

**BRAC 2005**  
**Administration Joint Cross-Service Group**

**Meeting Minutes of March 19, 2003**

The Deputy Under Secretary of the Army (DUSA) chaired this meeting. The list of attendees is attached.

The Chairman opened the first meeting of the Administration Joint Cross-Service Group (JCSG) with introductions. Members were then asked to sign nondisclosure statements, if they had not done so previously. The members were also provided a document (attached) describing the need to protect BRAC information and provided samples of a nondisclosure statement, cover sheet, and headers/footers to include on BRAC documents.

The Chairman then briefed the group (slides attached) on the taskings originating from both the Secretary of Defense's November 15, 2002, "kickoff" memorandum and the Under Secretary of Defense (Acquisition, Technology and Logistics) memorandum establishing the Administration JCSG. It was noted that the previous BRAC round did not provide for a similar JCSG, therefore, this group does not have a precise "template" to emulate.

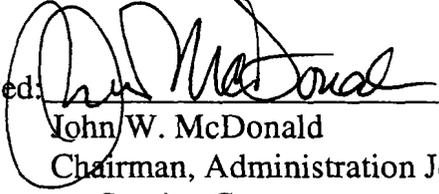
The Chairman then led discussion on ideas for generating a list of functions, providing his own insight on slide 5 and 6, a draft approach for conducting analysis, and a notional framework for organizing functions. Discussion arose regarding the implication of A-76 studies and how ongoing business initiatives could impact the functions that may fall within this JCSG oversight. The Chairman asked the group members to review these ideas and provide him additions and/or variations to those described in the briefing by March 21, 2003.

Discussion ensued regarding notional metrics. The Chairman provided his understanding of potential metrics for the JCSG (slide 9). The group determined that the proposed metrics were more suited to addressing the Secretary's BRAC kickoff memo tasking to provide analytical frameworks for joint analysis. The group agreed that as functions that will be proposed for analysis are more defined, numerical measurements for each function will be required to address the kickoff memorandum tasking. As such, the Chairman then asked the members to identify existing metrics from available sources for the proposed functions that he asked for previously.

The Chairman then discussed his proposed timeline for completing the tasks directed in the USD(AT&L) memorandum establishing the Administration JCSG.

General discussion of the Chairman's presentation ensued. The Joint Staff representative provided a briefing (attached) to the group on his perspective of the overall BRAC process keying on the JCSG/Service interaction. Although the group generally agreed with the principles in the Joint Staff presentation, the consensus was that the Chairman's presentation was more closely aligned with the Secretary's November 15, 2002, kickoff memo. In determining the functions that the Administration JCSG should consider, the Navy representative presented a slide (attached) that its Service is using as a model for relating functions to categories of real property. He offered it as a template for helping to define functions for the Administration JCSG.

The Chairman closed the meeting by reminding members to submit input to the functions and metrics to him by Friday, March 21, 2003.

Approved:   
John W. McDonald  
Chairman, Administration Joint Cross-  
Service Group

Attachments:

1. List of Attendees
2. Preserving the Integrity of the BRAC 2005 Process
3. Briefing slides entitled "Joint Cross Service Group - Administration," dated March 19, 2003.
4. Briefing slides entitled "BRAC 2005: Administration JCSG Process Proposal"
5. Navy slide

**Administration JCSG Meeting  
March 19, 2003**

**Attendees**

**Members:**

- Mr. John McDonald, Deputy Under Secretary of the Army, Chair
- RADM Chris Weaver, Commandant, Naval District Washington
- Mr. William Davidson, Administrative Assistant to the Secretary of the Air Force
- Col Scott West, Division Chief, Forces Division, J-8

**Alternates:**

- Mr. Philip Grone, Principal Assistant Deputy Under Secretary of Defense (Installation & Environment) for Mr. Ray DuBois, Deputy Under Secretary of Defense (Installation & Environment)

**Others:**

- Col Larry Brom, Senior Military Assistant to the Deputy Under Secretary of the Army
- Mrs. Nicole Bayert, Associate General Counsel, Environment and Installations, DoD
- Mr. Mike McAndrew, Deputy Director, Housing (ODUSD(I&E))
- Lt Col Bernard Hyland, Office of the Deputy Assistant Secretary of the Army (Infrastructure Analysis)

## Preserving the Integrity of the BRAC 2005 process

The BRAC process is an official, sensitive and deliberative process. All participants must take their duties to conduct the BRAC process in an objective and impartial manner seriously. Any unauthorized disclosure of BRAC information undermines the trust that the public and all levels of government place in the process. Therefore, each Joint Cross Service Group (JCSG) must ensure that each member of the group sign a nondisclosure agreement (attachment 1) and protect information in a manner consistent with the attached samples.

Attachment 1—Nondisclosure agreement. Each member of the JCSG or any other individuals that support the JCSG must sign the nondisclosure agreement. Each of the Chairs must provide the signed nondisclosure agreements to the OSD BRAC office.

