

## **BRAC 2005 Infrastructure Steering Group (ISG)**

### **Meeting Minutes of July 18, 2003**

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

The Chair opened the meeting and asked the Director of the OSD BRAC office to begin the briefing.

The OSD BRAC Director, using the attached slides, stated the briefing would cover three subjects:

- JCSG work to date
- Data collection methodology for JCSGs
- BRAC lessons learned

The ISG agreed that well thought out transformational options would help ensure a BRAC process that encourages the JCSGs and the Military Departments to “stretch” their analysis as broadly as possible. In response to a question about what organizations had submitted transformational options, the OSD BRAC Director stated that while a number of organizations had not submitted transformational options yet, he believed it was more important for organizations to take the time to develop good options than it was for them to meet a short suspense. The ISG agreed with his assessment.

The ISG Chair encouraged the ISG members who had not already done so to submit their nominations for the Intelligence JCSG as soon as possible in order to allow the Intelligence JCSG to form and begin its work.

The OSD BRAC Director stated that the JCSGs have been meeting regularly and were organizing for the tasks ahead of them. He also stated that the memoranda on capacity analysis signed by the ISG Chair on July 16<sup>th</sup> directs the JCSGs to design their capacity analysis and seek the ISG's approval of their approach.

A discussion on data collection followed and the ISG agreed to the following:

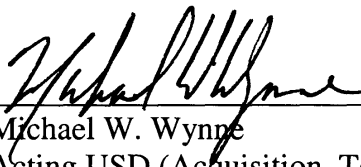
- Data collection tools used by the Military Departments must produce standardized output
- The Defense Agencies should meet with the Military Departments (via the BRAC Directors) to determine which Military Department tool will work best for their agency

- The Defense Agencies will reimburse the Military Departments for any resource burden associated with using the Military Department's tool
- The goal is to ensure that Defense Agencies are equally distributed among the Military Departments

The BRAC Director then briefed the ISG on lessons learned from prior BRAC rounds highlighting the role categorization and capacity played.

The meeting concluded with a brief discussion of the BRAC implications of the Global Posture/Global Basing review being conducted by the Secretary. The ISG agreed that there were benefits in conducting returns of forces within the BRAC process if operational requirements would not be precluded by the statutory BRAC timeline. Mr. DuBois and Mr. Grone stated that those issues are being addressed in the briefing being prepared for the Secretary.

Approved: \_\_\_\_\_



AUG 1 2003

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

Attachments:

1. List of Attendees
2. Briefing slides entitled "BRAC 2005 Issues" dated July 18, 2003

**Infrastructure Steering Group Meeting  
July 18, 2003**

**Attendees**

**Members:**

- Michael Wynne, Acting Under Secretary of Defense (AT&L), Chair
- Hon Mario Fiori, Assistant Secretary of the Army (Installations and Environment)
- Mr. Raymond DuBois, Deputy Under Secretary of Defense (Installations & Environment)
- General Nyland, Assistant Commandant of the Marine Corps

**Alternates:**

- Ms. Anne Davis, Deputy Assistant Secretary of the Navy (Infrastructure Analysis) for Hon H.T. Johnson, Assistant Secretary of the Navy (Installations and Environment)
- Mr. Mike Aimone, Deputy Assistant Secretary of the Air Force (Basing and Infrastructure Analysis) for Hon Nelson Gibbs, Assistant Secretary of the Air Force (Installations, Environment and Logistics)
- Lieutenant General James Cartwright, Director, Force Structure, Resources and Assessment, Joint Staff for General Peter Pace, Vice Chairman, Joint Chiefs of Staff
- Vice Admiral Charles Moore, Director Chief of Naval Operations for Logistics, for Admiral William Fallon, Vice Chief of Naval Operations

**Others:**

- Mr. Philip Grone, Principal Assistant Deputy Under Secretary of Defense (Installations & Environment)
- Dr. Craig College, Deputy Assistant Secretary of the Army (Infrastructure Analysis)
- Mr. Pete Potochney, Director, OSD BRAC
- Mrs. Nicole Bayert, Associate General Counsel, Environment and Installations, DoD
- CDR John Lathroum, Force Integration Branch Officer, Forces Division, J-8
- Mr. Andrew Porth, Assistant Director, OSD BRAC



