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Agenda, Mtg HSA JCSG, 10 Jun 03

1. Opening Remarks, Acting Chairman, HSA JCSG
   - Future mtgs of the HSA JCSG
   - Mtgs JCSGs and OSD

2. BRAC Process Primer for JCSGs – Mr. Pete Potochney
   Questions/Comments/Discussion

3. Discussion, USD(AT&L) memorandum, 23 May 03, subject: Transformational Options for BRAC 2005

Working Group will meet 1430-1500.

BRAC Process Primer for Joint Cross-Service Groups

DCN: 11526

JCSGs' Purpose

- Develop Closure and Realignment Recommendations
  - Transform and restructure your functions
  - Opportunity for clean sheet rationalization
- Examine functions in context of facilities
  - Business process reengineering
  - Function/workload recommendations with facility impacts
- Develop recommendations based on
  - Force structure plan
  - Selection criteria

Military Value Criteria Have Primary Consideration

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BRAC Process Overview

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BRAC in a Nutshell

- SECDEF develops recommendations and sends to an independent Commission
- Commission reviews and forwards to President
- President approves or disapproves and if approved sends to Congress
- Congress has 45 legislative days to reject or recommendations become binding

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SECDEF Recommendations

- What are they?
  - Recommendations for the realignment or closure of military installations based on a force structure plan and selection criteria where military value is the primary consideration
- What is a Force Structure Plan?
- What are Selection Criteria?

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Commission's Review

- Review for conformity with force structure plan and selection criteria
  - Public hearings, site visits, and analysis
  - JCSG and MILDEP testimony
- Can only change SECDEF recommendations if he deviated substantially from force structure plan or selection criteria
- Can only add a closure to SECDEF list if seven of nine agree and if at least two visit the installation

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The President and Congress

- President must approve or disapprove Commission's recommendations on an all or none basis by 23 Sep 05
  - If disapproved, Commission revised report due to President by 20 Oct 05
  - President has until 7 Nov 05 to approve revised report and send to Congress
- Congress has 45 legislative days to enact a joint resolution disapproving President's recommendations on an all or none basis, or the recommendations become binding

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Process Timeline

SecDef initiates BRAC 05 Process (establish organization, process, tools, and policy decisions for IEC decision)

Analysis of Service Unique and Common Business Support Functions (Ends May 05)

SecDef BRAC Report (Force Structure Plan and Final Selection Criteria) and Certifications (Feb 04)

SecDef Approves and Forwards Recommendations for Realignments and Closures to Commission (May 16, 2005)

Commission Process (May 05 - Sep 05)

Presidential Review and Approval (Sep 05)

Congressional Action (Sep 05 + 45 Legislative Days)

NOV 02 — **~DEC 05**

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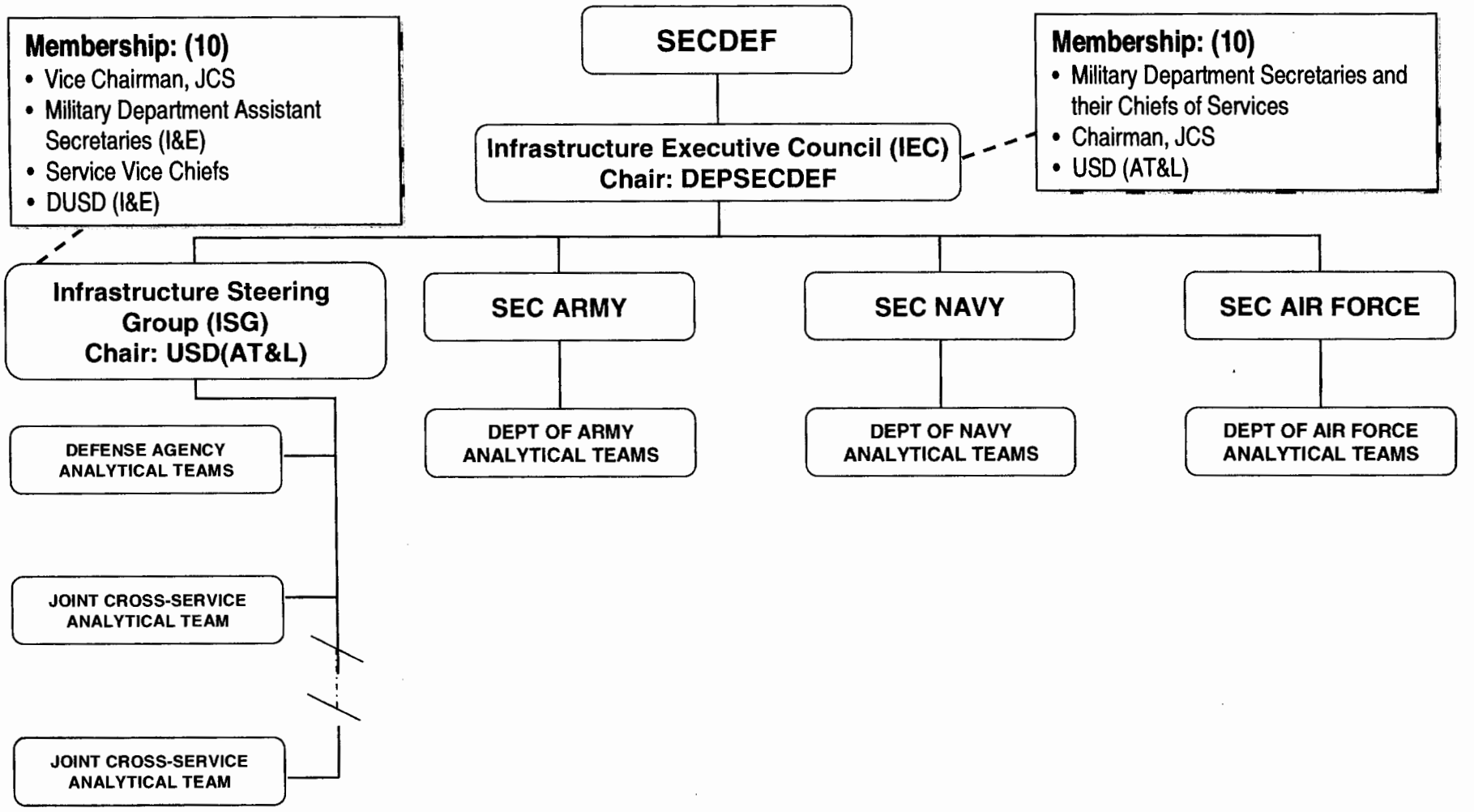
BRAC 2005 Leadership