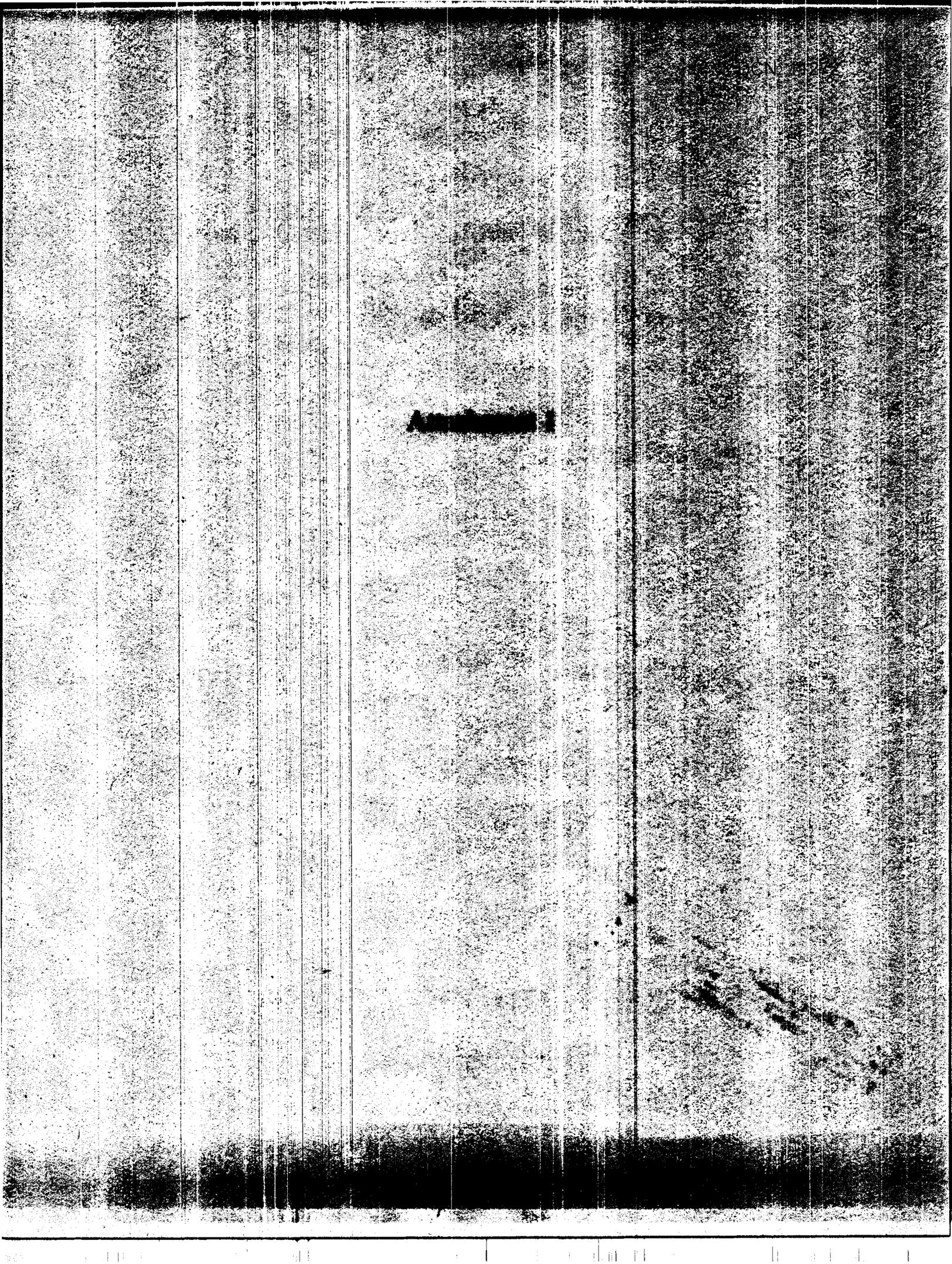
Attachment 2—Sample cover sheet. A cover sheet similar to the attached sample must be used to protect all BRAC information. The cover sheet can be altered with appropriate office symbols and contact information, but the precautionary words must be retained.

Attachment 3—Sample document with sensitive labels. Every document produced by the JCSG must have in either the header or footer the phrase either “**Draft** Deliberative Document—For Discussion Purposes Only. Do Not Release Under FOIA” or “Deliberative Document—For Discussion Purposes Only. Do Not Release Under FOIA”

More detailed guidance on an internal control plan will be forthcoming.

To obtain, electronic copies of these attachments please email one of the following individuals:





# Nondisclosure Agreement

My duties include work assignments and responsibilities in which I may acquire personal knowledge of or access to information concerning the development of recommendations relating to potential closure or realignment of military installations in the Base Realignment and Closure (BRAC) 2005 process. I understand and agree that it is my duty and obligation to comply with the provisions of this agreement respecting such information, and that my violation of this agreement may result in disciplinary action.

1. I understand that the development of any BRAC 2005 information, written or oral, pursuant to the Defense Base Closure and Realignment Act of 1990, as amended, is an official, sensitive, and deliberative process. "Written" information includes all electronic and hard copy forms of communication. I further understand that the development of such information is not limited to final documents or products, but also includes all draft and feeder documents, briefings and notes, as well as any other related oral or written communication.
2. The public and all levels of federal, state, and local government have a right to expect and trust that the BRAC 2005 process will be conducted objectively and impartially. Any unauthorized disclosure of BRAC information undermines that expectation and trust and is therefore prohibited. Unauthorized disclosures may also constitute a violation of law and DoD or Military Department directives, regulations, instructions, policies, or guidance. I promise not to disclose any BRAC information, except as specifically authorized.
3. I further understand that any document or any other written communication, whether draft or final, is the official property and record of the Department of Defense and shall be retained, disseminated, released, and destroyed in accordance with requirements of law and applicable DoD or Military Department directives, regulations, instructions, policies or guidance.
4. I understand that the provision of this agreement bind me personally until the Secretary of Defense transmits BRAC recommendations to the Commission and Congress even if I am reassigned to other duties or stations, retire, or otherwise cease employment or any contract, agency, or other relationship or association with the Department of Defense.

