



**DEPARTMENT OF THE AIR FORCE**  
WASHINGTON, DC 20330-1000

OFFICE OF THE ASSISTANT SECRETARY

30 JUL 2003

## MEMORANDUM FOR RECORD

SUBJECT: Minutes of Air Force Base Closure Executive Group (AF/BCEG) Meeting, 10 Jul 03

The co-chairmen called the meeting to order at 1300 in Room 4E 986, The Pentagon. All BCEG members or substitutes were in attendance, as well as other authorized attendees (Atch. 1). The BCEG members reviewed the minutes from the 12 June 03 BCEG meeting

Mr. Aimone followed up on two pending items from the prior meeting. OSD considered but ultimately did not accept the AF suggestion to revise their interim selection criteria. The Acting USD(AT&L) released interim selection criteria on 27 June 03, which are reflected on pages four and five of the briefing slides (Atch. 2). A second follow-up issue from the 12 Jun 03 BCEG meeting dealt with the differences and overlaps between capacity and military value, with examples on page six of the briefing slides that were utilized to demonstrate the distinctions during past BRAC round questions.

Currently approved BCEG substitute members were discussed, as reflected on slide seven. The need was reiterated for each organization to formally designate a substitute and have that substitute approved by one of the co-chairmen.

Mr. Aimone updated the BCEG on Joint Cross Service Groups (JCSGs) administrative issues. Functions of JCSGs and the framework for were approved on June 24, 03. Pending OSD policy memorandum two may give JCSGs formal direction and guidance.

The Air Force's Internal Control Plan (ICP) is currently pending Assistant SECAF coordination. The DOD/IG will be allowed full and open access to the Air Force BCEG process.

Major General Heckman updated the BCEG on the status of DOD's development of the DOD force-structure plan (FSP). Service draft inputs have been provided to DOD for review.

The SECAF has signed out a memorandum to DOD responding to its request for service inputs on transformation options for BRAC 2005, identifying options to reconfigure current DOD infrastructure to increase efficiency and effectiveness (Atch 3). Members were provided the Air Force approved talking points for BRAC 2005 (Atch 4).

The Installation Visualization Tool (IVT) is an Air Force lead effort, with AF/IL having primary responsibility. Slides 11 and 12 summarize the current status of this effort. The DOD Infrastructure Steering Group (ISG) approved last week moving forward on the IVT, and OSD has provided \$3 million to purchase imagery. The goal for IVT is to provide installation imagery with multiple overlays, to include wetlands, floodplains, AICUZ, noise, explosive safety arcs and base boundaries.

OSD and services joint auditing team met today. The Navy briefed its optimization model, a linear analytical framework to assess data to "rack and stack" bases. After data is analyzed and bases ranked, the Cost of Base Realignment Actions (COBRA) is utilized to assess whether proposed BRAC actions are cost-effective. The optimization model, per OSD BRAC policy memo one, is required to be used by the JCSGs, and is available for use by the services.

The BCEG members, as reflected on pages 14-17 of the slides, discussed capacity methodology. This analysis is used to determine both how much capacity an installation has that is not being used, and how much could be added at the installation. OSD is developing a common capacity questionnaire that will be sent to the services for review and comment. Several members voiced their concern over encroachment being viewed as a separate category, because it is a limitation on capacity but not a measure of capacity. The timeline calls for OSD issuing the capacity data call to the military departments in August/September 2003.

On 24 Jun 03 the SecDef approved the functions of each JCSG, which will be followed up in writing. Mr. Aimone will brief the BCEG further on these functions at the next BCEG meeting. There are currently 6 JCSGs and 33 working groups. Service membership on all these working groups is still being worked.

Voting and non-voting BCEG members still remains an undocumented issue. The views of currently proposed non-voting members were requested.

The next BCEG meeting is scheduled on 14 Aug 03 at 1300.

I certify that the minutes above are accurate and complete to the best of my knowledge.

*[Handwritten signature]*  
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SAF/GCN  
BCEG Recorder

The minutes above are approved.