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# BRAC 2005 Issues

Briefing to the  
Infrastructure Steering Group

July 18, 2003



# Purpose

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- JCSG update
- Approve data collection methodology for JCSGs
- Discuss BRAC lessons learned



# JCSG Update

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- Transformational Options (Analytical Frameworks)
  - Input received from Education & Training, Headquarters & Support, and Supply & Storage
- Intelligence
  - Waiting on nomination of members
- All groups refining their organization
  - Education and Training: 4 Subgroups
  - Headquarters and Support: 2 Subgroups
  - Industrial: 3 Subgroups
  - Medical: 5 Subgroups
  - Technical: 5 Subgroups
  - Supply and Storage: 4 Subgroups
- ISG guidance to JCSG Chairs provides direction to:
  - Develop approach to conducting capacity analysis
  - Brief the ISG in late August for approval of their approach



# Data Collection Methodology for JCSGs

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- Military Departments and JCSGs need certified data to conduct their analysis
- JCSGs need data from multiple sources (MilDeps and 15 Defense Agencies)
- Multiple data sources present two key issues:
  - Standardizing data format
  - Controlling data collection by 15 disparate Defense Agencies



# Standardized Data Format

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- Each MilDep in varying stages of developing independent data collection tools
  - No similar effort by Defense Agencies
- ISG must act now to ensure that the tools developed by the MilDeps will produce a consistent, standardized output
  - Ability to migrate data back and forth from common or consistent source
  - Ability to transfer data to JCSGs in single format

**Direct BRAC DASs to ensure tools provide consistent, standardized output for JCSGs**





# Collecting Defense Agency Data

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## ■ Who should collect it?

- Defense Agencies must collect & certify their own data
  - ❑ JCSGs do not have the infrastructure or resources to directly collect data
  - ❑ Unrealistic to expect MilDeps to reach into Defense Agencies and extract data

## ■ What tools could they use?

- Hard copy questionnaire
- Off-the-shelf electronic software
- On their own to create specialized software
- MilDep tools

**First three tools make consistent, standardized output to the JCSGs exponentially difficult**



# Options for Using MilDep Tools

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1. Defense Agencies choose a MilDep tool
  - MilDeps provide technical support on a reimbursable basis
2. ISG assigns Defense Agencies to MilDeps
  - MilDeps provide technical support on a reimbursable basis

## Recommendation – Option 2

**DAS's work with Defense Agencies to assign appropriate MilDep tool**

***Goal is equal distribution***



# Lessons Learned

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- MilDep BRAC 95 Process Summary
- BRAC 95 Commission Results
- GAO Findings on BRAC 95 Processes
- How BRAC 2005 is different



# BRAC 1995 Selection Criteria

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## Military Value

1. The current and future mission requirements and the impact on operational readiness of the Department of Defense's total force.
2. The availability and condition of land, facilities and associated airspace at both the existing and potential receiving locations.
3. The ability to accommodate contingency, mobilization, and future total force requirements at both existing and potential receiving locations.
4. The cost and manpower implications.

## Return on Investment

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.

## Impacts

6. The economic impact on communities.
7. The ability of both the existing and potential receiving communities' infrastructure to support forces, missions and personnel.
8. The environmental impact.



# Army BRAC 95 Approach

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- Organization: Working Group → Vice Chief/UndSec → CSA/SecArmy
- Categorized and rank-ordered bases according to military value (selection criteria 1 – 4) using weighted attributes
- Adjusted the rank order of bases IAW the Army Stationing Strategy's imperatives, e.g., maintain port capacity only if not available through commercial sources
- Developed scenarios closing or realigning the lower ranking bases, and evaluated alternatives using selection criteria 5 – 8
- Selected alternatives and finalized recommendations based on value and affordability



# Army Transformational Examples

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- Consolidated and reengineered several Science & Technology Labs into the Army Research Laboratory
- Privatized/outsourced port operations, closing two military ocean terminals
- Implemented a new concept for ammunition storage, eliminating two major storage sites and realigning a third
- Consolidated the Engineer, Military Police, and Chemical Schools creating a Maneuver Support Center
- Reengineered the medical delivery system, in coordination with the Medical JCSG, closing one medical center and realigning two hospitals