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Signature

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Date

[REDACTED]

# CLOSE HOLD

Material contained herein is sensitive. Release of data or analysis pertaining to evaluation of military bases for closure or realignment is restricted until the Secretary of Defense forwards recommendations to the Defense Base Closure and Realignment Commission in May 2005. All individuals handling this information should take steps to protect the material herein from disclosure.

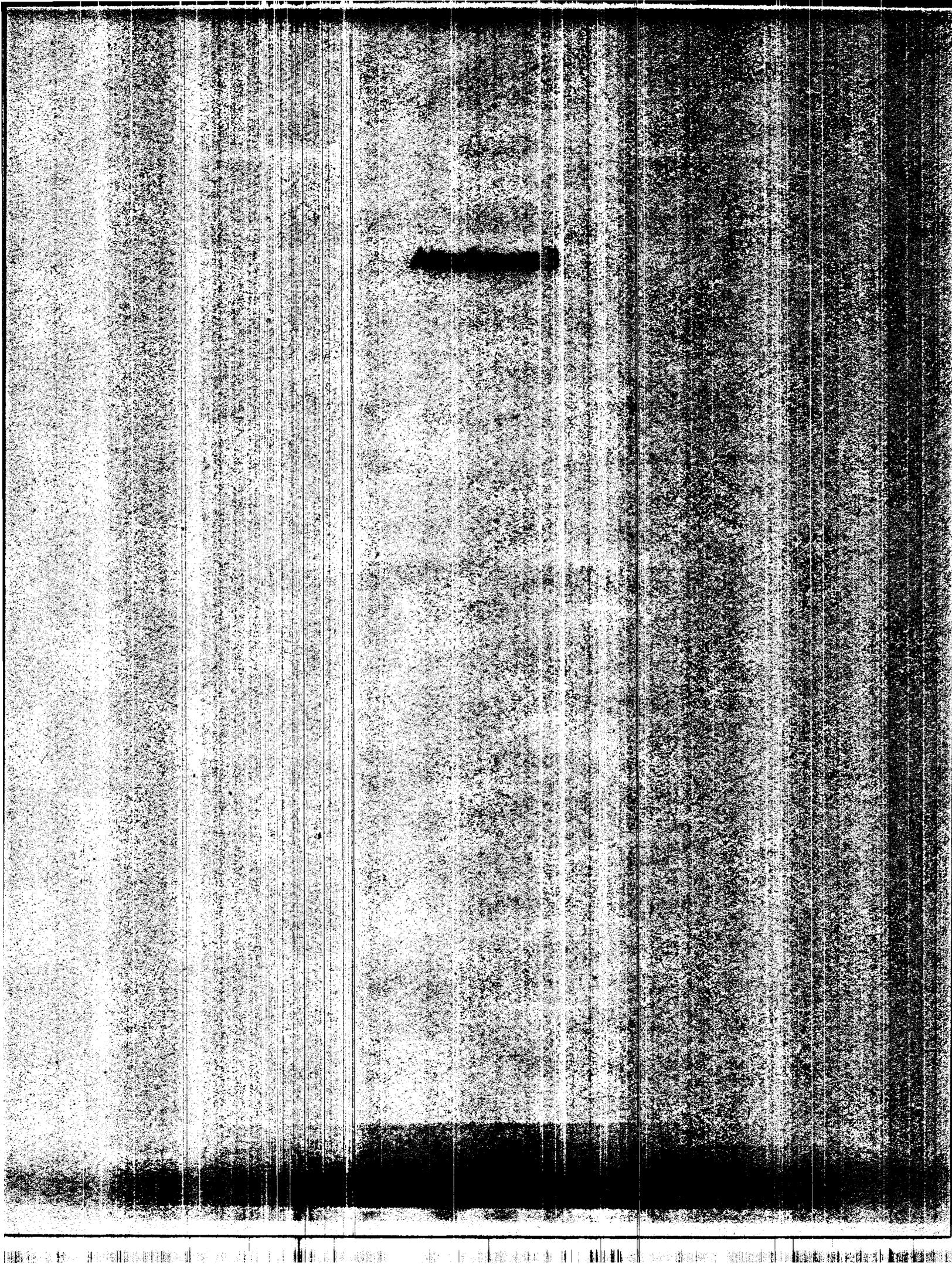
**Deliberative Document – For Discussion Purposes Only  
Do Not Release Under FOIA**



**Office of the Deputy Under Secretary of Defense  
(Installations and Environment)**

**Room 3D814  
(703) 614-5356**

# CLOSE HOLD



Use these labels for all documents—briefing slides, read a heads, talking points, issue papers, memoranda, etc.

Remove “Draft” designation for final/approved products.

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# **Joint Cross Service Group – Administration**

## **Introduction**

March 19, 2003

# Purpose

- Meet members of the JCSG – Administration
- Introduce the mission of the JCSG and begin thinking about the tasks
- Solicit input for preparation of the initial JCSG report due March 31, 2003

## Joint Cross Service Group – Administration

Analytical group under the BRAC Infrastructure Steering Group (ISG)

- Chartered in SD memorandum subject: *Transformation through Base Realignment and Closure*, November 15, 2002 to address “... common business oriented functions...”
- Established in USD(AT&L) memorandum subject: *Establishment of the Administration Joint Cross Service Group*, March 15, 2003
- Designated membership by name

Requires “... broad, comprehensive look at DoD requirements for their function(s).”