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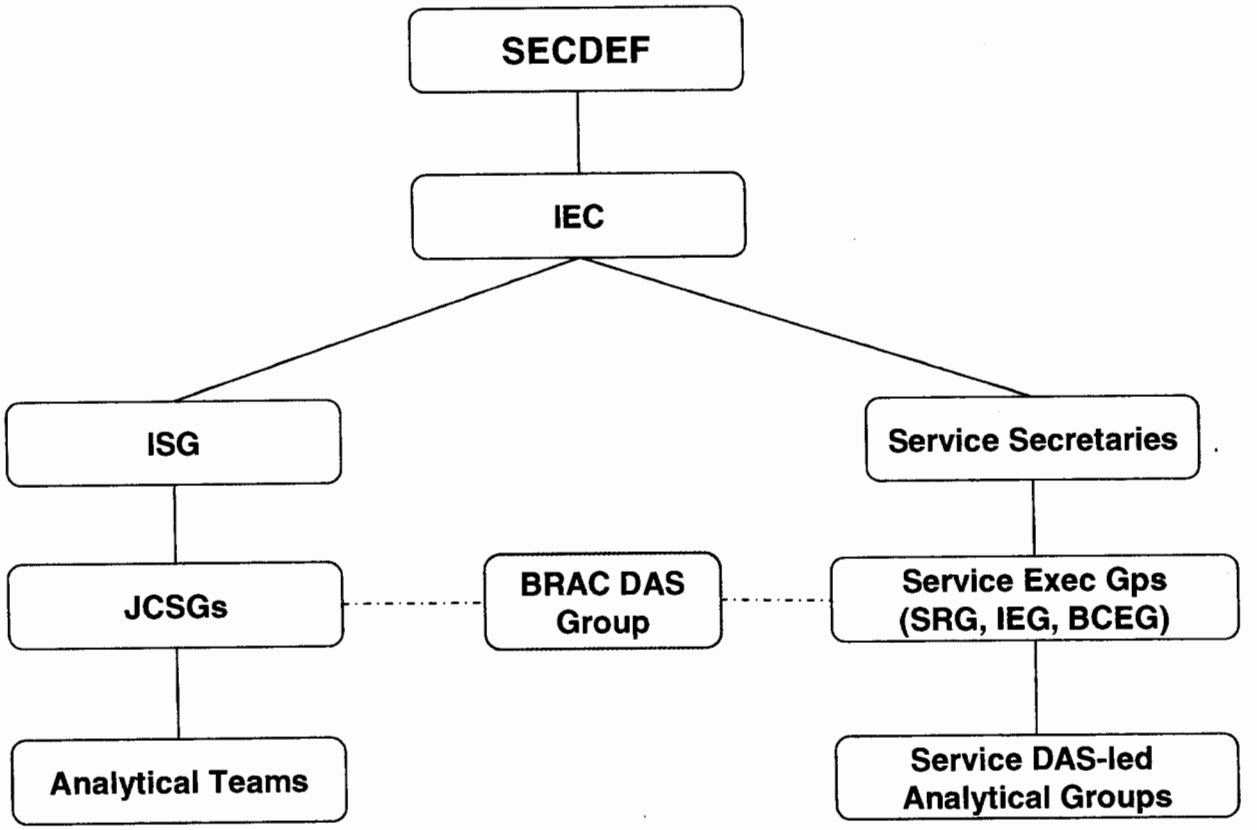
BRAC Organizational Levels



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OSD Guided Process

- Guidance issued through a series of policy memos
  - Kickoff Memo (15 Nov 02)
    - BRAC Organization (Next two slides)
    - Transformation
    - Greater joint activity
  - Policy Memo #1 (16 Apr 03)
    - Guidance
    - Responsibilities
    - Procedures
- Future policy memos
- Decision-making bodies: ISG/IEC

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SECDEF Recommendations

- JCSGs develop recommendations and forward to ISG and IEC for review and approval
- IEC approves JCSG recommendations and formally provides to Military Departments
- Military Departments
  - Incorporate JCSG recommendations
    - Ongoing coordination with JCSGs
  - Develop recommendations for Service-unique functions
  - Forward recommendations to SECDEF via IEC
    - Must accommodate JCSGs' approved recommendations
- SECDEF provides recommendations to Commission and Congress no later than 16 May 05