*Michael A. Aimone*  
MICHAEL A. AIMONE, P.E.  
SAF/IEB  
Co-Chairman

*Gary W. Heckman*  
GARY HECKMAN, Maj Gen, USAF  
AF/XP-2  
Co-Chairman

- Attachments:
- 1. Attendance List
  - 2. Briefing Slides
  - 3. Transformation Options for BRAC 2005
  - 4. AF Talking Points for BRAC 2005

BCEG Attendance, 10-July 03

Marion Koetz  
Bill Kelly  
Fred Kuhn  
Cathy Sparks  
MIKE Simone  
GARY HECKMAN  
Dave Brubaker

Fred Pease  
JAY JORDAN

GINA GULV

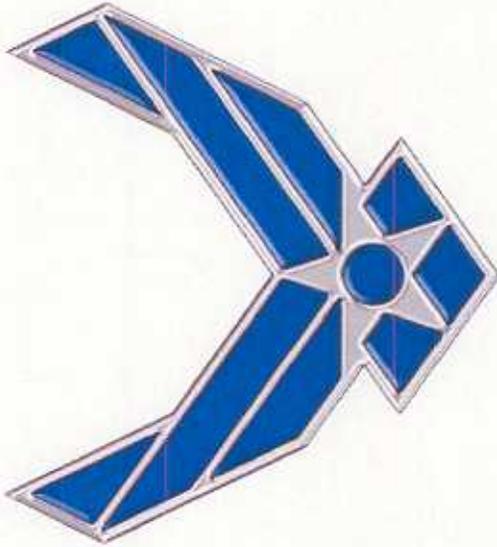
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SAF/REI  
AF/ILP  
SAF/IEB  
AF/XP  
NGB/CF  
SLE/BS HOISV  
AF/XO  
SAF/FM  
AF/REX  
SAF/GCN  
SAF/IEBS

# Headquarters U.S. Air Force

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*Integrity - Service - Excellence*

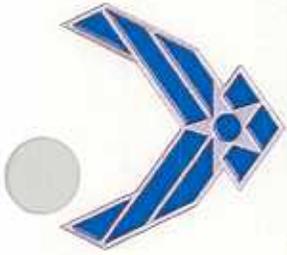
## BCEG Meeting



**U.S. AIR FORCE**

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10 Jul 03



# Overview

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- **Administrative Procedures**
  - Review Last Minutes
  - Action Items:
    - Military Value vs Capacity
    - BCEG alternates
  - BRAC Timeline Update
  - Installation Visualization Tool (IVT)
  - Capacity Methodology
  - JCSG update
  - Wrap up
-



# Administrative

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- **Review of Minutes – BCEG, 12 Jun 03**
  - **Meeting Overview**
    - **Administrative Procedures**
    - **Interim Selection Criteria**
    - **AF Internal Control Plan**
    - **AF BRAC Staffing Plan**
    - **Overall BRAC Timeline**
    - **Web-based Data Collection – WIDGET**
    - **JCSG update**



# BRAC 2005

## Interim Selection Criteria

### Military Value

1. The current and future mission requirements and the impact on operational readiness of the Department of Defense's total force, including impacts 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 and manpower implications.

Words in green reflect modifications to BRAC 95 criteria per USDA(AT&L) memo 27 June 03



# BRAC 2005

## Interim Selection Criteria

### 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 **existing communities in the vicinity of military installations.**
7. The ability of both the existing and potential receiving communities' infrastructure to support forces, missions and personnel.
8. The environmental impact, including the impact of costs related to **potential environmental restoration, waste management, and environmental compliance activities.**

Words in green reflect modifications to BRAC 95 criteria per USDA(AT&L) 27 June 03



# Military Value / Capacity

## Questions - BRAC 1995

Military Value	Capacity
<p>Identify distance to supersonic Air Combat Training MOA</p> <p>List the number of scorable ranges within 200NM</p>	<p>What is the capacity of the sewage treatment facility in gallons per day</p> <p>What is the capacity in the dining hall for a 24 hr period (four meals per day)?</p>
<p>Both</p> <p>Is the base in attainment for air quality?</p> <p>What is the Total usable aircraft parking?</p>	



# BCEG Alternates

## ■ BCEG Charter:

*"Members shall serve as individual advisers to SAF/IE and the Secretary ... they cannot be represented on the BCEG by substitutes, unless the substitution is approved by one of the co-chairman. Only an approved substitute of general officer or Senior Executive Service grade shall be permitted to vote on behalf of the principal."*