- “Administration” less clearly defined than other five categories
- Initial thinking included ---
  - Location of headquarters and command and control functions
  - Location of operational support functions
  - Armories (if National Guard included in JCSG)
  - National Capitol Region (who and where)
- **Outcome:** recommendations for realignments and/or closures of bases/facilities within defined, and approved, functional domains based on Joint assessments of collective requirements

# **Joint Cross Service Group – Administration Critical Immediate Milestones**

**March 31, 2002**

- Written report to ISG, including the following factors ---
  - Specific functions to receive cross service analysis
  - Organizational structure for analysis
  - Leadership of any subordinate groups within the organizational structure
  - General description of approach
  - Notional metrics

**April 4, 2003**

- ISG review of the report

**April 15, 2003**

- Report to SD

# Joint Cross Service Group – Administration

## Scope of Administration

Assumption: the analysis includes assessment and consideration of DoD and service functions that have existing or potential cross service or joint aspects

<b>Specific functions</b>	
Command and control and other headquarters activities	Contract management and audit
Manpower management, including military and civilian, recruiting, ROTC	Inspector general, audit
Finance and accounting	Legal services
Family and troop support, including MWR, exchanges, commissaries	Criminal investigation
Protocol and ceremonial	Corrections
Public affairs	Reserve and Guard centers -
Historical	Communications and information technology
Real property management <i>(family Supp)</i>	Physical security/protective services
Religious services	<i>Functions not in other 5 JCSGs??</i>

## **Joint Cross Service Group – Administration Scope of Administration**

Alternatives to discrete functional approach ---

- Geographic clusters of headquarters across multiple functions?
  - National Capitol region
  - Tidewater area
  - San Antonio
  - Southern California
  - Others?
- Functional clusters?
  - Joint command and control: combatant commands and their components
  - Compliance: inspector general, audit, criminal investigation
  - Personnel: manpower/records management, recruiting, finance and accounting
  - Others?
- Combination of geographic, functional clusters and functional?

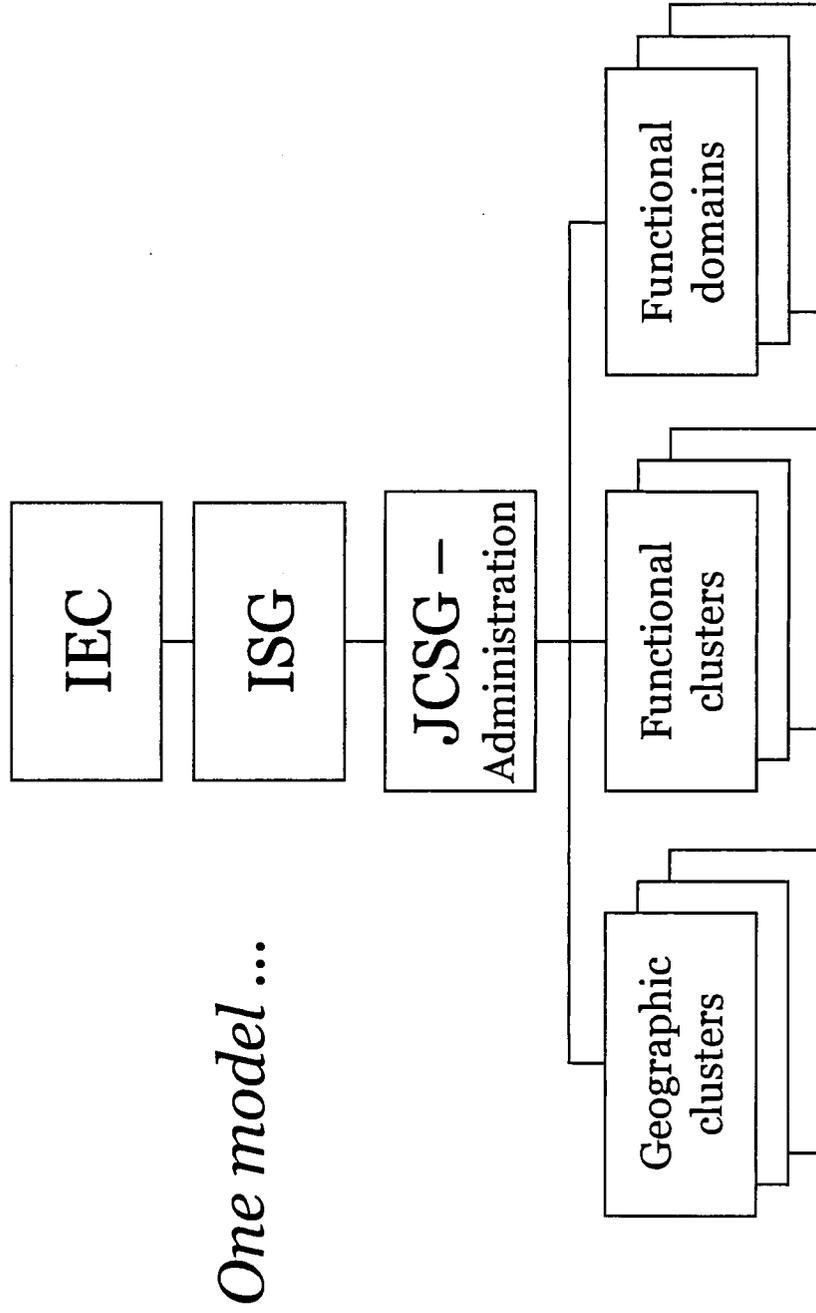
# Joint Cross Service Group – Administration