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Mechanics of Analytical Process

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BRAC 05 Process Overview

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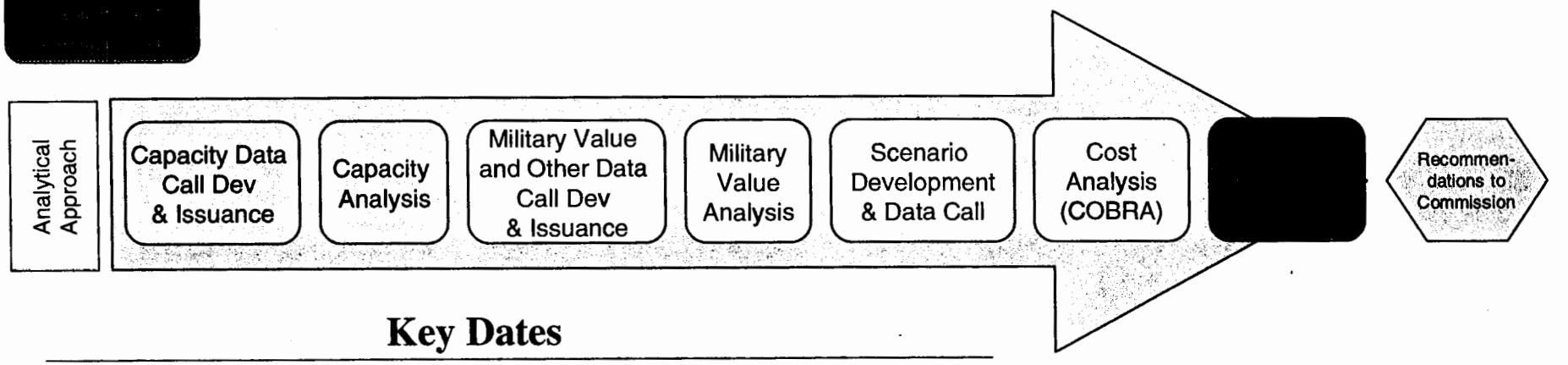

Key Dates

April/May 2003
- SecDef Approves Functions/Metrics

May/June 2003
- ISG issues interim selection criteria

October 2003
- Interim Force structure plan

31 Dec 2003
- Draft Selection criteria published

Mid-Feb 2004
- Certify need for BRAC
- Final selection criteria to Congress
- Force structure plan

16 May 2005
- Recommendations to Commission

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BRAC 2005 Process

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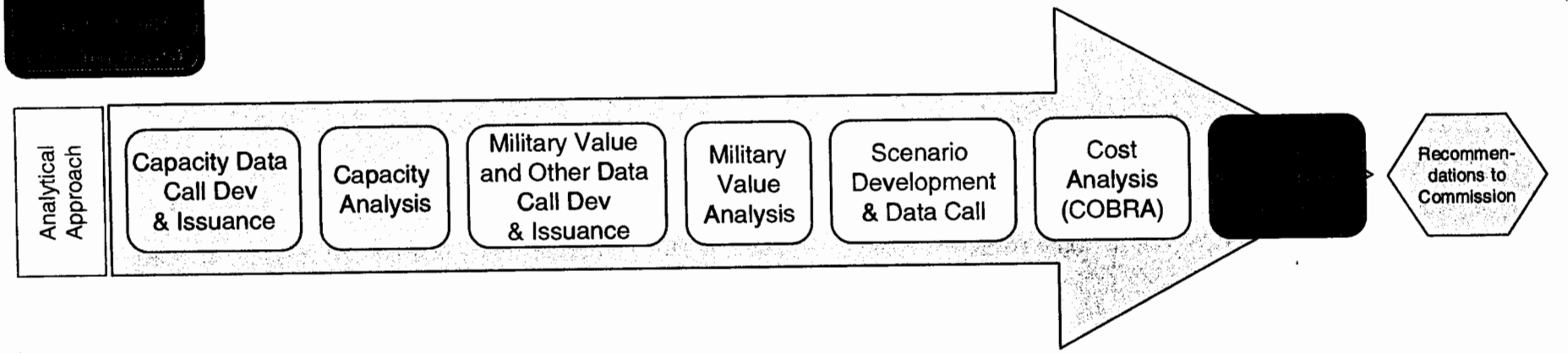

Key elements:

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BRAC 2005 Process

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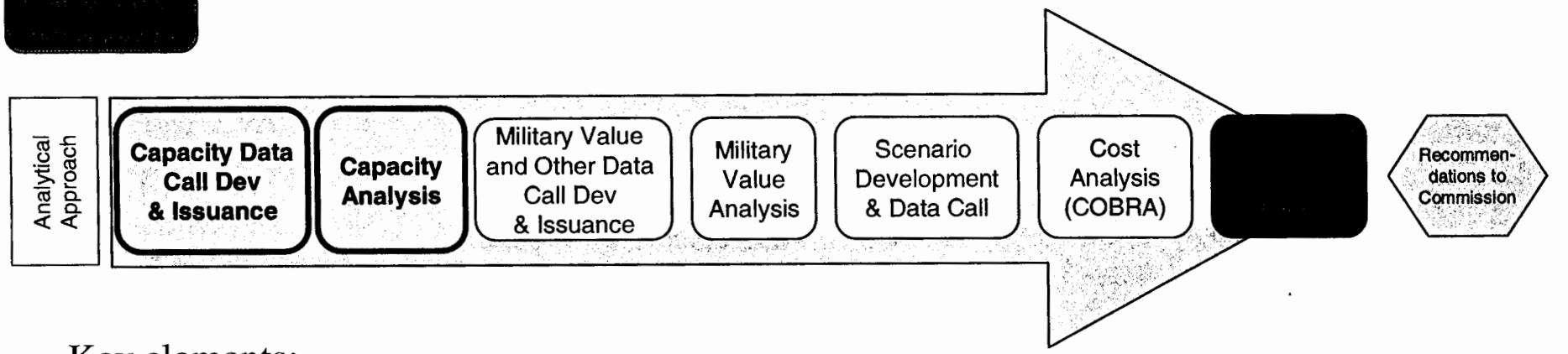

Key elements:

- Compare force structure with capability
- Develop attributes to be measured & assign weights
- Write questions to collect physical & operational capacity
- MilDeps collect & certify responses from installations
- JCSG verifies responses
- Compare existing capacity to future force structure requirements by function by installation
- Determine excess capacity
- Establish excess capacity reduction targets

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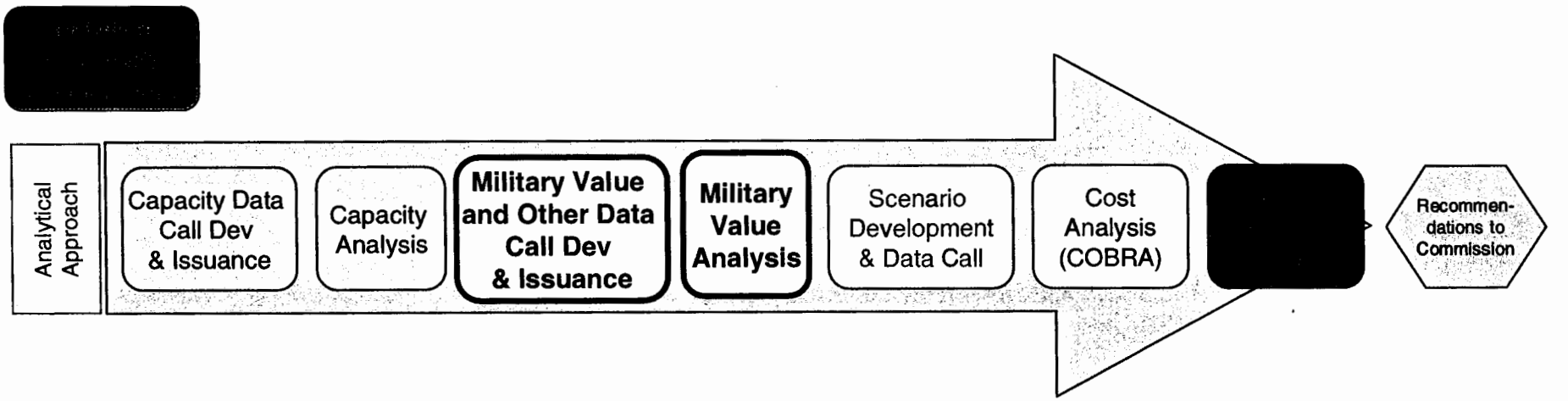
BRAC 2005 Process



Key elements:

- Determine data needs
- Write questions to collect mission description & unique capabilities
- MilDeps collect & certify responses from installations (may require more than one response)
- JCSG analyze responses
- First four MV criteria are basis for analysis
- Using analytical approach, determine MV for each installation
- Quantitative & subjective process
- Rank order installations

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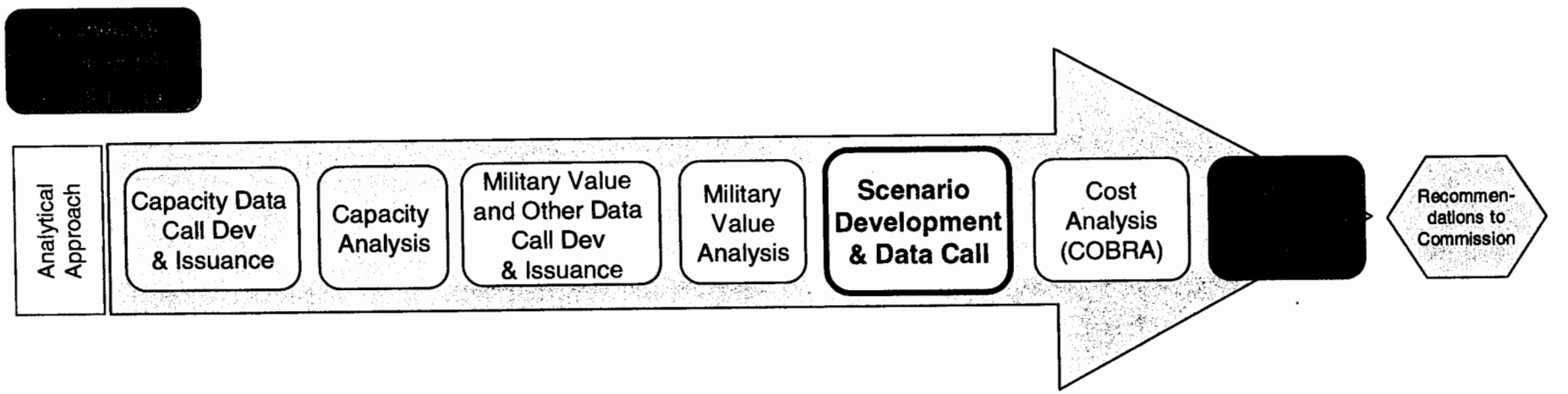
BRAC 2005 Process