# DoN BRAC 95 Approach

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- Organization: Working Group → Executive Committee → CMC/CNO/SecNav
- Determined excess capacity within installation categories
  - No excess, no further analysis
- Designed, weighted attributes for criteria 1-4; also included some attributes otherwise associated with criteria 7 and 8 – expansion, environmental, and encroachment issues, etc.
  - Using these attributes, scored installation military value in each category
- Combined capacity data with military value ranking to develop scenarios
  - These computer generated solutions satisfied capacity requirements while maintaining equivalent or greater average military value of the retained installations.
  - Scenarios constrained by operational or policy considerations and military judgment.
- Applied remaining criteria (5-8) to each scenario
  - Used COBRA to cost (criterion 5) and remaining criteria (6-8) to consider impacts
- Finalized recommendations



# DoN Transformational Examples

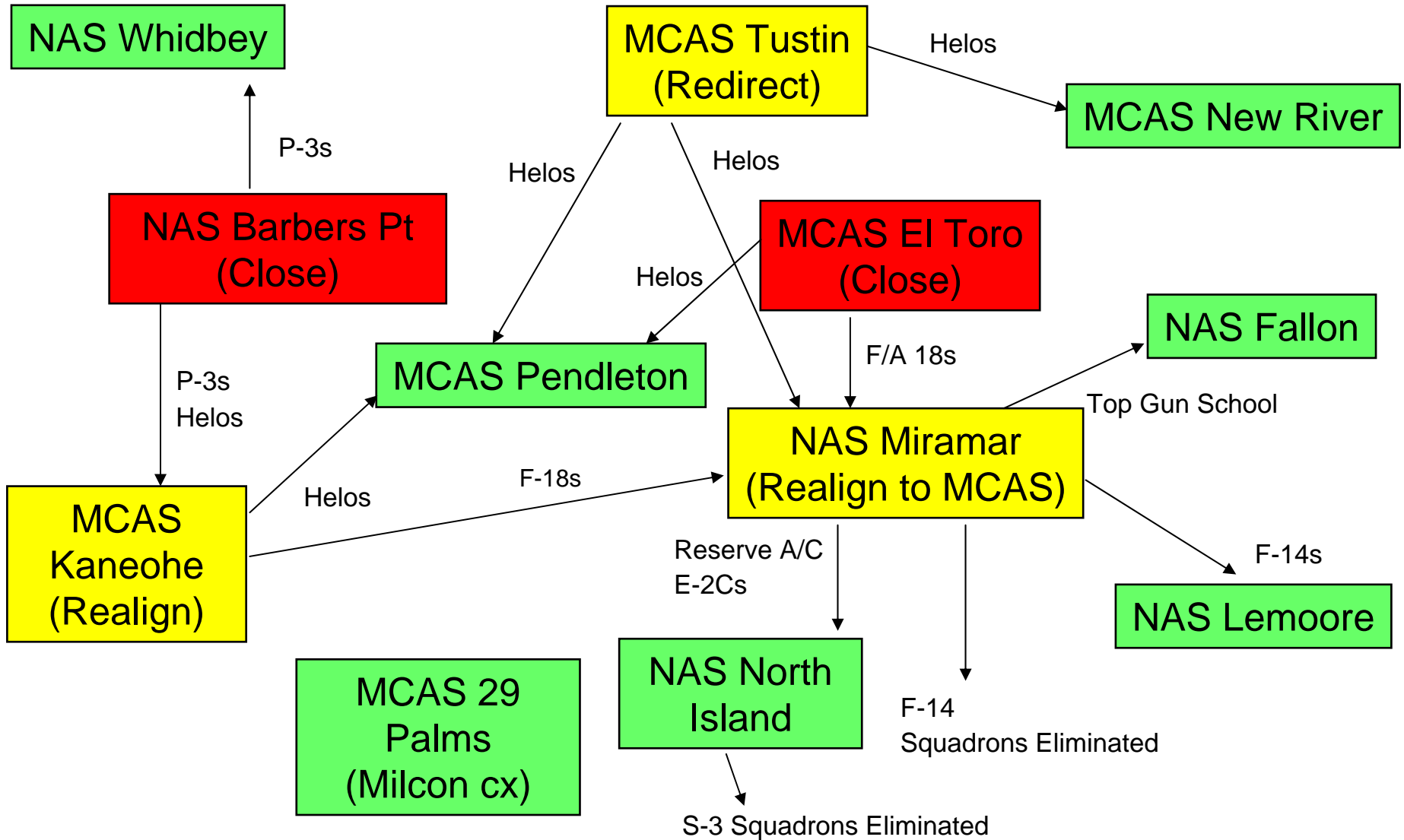
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- Consolidated technical activities to emphasize full spectrum, total life cycle and total systems responsibilities
- Removed depot maintenance workload from technical activities to more fully utilize depot activities in major fleet concentrations
- Consolidated Navy recruit training to single site “Center of Excellence”
  - E.g.; consolidated 3 boot camps to one site
- Relocated administrative activities from leased space and consolidated those activities in government-owned space
- Restructured Navy & USMC aviation assets
  - Realigned to better support operational requirements; including joint basing of like airframes