## Approach to Analysis

- Define assumptions
- Identify potential functions/sub-functions in Administration
- Develop and apply criteria for determining what functions/sub-functions the JSCSG will address
- Identify “principles” for realignment of functions
- Refine “military value” as it applies to Administration
  - Develop detailed criteria for evaluation of Administration functions
- Collect data on functions and related manpower, bases, installations, facilities
- Develop options for realignment of functions
  - Determine impacts on performance of functions, service and joint
  - Determine impacts on functional processes, service and joint
  - Determine impacts on bases, installations, and facilities, service and joint
- Conduct manpower and costs analyses of options
- Compare costs, benefits and intangibles of options
- Recommend realignments

Near term,  
need to refine

# Joint Cross Service Group – Administration Organization of JCSCG Administration Analytic Effort



## **Joint Cross Service Group – Administration Notional Metrics**

For example, better is ---

- Moving headquarters and functions outside of the NCR
- Decreasing geographic separation between combatant command and service component headquarters (*caution re: dispersion*)
- Moving from commercial, leased facilities to secure, Government-owned facilities
- Co-locating functional service headquarters with related joint headquarters or activities
- Reducing headquarters overhead costs
- Divesting functions
- Closing bases and installations wherever possible

# Joint Cross Service Group – Administration

## Next Steps

- Define functions ASAP (*need input from each member*) S: 3/21
- Develop sorting criteria, accept/reject functions S: 3/21
- Refine functions JCSCG will analyze (*meet Monday March 24*) S: 3/24
- Organize analytic efforts S: 3/24
- Assign responsibility/leadership (*assign names*) S: 3/24-25
- Agree on general approach S: 3/26
- Develop/agree on notional metrics S: 3/26

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***BRAC 2005:***  
**Administration JCSCG Process**  
**Proposal**

**COL Scott West**  
**Forces Division, J-8**

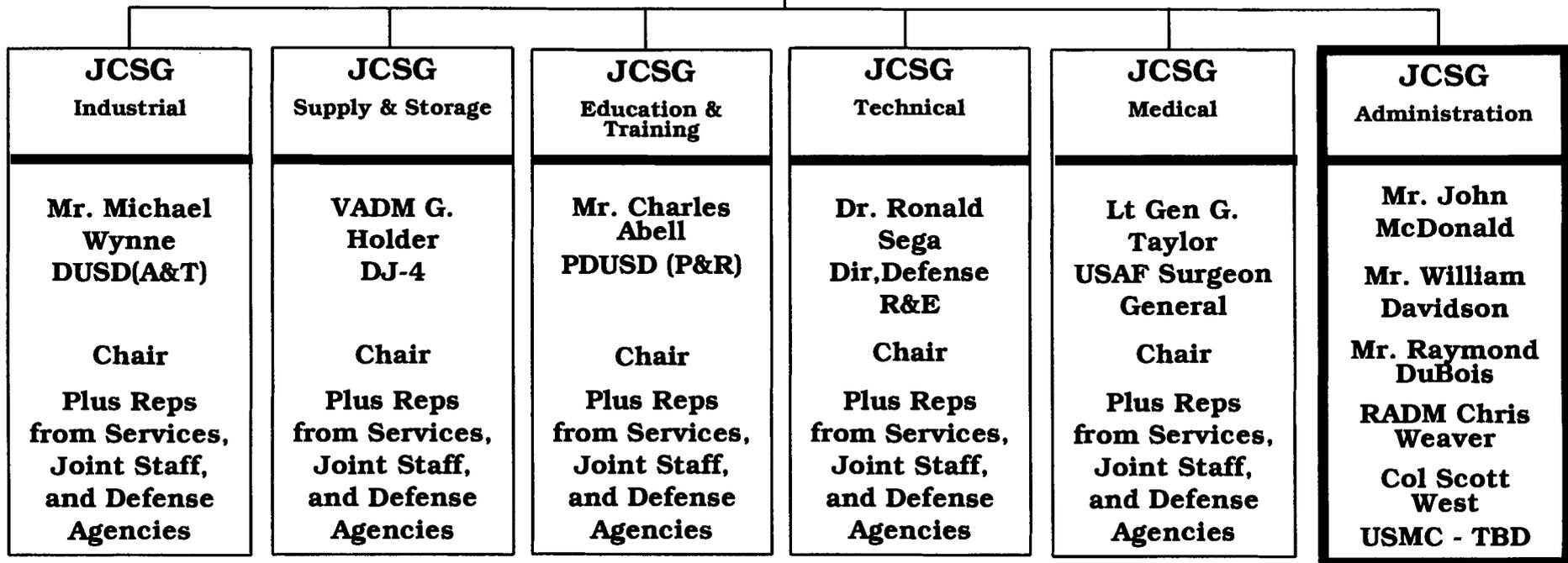
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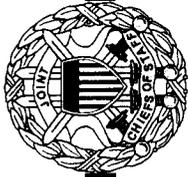
# BRAC 2005 JCSG Organization

## Infrastructure Steering Group (ISG)



### JCSG Tasks:

- *Direct and oversee analysis of cross-service functions within group*
- *Communicate regularly with Military Departments.*
- *Provide progress reports to the ISG*
- *Make recommendations to the ISG*



## **JCSGs 31 Mar 03 Deliverable**

***In coordination with the OSD and Service BRAC Directors, each JCSG will submit to the ISG:***

- Recommended functions to receive joint cross-service analysis***
- Organization structure to conduct analysis***
- Leadership of any subordinate groups within the JCSG***
- General description of approach and notional metrics for analysis***



