSGs) recommendations to the Commission
Combatant Command Involvement

- COCOM input a valued part of the process
  - Concerns, mission impact, any alternatives

- CJCS has statutory responsibility to consult with and seek advice from Combatant Commanders

- Chairman and Vice Chairman representation on IEC and ISG, respectively, achieves this consultation role
  - Joint Staff representation on each JCSG
  - Joint Staff will channel CoCom concerns through scenario review process

- Chairman’s concurrence on candidate recommendations will include CoCom coordination
CoCom/Building Timeline

**CoCom Briefs**

- STRATCOM (Complete as J8)
  - PACOM (25 Oct)
  - SOUTHCOM (1 Nov)
  - TRANSCOM (3 Nov)
  - SOCOM (15 Nov)
  - NORTHCOM (22 Nov)
  - JFCOM (2 Dec)
  - CENTCOM (13 Dec)
  - EUCOM (21 Dec)

**October - December**

- JS informs CoComs of scenarios
- CoCom Inputs
- OSD/JS CoCom Briefings #1

**Feb/Mar**

- OSD/JS CoCom Briefings #2
- CoCom “Reading Room”

**Scenario Data Calls**

- Begin
- Oct
- Nov
- Dec
- Jan
- Feb
- Mar

**The Building**

- JCSG Recommendations Due to ISG (20 Dec)
- MilDep Recommendations Due (20 Jan)

**Note: SecDef Recommendations due to Commission: 16 May 05**
## Actions Pending/Complete

<table>
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<tr>
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<th>Phase One</th>
<th>Phase Two</th>
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<tr>
<td></td>
<td>CoCom</td>
<td>Com Brief</td>
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<tr>
<td>NORTHCOM</td>
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<td>STRATCOM</td>
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<td>PACOM</td>
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<tr>
<td>CENTCOM</td>
<td>13 Dec</td>
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- **Complete**
- **Scheduled**
- **Unscheduled**

* **** Cnx at request of ComSTRATCOM (previously briefed as J8)
BRAC Force Structure Plan (FSP)

- BRAC Statute requires the Department to develop a Force Structure Plan based on:
  - An assessment of the probable threats during the 20-year period beginning with FY05
  - Probable end-strength levels and major military force units needed to meet these threats
  - Anticipated levels of funding during this period

- All BRAC recommendations must be based on the FSP and Selection Criteria

- Department submitted FSP to Congress in Mar 04

- Update, if necessary, must be provided to Congress NLT March 15, 2004
Force Structure Plan Update Status

- Force Structure Plan is the foundation of all BRAC recommendations

- Significant flux/TBDs that may not be resolved in time for consideration within BRAC
  - Air Force Squadrons
  - Ballistic Missiles and Missile Fields

- Timing critical, otherwise BRAC must proceed without benefit of those decisions
Homeland Defense

- Criterion Two requires consideration of Homeland Defense

- Three Major elements
  - Homeland defense: defense against direct attacks to the United States, including in the air and maritime approaches
  - Civil Support: DoD support requested by lead federal agencies and approved by the Secretary of Defense
  - Enabling activities: DoD efforts to improve national and coalition capabilities for homeland security, to include sharing expertise, technology, and training

- Mission proponents
  - ASD (HD)
  - CMDR NORTHCOM/CMDR PACOM

- Approach –
  - Use existing documents to determine necessary infrastructure
    - DoD Strategy for Homeland Defense and Civil Support (Coordination Draft)
  - Consult with ASD(HD) and NORTHCOM & PACOM (through JCS J8)
Statutory Surge Requirements

■ Section 2822 of FY 04 NDAA
  • “assess the probable threats to national security and, as part of such assessment, determine the potential, prudent, surge requirements to meet those threats.”
  • The Secretary “shall use the surge requirements determination …. in the base realignment and closure process”

■ Section 2832 of FY05 NDAA
  • Modified the previously published BRAC selection criteria to add “surge” to criterion three
Satisfying the Statutory Requirements

- Determine surge “capabilities” needed to support the Force Structure Plan
- Assess capacity available to surge (Capacity Analysis)
- Value the capability to accommodate surge (Military Value Analysis)
- Assess surge during scenario analysis and retain difficult to reconstitute assets
- Verify consideration of surge
  - JCSGs & MilDeps will report on how they determined surge capabilities and captured surge in their candidate recommendation package
Conflict Review

- A transformational BRAC will provide options on the table that challenge some long-held assumptions

- Competing views centered on Military Value

- Infrastructure Executive Council (IEC) is central to conflict resolution process
Potential Conflicts

- Doctrinal – changing Service institutional approaches
- Force Structure – one entity empties; one fills
- Facilities – two entities vying for same asset
- Culture – changing longstanding beliefs
- Statutory – e.g., 50/50 Public-Private Depot workload
- Others – e.g., Service vs JCSG authority
Emerging Conflicts

■ Doctrinal: JCSG recommendations may optimize DoD at the expense of one Service
  • Candidate recommendations may
    ▪ Alter Service training doctrine
    ▪ Combine Service entities into a single DoD entity
    ▪ Make one Service the customer of another entity

■ Facilities: 2 candidate recommendations may compete for limited capacity
Process for Reviewing and Resolving Conflicts

■ IEC Chair considers conflict
  • IEC Executive Secretary frames issue
  • Relevant IEC members/JCSG Chairs meet to discuss
  • General counsel/BRAC Director documents decision in minutes or prepares options for full IEC meeting

■ IEC Chair presents:
  • Decision for IEC ratification; or
  • Options for discussion at full IEC meeting
Scenario Snapshot (as of 10 Dec)

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# Registered Closure Scenarios

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<th>Army</th>
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<th>Air Force</th>
<th>JCSG Potential Closures</th>
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<tbody>
<tr>
<td>Ft Hamilton</td>
<td>NS Pascagoula</td>
<td>Cannon AFB</td>
<td>Fort Gordon</td>
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<td>Charles Kelley Spt Ctr</td>
<td>NS Ingleside</td>
<td>Grand Forks AF</td>
<td>Fort Huachuca</td>
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<tr>
<td>Selfridge Army Activities</td>
<td>NS Everett</td>
<td>Ellsworth AFB</td>
<td>Blue Grass Army Depot</td>
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<td>Onizuka AFB</td>
<td>Tooele Army Depot</td>
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<tr>
<td>Newport Chem Depot</td>
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<tr>
<td>River Bank AAP</td>
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**NOTE 1:** Yellow locations represent JCSG/MilDep cooperative effort. Italics represent options, only one of which would be recommended.

**Note 2:** Significant number of realignments in addition to these closures.
Next Steps

■ Wedge Allocation Rules

- Base-lining of FY05 Budget (06?)
- Current Plan: Savings from Facilities and O&M lines will roll forward to add to the planned Wedge

■ Next IEC meetings

- January 2005 – April 2005 – 2 meeting each month
- May 2005 – 1 meeting