# BRAC 93 DoN Reshaping Example (Air Stations West)





# AF BRAC 95 Approach

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- Organization: Working Group → Executive Group → CSAF/SecAF
- Assigned attributes to each criterion and used those attributes for capacity and military value then determined capacity by category
- Calculated numeric grades for criteria 1-3 and 7-8 for each installation, then converted numeric grades into color codes (red, yellow and green)
- Used COBRA for criteria 4 and 5 to cost the closure of every base (sending assets to base X)
- Applied criterion 6 to note economic impact
- Used military judgment (Base Closure Executive Group voted by closed ballot) to group bases into tier 1, 2, or 3 using the results of the above to inform their vote
  - The GAO could not replicate this crosswalk, generating criticism
- Arrayed scenarios for tier 3 bases, sometimes including higher tier bases in these scenarios if necessary to accommodate the capacity requirements of the scenario
- Finalized recommendations



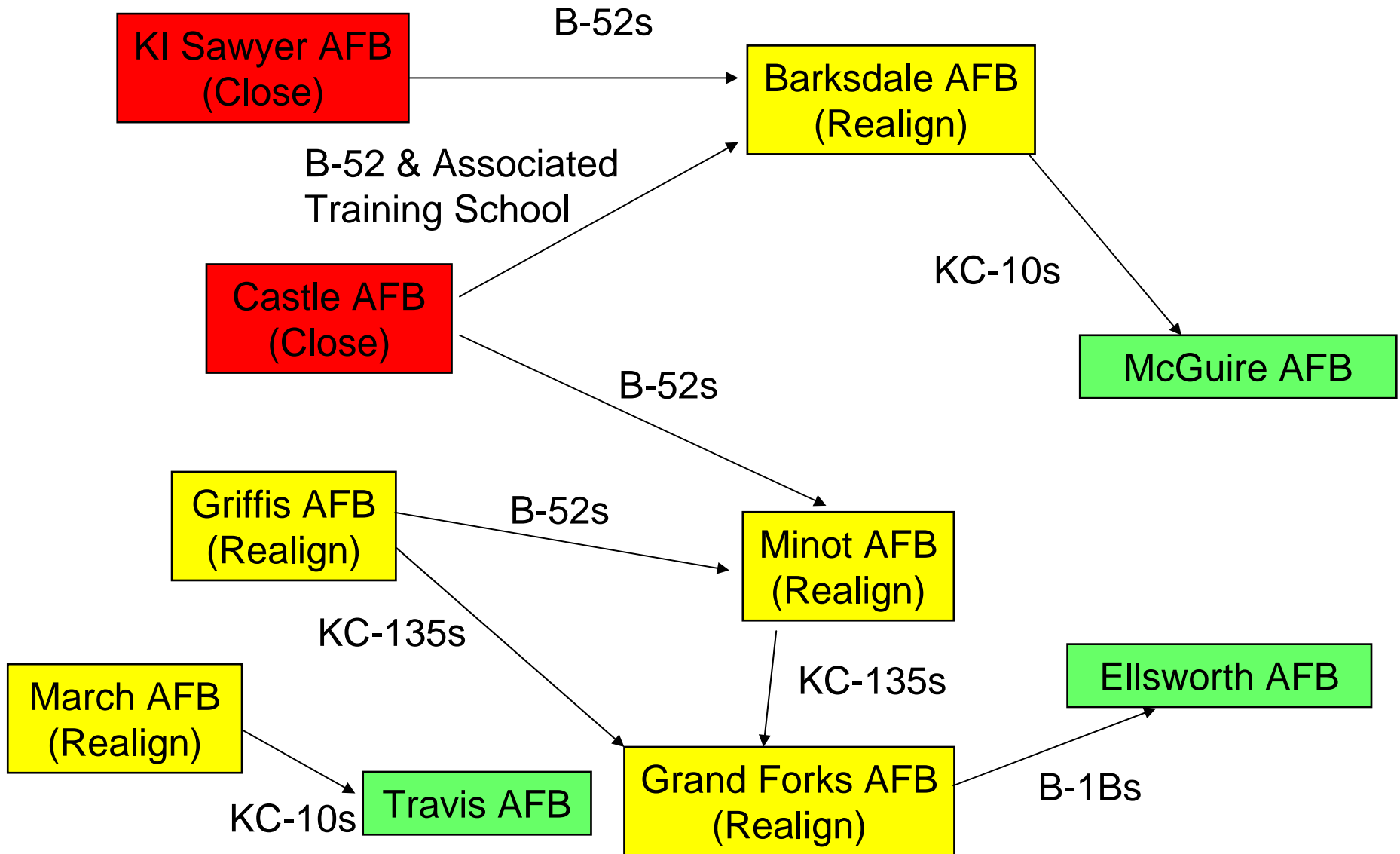
# Air Force Transformational Examples

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- Restructured bomber and tanker beddowns to fewer locations
  
- Consolidated mobility operations into two major mobility bases
  - One on the west coast—Travis
  - One on east coast—Plattsburg—changed by Commission to McGuire



# BRAC 93 Air Force Reshaping Example





# BRAC 95 Commission Results\*

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- Accepted 38 of 45 Army recommendations (84%)
- Accepted 43 of 48 Navy recommendations (90%)
- Accepted 17 of 26 Air Force recommendations (65%)
- Added 36 bases for review; closed or realigned 9

\*Includes redirects



# GAO on MilDep BRAC 95 Processes

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## ■ Army

- Process well documented
- Implementation costs limited size of Army BRAC list
- Questions about accuracy of depot data