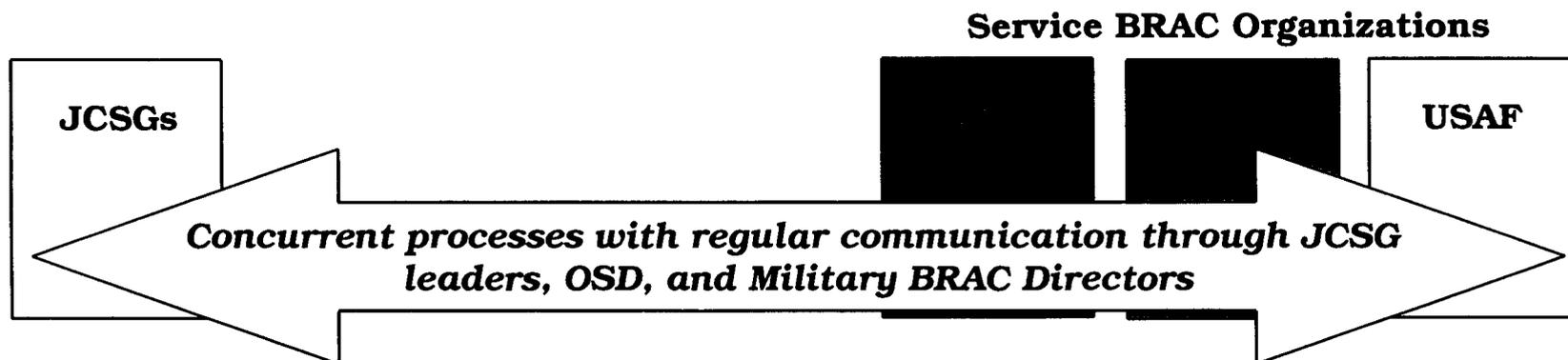
# Methodology

## Notional Optimization Metrics:

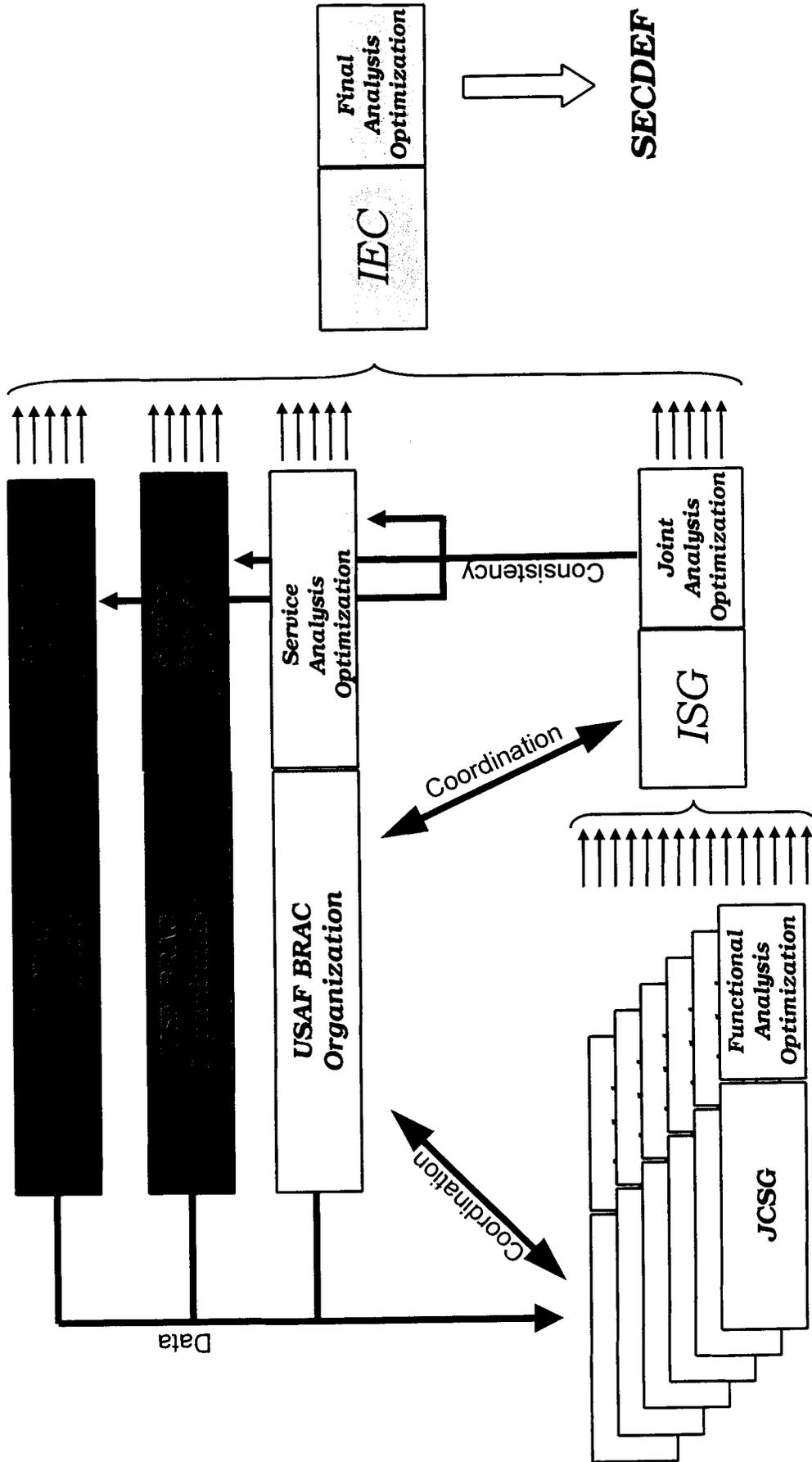
- 1. Efficiency**
- 2. Deployability**
- 3. Readiness**