Key elements:

- Process creates multiple options to reduce excess capacity and/or optimize capabilities
- Provides solution sets that move functions between/among installations
- Maximizes capacity at higher MV installations
- Identifies which installations are candidates for closure/ realignment
- Apply remaining selection criteria

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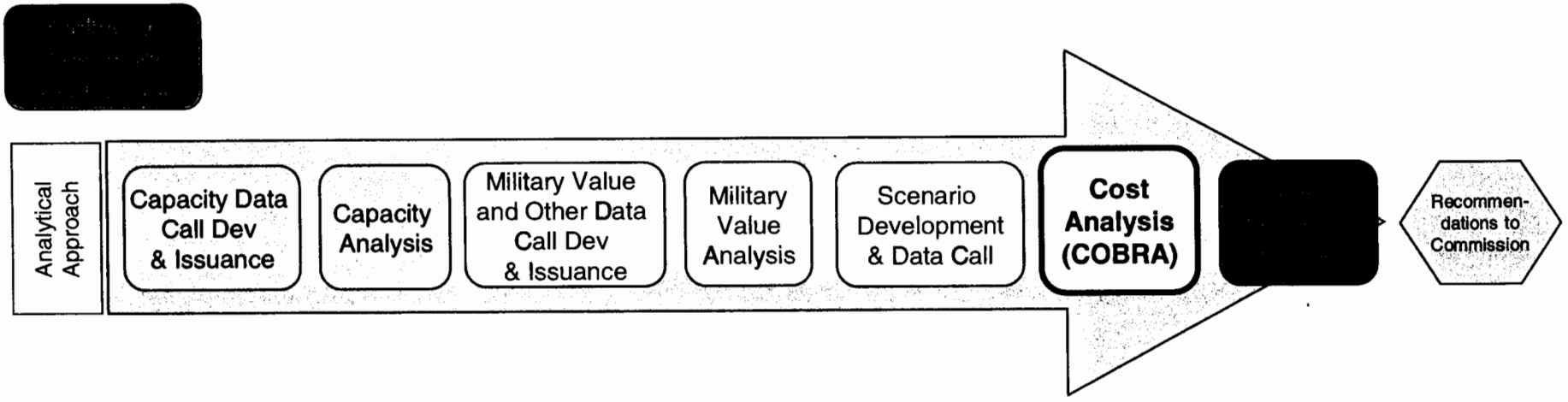
BRAC 2005 Process



Key elements:

- COBRA provides cost comparisons among BRAC options
- Develop standard data call
- MilDeps & Defense Agencies collect & certify data
- Determines which set of options is more cost effective
- Gives the JCSG an estimate of costs & savings for each scenario
- JCSG develops, reviews, and deliberates on list of recommendations

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BRAC 2005 Process

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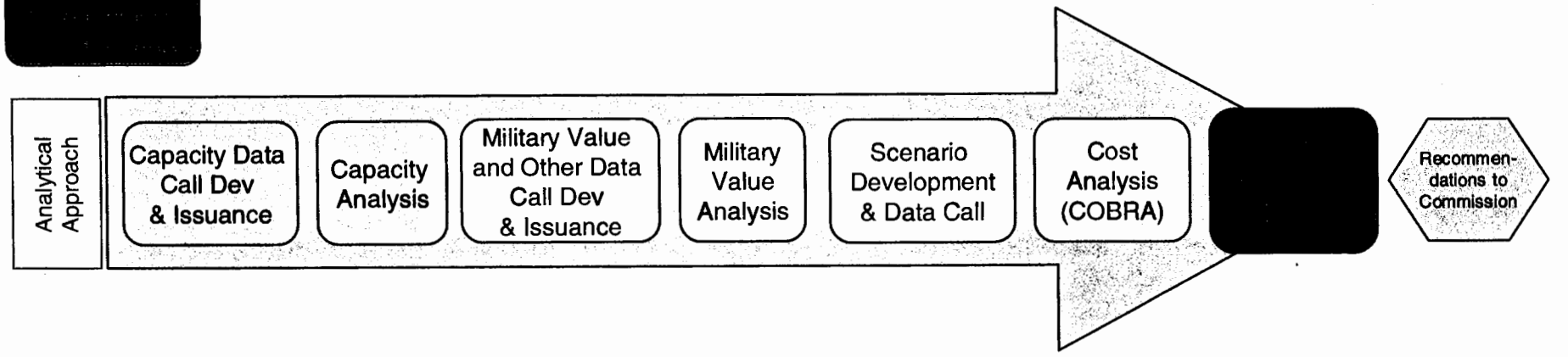

Key elements:

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Additional Concerns/Issues

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Business Process Reengineering