## ■ Navy

- Generally, sound and well documented
- Eliminated excess capacity while improving military value

## ■ Air Force

- Certain aspects of process were subjective and not well documented
  - ❑ Executive group subjectively weighted criteria
  - ❑ Limited auditors' (both GAO and AF) access to documentation
- Implementation costs played a major role in decision making



# GAO on JCSG BRAC 95 Process

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- Timing of JCSG process limited effectiveness
  - JCSGs process should have started earlier
  
- Relying on achieving Service consensus limited success
  - Missed opportunity to consolidate depot work through joint depot or consolidating work through interservicing
  
- Narrow approach of some JCSGs made recommendations too small to be cost effective



# How BRAC 2005 Incorporated Lessons Learned

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- Senior leadership fully engaged
  - IEC/ISG structure—clear and streamlined chain of command
- Transformational options/analytical frameworks sought from within DoD and outside of DoD
- JCSGs empowered
  - SECDEF mandate to assess common, business-oriented support functions
  - JCSG members senior officials from OSD, Joint Staff and Services
  - Disputes can be raised to ISG
  - JCSG recommendations to ISG, not alternatives presented to MilDeps
  - Start process same time as services
- Central BRAC implementation funding established
- More comprehensive—broader cross-service focus
- Transformation vice capacity reduction focus





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## ■ Recap

- Directed BRAC DASs to ensure data tools provide consistent, standardized output
- Directed BRAC DASs to work with Defense Agencies to assign appropriate MilDep tools to each agency

## ■ Next Steps/Work in Progress

- JCSG presentations
- Industrial issues
- Force structure plan development
- Overseas basing
- Draft selection criteria for publication
- BRAC funding allocation rules