*Consistent variables, tailored to the level of analysis within the overall process*

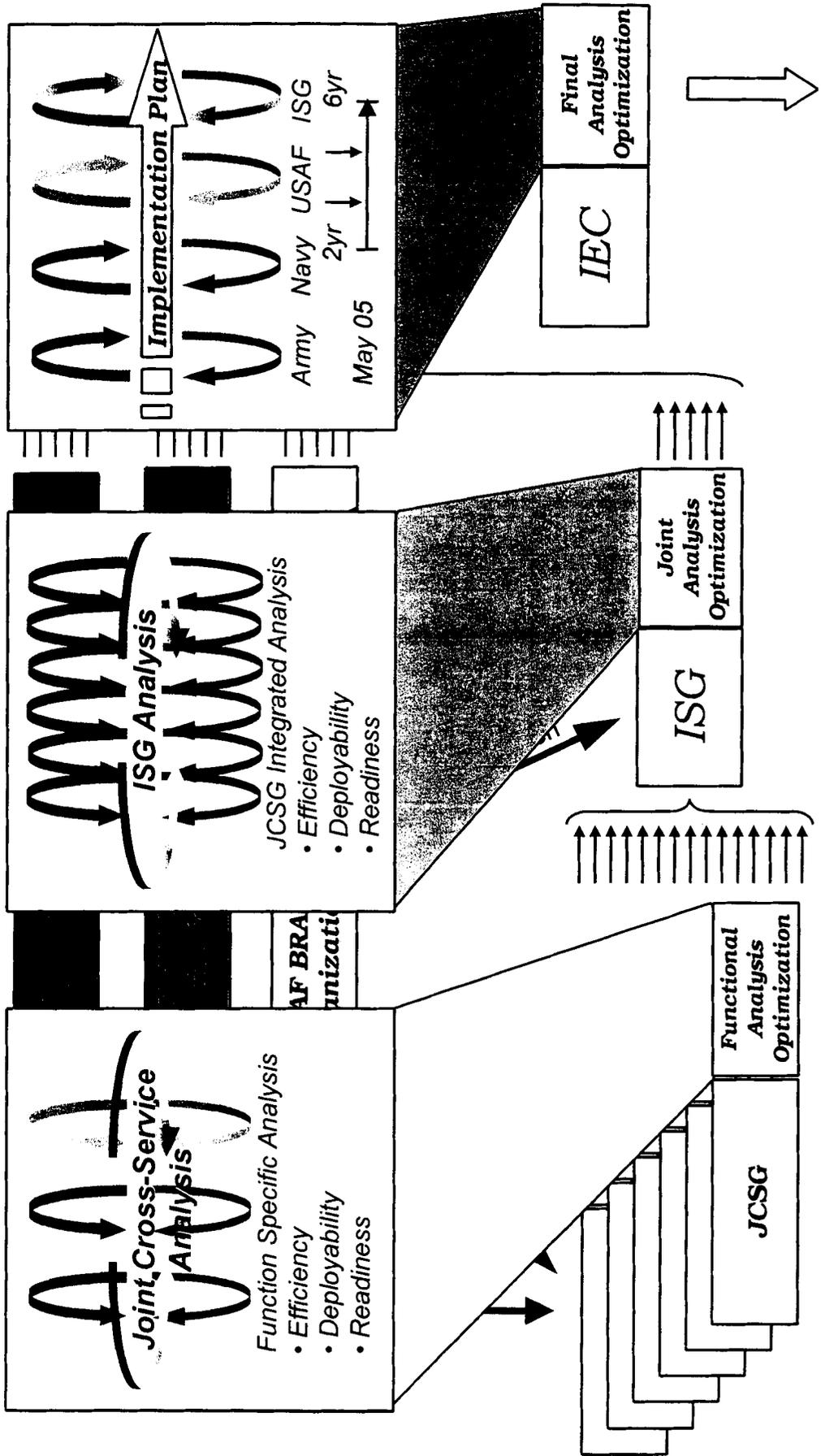


# Methodology



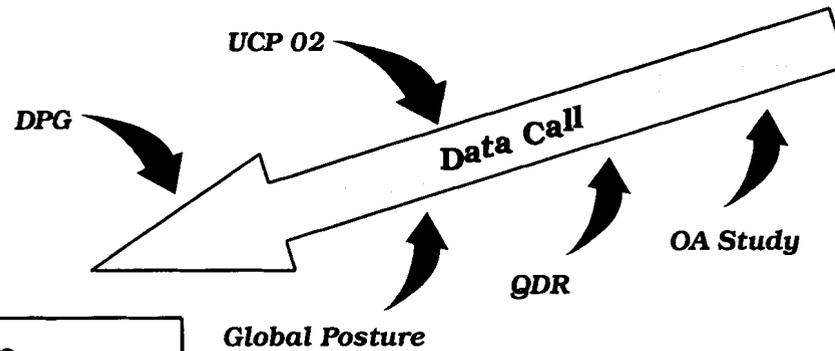
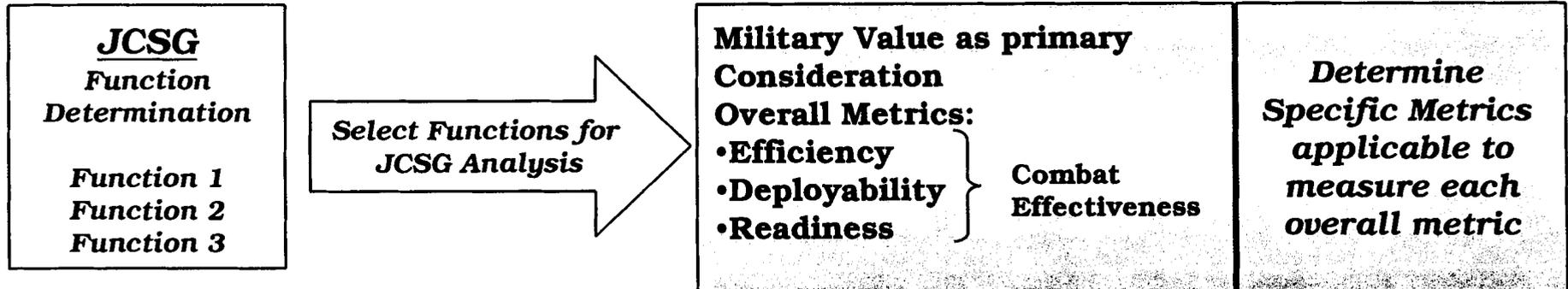