- April 4, 2003 ISG gave JCSGs "widest aperture" to reengineer business process
- BRAC ties reengineering and transformation together

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Influence outside of the BRAC Process

- Outside studies
  - May inform the process
  - Data not usable unless validated & certified
- Technical experts
  - Useful information is required in writing and certified
  - Limited access to process
  - May require a non-disclosure agreement
- Stakeholders
  - May attempt to solicit information
  - May attempt to influence analysis, providing non-certified data
  - JCSGs should forward all requests for BRAC data to DUSD (I&E)--Services forward requests to their MilDep BRAC authority

Only certified data can be used in a BRAC analysis

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Support to the JCSG Chairmen

- BRAC is a priority of the Department's leadership
  - Identify problems and ask for help
- ISG and IEC are there to make decisions to support your process, e.g.:
  - Policy
  - Scope of analysis
  - Resolve issues

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JCSG Challenges

- Timelines
- Controlling information
- Biases (e.g., Service parochialism, personal, outside organizations agendas, and entrenched bureaucracies)
- Communication
- Policy voids
- Making tough decisions, managing wins and losses
- Timely elevation of stalemated issues
- Resources
- Personnel turnover

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DAPR-ZB

Memorandum for the Under Secretary of Defense (Acquisition, Technology and Logistics (USD(AT&L))

SUBJECT: Transformational Options for BRAC 2005

1. References:

a. Memorandum, USD(AT&L), 23 May 2003, subject as above.

b. Memorandum, Headquarters and Support Activities Joint Cross-Service Group (HSA JCSG), 22 May 2003, subject: Request for ISG Assistance.

2. Reference 1.a. asks the JCSGs to provide "key transformational options for stationing and supporting forces and functions that...will rationalize our infrastructure consistent with defense strategy and contribute to increased efficiency and effectiveness." Since the development of a defense strategy for 2005 and beyond is in progress with a draft force structure plan unavailable until October of this year, the basis for analysis options offered by the HSA JCSG are a set of assumptions provided below. It is imperative that the Infrastructure Steering Group identifies modifications or additions to these assumptions to bring focus to the work effort.

3. HSA JCSG Assumptions. The following are used as a basis for HSA JCSG transformational options.

a. Rationalizing Department of Defense (DoD) presence in the National Capitol Region (NCR) remains a DoD concern.

b. Security will be a primary driver for realignments in the NCR.

c. Moving from leased space to military installations will contribute to security of those functions.

d. Reengineering of common business related processes to consolidate service and joint activities will achieve more efficient accomplishment of joint and common functions and should be considered for potential savings, as well as reduction in the real estate footprint.

e. Continuity of government requires redundant capabilities within and between the headquarters of some commands.

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Headquarters & Support Activities JCSG Deliberative Meeting

10 June 2003

DCN: 11526

Headquarters and Support Activities Joint Cross Service Group

IEC

ISG

HSA JCSG
Mr. Don Tison

Functional Clusters
Mr. Bill Davidson

- Manpower and personnel
- Communications/IT
- Contracting
- Audit
- Facilities Management

Major Admin HQ/NCR
RADM Chris Weaver

- Joint/Service command HQ
- NCR Joint, Service, Agency HQ
- Mobilization
- RC Admin/ HQ facilities

Recommended Functions for Analysis

1. Administrative and command and control (C2) headquarters
   - Activities in the NCR and other regions
   - Joint command and control headquarters and activities
   - Service Major Command headquarters
   - Reserve component facilities (administration and headquarters functions only)
2. Manpower and personnel management activities
   - Military manpower management, including transient personnel functions
   - Civilian manpower management
   - Finance and accounting services, including DFAS
   - Corrections functions, primarily incarceration of military prisoners
3. Communications and information technology, including DISA
   - Information assurance
   - Information security
   - Access to commercial communications means, including wire, wireless and satellite capabilities
   - Local and wide area networks
   - Publishing, printing and distribution of documents
4. Facilities and installation services contracting
5. Audit functions

Recommended Functions for Analysis Cont.

6. Facilities management
   - Land acquisition
   - Leasing
   - Property management
   - Administration of contracts and other legally binding agreements
   - Disposal of real property
   - Food service
   - Utilities, i.e., water, sewer, gas, electricity
   - Grounds maintenance
   - Engineering services
   - Non-tactical vehicle and equipment support services
7. Public safety and security (within geographic clusters only)
8. Mobilization (Bring Reserve/Guard members to alert, activation and movement to a mobilization station: includes processing, training, equipping, etc.)
9. Geographic clusters
   - NCR
   - Tidewater region
   - Puget Sound/Seattle
   - Middle and southern California
   - Oahu
   - Others

Eliminated as a sub group.
Filter to functional analysis.

Excluded Functions

1. Family and troop support
2. Manpower and personnel management
3. Protocol and ceremonial
4. Historical services
5. Legal services
6. Public affairs
7. Criminal investigation
8. Public safety
9. Reserve component facilities

Notional Metrics

The following notional metrics are identified for use in analyzing the functions and subordinate functions of HSA.

General metrics. These are notional metrics that will be further defined, refined, and expanded during the course of the analysis.

- Gross facility square footage per military/civilian authorization
- Square footage available vs. square footage required
- Administrative space (square footage) per military/civilian authorization
- Facility operations costs per square foot
- Gross square footage owned vs. leased

Notional Metrics Cont.