# Methodology





# JCSG Methodology



Multi-Optimization Analyses			
Max	$\sum_{\text{sites}}$	$\sum_{\text{Functions}}$	Efficiency
Max	$\sum_{\text{sites}}$	$\sum_{\text{Functions}}$	Deployability
Max	$\sum_{\text{sites}}$	$\sum_{\text{Functions}}$	Readiness

	Function a	Function b	Function c	Function d
Efficiency	●	●	●	●
Deployability	●	●	○	●
Readiness	●	●	○	●





## **Assumptions**

- ***Service and Joint teams will share raw data and analysis results***
- ***JCSGs' analysis and methodology will proceed concurrently with Service BRAC Organizations analysis***



# *Guidance and Inputs*

- ***NMS***
- ***QDR***
- ***DPG***
- ***UCP 02***
- ***Operational Availability Study***
- ***Changing US Global Defense Posture –OSD(P) and J-5***
- ***Overseas Basing Requirements Study –J4 Lead***
- ***Training Transformation***

# Operating Forces Support

# Community Support

# Base Support

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Operating Forces Support			Community Support		Base Support				
Air Operations	Port Operations	Operations Support	Personnel Support	Housing	Facility Support	Environmental	Public Safety	Command & Staff	
<b>Airfield Operations</b> Airfield Logistics Air Traffic Control Aviation Fuel Support Ground Electronics T-Line/Airfield Facilities  Aviation Support Auxiliary Airfield Support Cargo Handling Passenger Terminal Ops	<b>Port Services</b> Berthing & Hotel Services Port Logistics Port Operations Center Tugs & Craft  Other Port Ops Magnetic Silencing Sea Air Rescue Spill Response	<b>Other Ops Support</b> Weapons Range Support HealthCare Support  <b>Supply</b> Supply Management Procurement POL Mgmt Inventory Mgt Warehousing Postal Ops	<b>MWR</b> Cat A Activities Cat B Activities Cat C Activities  Child Development Child Development Centers Child Development Homes Resource/Referral School Age Care  <b>Galley</b> Food Service Contracts Galley Operations  Fleet and Family Support Deployment/Readiness Crisis Response Career Support/Retention	<b>Family Housing</b> Management Services Furnishings PPV Miscellaneous Utilities Maintenance Leasing Intra-station moves (non-FH,N)  <b>Bachelor Quarters Ops</b> Contract Berthing Permanent Party PPV Student Transient  <b>Other Community Support</b> Overseas Personnel Support Ceremonial Guard/Funeral Honors Museums	<b>Utilities</b> Chiller Plant Electrical Gas Other Sewage Steam Water  <b>Facility Management</b> Mgmt & Admin Installation Plans and Engineering Collateral Equip Real Estate  <b>SRM</b> Sustainment Restoration & Modernization New Footprint Demolition Combating Terrorism	<b>Facility Services</b> Janitorial Pest Control Refuse Collection/Recycling Other Grounds Maint Street Sweeping & Snow Removal  <b>Base Support Vehicle &amp; Equip</b> Mgmt & Admin Railroads Cranes Vehicles GSE/MHE Construction Other	<b>Compliance</b> Mgmt & Planning Recurring Activity Support Non-recurring Activity Support  <b>Conservation</b> Recurring Activity Support Non-recurring Activity Support  <b>Pollution Prevention</b> Recurring Activity Support Non-recurring Activity Support	<b>Force Protection</b> Law Enforcement Physical Security Equipment Physical Security Mgmt/Planning Anti-Terrorism FP Harbor Security Craft Security Guard Ops  <b>Federal Fire</b> EMS Response Fire Protection Mgmt & Admin Fire Protection/HAZMAT Crash & Rescue  <b>Disaster Prep</b> Disaster Preparedness  <b>Safety</b> NAVOSH Explosive Safety Traffic Safety Recreational/Off-Duty Safety	<b>Command</b> Command Admin Religious Prog G&A Legal Public Affairs  <b>Resource Management</b> Business Management Ops Manpower Mgmt Financial Mgmt HRO FECA  <b>Info Tech Svcs</b> IT Spprt & Mgmt/Non-NMCI NMCI Base Comms AV Services  <b>MILPERS Svcs</b> Pay & Personnel Support Restricted Barracks Admin Brigs TPU Admin Reserve Coord/Mobilization MILPERS Training Support

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