- **Presence in the NCR**. Metrics include: costs per square foot; square footage of excess DoD space used for relocation out of the NCR.
- Decreasing geographic separation between combatant commands and their supporting service headquarters. Metrics include: distance between headquarters; travel time between headquarters.
- Increasing force protection. Metrics include: % of DoD organizations on DoD or Federally owned and secured properties; $ per person per year for security.
- Reduction in headquarters overhead costs. Metrics include: % reductions in manpower dedicated to headquarters functions; % reductions in space (square footage) for headquarters functions.
- Reduction in common operating costs. Metrics include: % reduction in costs per square foot grounds maintenance; per square foot warehouse storage space; per lodging night per service member; per unit of electricity, oil, coal, and gas; per type commercial vehicle or equipment operating on installations per year.
- Reductions in military construction requirements.

BRAC 2005 Headquarters & Support Activities
Joint Cross-Service Group (HSA JCSG)

Deliberative Meeting Minutes of June 10, 2003

1. The Assistant Deputy Chief of Staff, G-8, US Army, chaired the meeting. List of attendees is attached.
2. Meeting agenda is attached.
3. Mr. Tison opened the meeting with a discussion about what constitutes deliberative vs. non-deliberative meetings of the HSA JCSG and who should be in attendance at each type of meeting.

    a. Mr. Potochney explained that all deliberative issues must be documented in the minutes to ensure that there is a credible audit trail for the HSA JCSG. If any decisions are made at a HSA JCSG meeting, it is a deliberative meeting. If the subgroups meet, without Mr. Tison in the role of chair, to discuss tasks or sort information, it is not a deliberative meeting and minutes are not required.

    b. Mr. Tison said that the next deliberative meeting, based on that information, is next Thursday, June 19, 2003, from 12:00-2:00 p.m. He stated that the HSA JCSG will meet every Thursday, 12:00-2:00 p.m., in Room 3E387, the Pentagon, and these will be deliberative meetings.

    c. Ms. Bayert stated that the HSA JCSG had met last Thursday, June 5, 2003, but had only invited three of the five members. Mr. Tison said that leaving two of the members out was not intentional, and all five members will be invited to all future meetings.

    d. Mr. Potochney stated that the minutes have to reflect what decisions are made during the meetings and how they were made. Mr. Tison replied that there is no precedent to follow because the HSA JCSG did not exits in previous BRAC rounds and that OSD needs to explain all of the rules to us to avoid future mistakes.
4. Mr. Potochney gave a briefing on the BRAC process to the group. He stated that his briefing was not intended as a lecture and that he wanted it to be a dialog.

    a. He emphasized the required statement for all BRAC 05 documents, “Deliberative Document – For Discussion Purposes Only Do Not Release Under FOIA” or “Draft Deliberative Document, etc.” He also reminded the group that we do not want to see any of the work that we are doing in the Washington Post. He then

stated that he was sure everyone in the room had already signed a non-disclosure agreement. His main concern is at the subgroup level where subject matter experts (SME) may be utilized for information. Information gathered from SMEs can be used to inform but cannot be used for analysis as it will not be certified. He also said that it is the chair's responsibility to control attendance at the meetings.

b. Mr. Potochney stated that the pillars of the BRAC 05 process are the Force Structure Plan, selection criteria, and certified data.

c. He explained the chain of command for the JCSGs and COL Coulson asked him the following question. Where is the HSA JCSG's voice at the ISG? Mr. Potochney said we will go to the ISG to resolve issues. Mr. Grone stated that we are involved in more than a paper drill, and OSD will ensure that the JCSGs' positions are represented. Ms. Bayert said that the JCSGs should first bring issues to the OSD BRAC office. Mr. Potochney will include those issues on the ISG's next agenda.

d. COL Coulson voiced concern that the members of the ISG belong to military departments and will likely have parochial views on most issues. Mr. Grone stated that this is why the BRAC process is structured so that decisions may only be made based on established criteria and military value. He also said that the ISG will not vote on issues per se, but they will accurately represent how the entire JCSG and ISG feel about an issue when/if it goes to the next higher level.

e. Mr. Grone explained that each military service named a senior representative as a member of each of the JCSGs. The military Vice Chief would go to his service BRAC director for information concerning an issue. The BRAC director would go to his service representatives in turn. Mr. Potochney said each service Vice Chair has an ISG meeting read ahead that includes the issues and the pros and cons of the issues. Mr. Grone said that there is tremendous support from the ISG for the conceptual decisions regarding organizations and recommendations for analysis made by the JCSGs. He said that all of the JCSG conceptual decision reports were assembled into a package for the ISG to review before forwarding to the Secretary of Defense for approval and there were very few changes made by the ISG.

f. Ms. Hurlbut asked Mr. Potochney if the defense agencies would be absorbed into the JCSG BRAC process. He said that she was correct. Mr. Tison stated that he thinks the HSA JCSG will have more defense agency work because of the headquarters functional analysis. Mr. Davidson stated that DISA is a member of our Functional subgroup because of the information technology piece. Because of this DISA has provided the HSA JCSG a full time person, COL Frank Higgins. He asked if COL Higgins would be required to support the requirements of other JCSGs. Mr. Potochney said where these overlap with other JCSGs the chairmen need to decide which JCSG will handle the overlaps.

g. Mr. Potochney explained what OSD means by analytical frameworks. He said that the May 23, 2003, Transformational Options for BRAC 2005 memorandum from the Under Secretary of Defense (Acquisition, Technology & Logistics) was sent to the JCSGs, Services, DSB, NDU and outside organizations. The intent is to make sure that BRAC 05 is thorough. Because of that he asked that the JCSG not limit ideas just to its group. Ms. Hurlbut asked who will "rack and stack" the ideas. Mr. Potochney said that the Service BRAC directors would do that. Mr. Tison asked if these ideas might result in restructuring the JCSGs. He said that he thinks that the transformational options should have been done much earlier because the JCSGs are trying to focus on putting together a capacity data call at the same time and this is making it more difficult with the limited staff. He also asked at what point the process would move forward. Ms. Bayert said that the analytical frameworks would be used in the scenarios later in the process.

h. Mr. Potochney stated that the first deliverable will be for the JCSG chairmen to brief the ISG in late summer on their approach to the capacity data call. Mr. Shiplett asked if the Pentagon belongs to WHS, and Mr. Potochney said that the Pentagon does belong to WHS for analytical purposes.

i. The dialog turned to Business Process Reengineering (BPR). Mr. Potochney stated that on April 4, 2003, the ISG gave the JCSGs, "widest aperture" to reengineer the business process. He also said that BRAC ties reengineering and transformation together. Because the BRAC process is based on law it gets things done, and that is the rationale for including BPR with BRAC 05. However, BPR must have a facility hook to be considered because of the law or it is out of the scope of BRAC. Ms. Hurlbut asked if OSD would issue this information in a policy memo and include a means to transfer things to the Business Initiatives Council (BIC), for example. Mr. Grone said that OSD would not because the BIC is not an authorized part of BRAC 05. Ms. Bayert said that the HSA JCSG's job is to close and realign headquarters functions. If BPR can be accomplished as a part of closing and realigning headquarters functions, then BPR is within our scope. Mr. Davidson said that OSD realigned DSS to OPM. During the process they decided to use one IT system and to close one facility resulting in significant savings. He asked if that type of realignment is included as part of the BRAC 05 scope and Mr. Potochney said yes. Mr. Grone said that in that case the HSA JCSG would be required to coordinate with the agencies and show the coordination and rationale to the Secretary of Defense in our recommendations.

5. Mr. Potochney said that several of the JCSGs are concerned that they may hesitate to make some recommendations if they know that it would result in substantial implementation costs for a military department. He stated that JCSGs should not take options off the table solely because of costs. Further, JCSGs should not be concerned about implementation mechanisms, e.g., memoranda of understanding, as BRAC implementers will deal with the mechanics of bringing BRAC recommendations to fruition.

6. Ms. Hurlbut asked Mr. Potochney what other deliverables the JCSGs have coming up. He responded that our deliverables will predominantly be presentations to the ISG and will include:

   a. Capacity Data Call.

   b. Military Value Data Call.

   c. Scenarios.

   d. Other presentations to the ISG if the HSA JCSG needs issues resolved at the ISG level.

7. Mr. Potochney stated that it is important for the JCSGs to get their conceptual processes approved by the Secretary of Defense in order to move forward. He also said that it is important for the HSA JCSG to meet on a regular basis.

8. Actions and Due Outs. Sub group chairs were directed by Mr. Tison to have draft analytical frameworks at the June 17, 2003, HSA JCSG meeting.

DONALD C. TISON
The Deputy G-8
Acting Chairman, HSA JCSG

Attachments:
List of Attendees
Agenda
Handouts

BRAC 2005 Headquarters & Support Activities
Joint Cross-Service Group (HSA JCSG)

Meeting June 10, 2003

Attendees

Members:
Mr. Don Tison, Assistant Deputy Chief of Staff, G-8, Chair
Mr. William Davidson, Administrative Assistant to the Secretary of the Air Force

Alternates:
Mr. Philip Grone, Principal Assistant Deputy Under Secretary of Defense (Installations and Environment) (ADUSD(I&E)) for Mr. Ray Dubois, (DUSD(I&E))
CAPT Dennis Biddick, USN, Regional Engineer, Naval District Washington, for RADM Christopher Weaver, USN, Commandant, Naval District Washington
CDR John Lathroum, USN, J-8, for Col Scott West, USAF, J-8

Others:
Mr. Pete Potochney, ODUSD(I&E)
Mrs. Nicole Bayert, Associate General Counsel, Environment and Installations, DoD
COL Carla Coulson, Deputy Chair HSA JCSG
Ms. L. E. Hurlbut, Contractor with Hurlbut Consulting, Functional Clusters Sub-Group
COL Frank Higgins, USA, DISA, Functional Clusters Sub-Group
Mr. Ron Hodges, DoD IG representative
LTC Bernard Hyland, USA, Office of the Deputy Assistant Secretary of the Army (Infrastructure Analysis)
Mr. Jerry Shiplett, WHS representative
Mr. Brian Beuzzell, Contractor with CTC (ODUSD(I&E))
Mr. Jim Casey, Contractor with CTC (ODUSD(I&E))
Mr. Dave Fletcher, Contractor with Alion Science & Technology (HSA JCSG core group)
Ms. Susan Zander, Contractor with Alion Science & Technology (HSA JCSG core group)