### Alternates

AF/XO:

SAF/GCN

AF/ILP: **Ms. Kathy Ferguson**

SAF/FM

SAF/IEI

AF/DPP

AF/RE

AFPEO/SV

NGB/CF

SAF/IEE

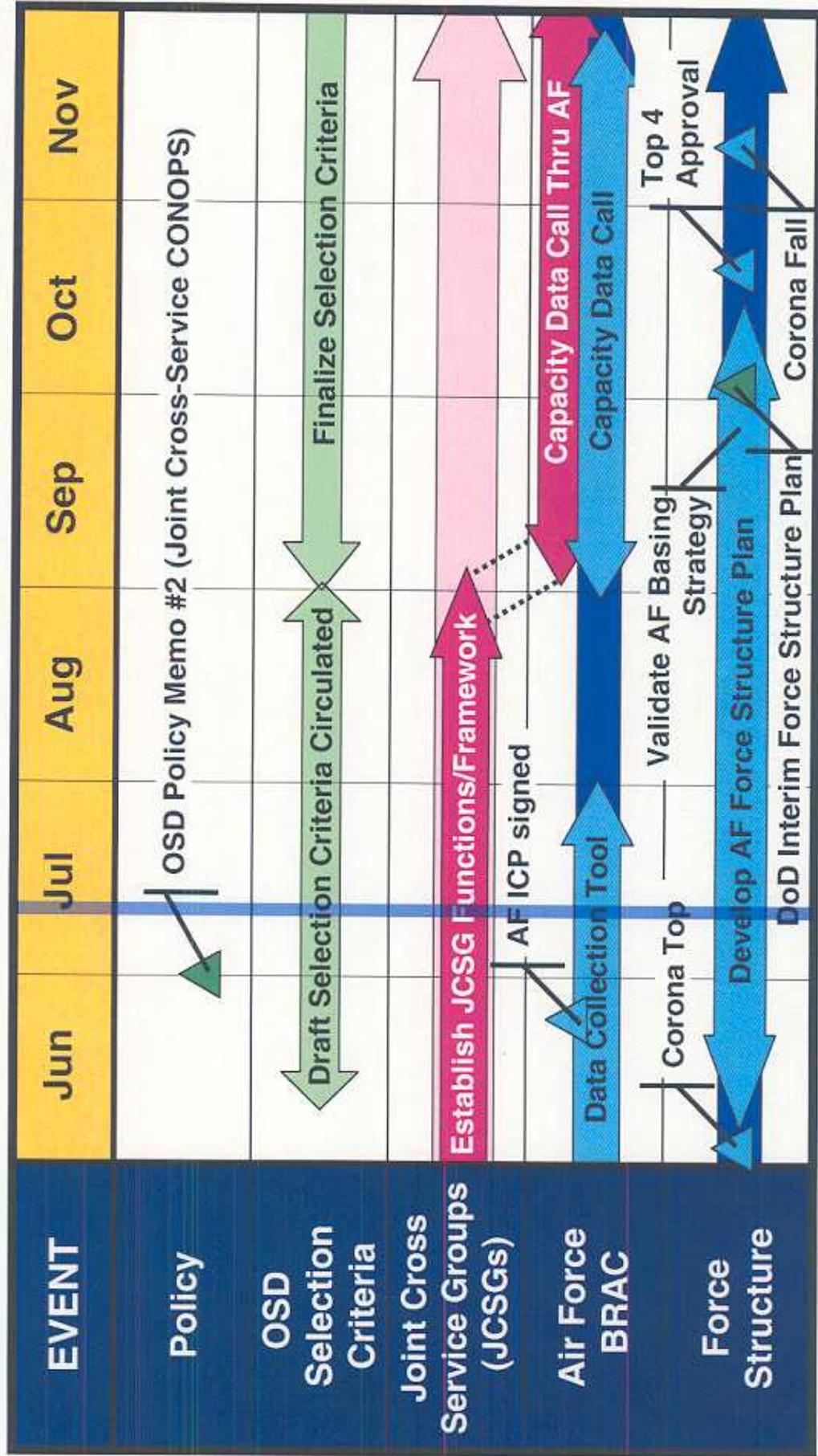


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# Proposed BRAC 6-month Timeline





# Overview

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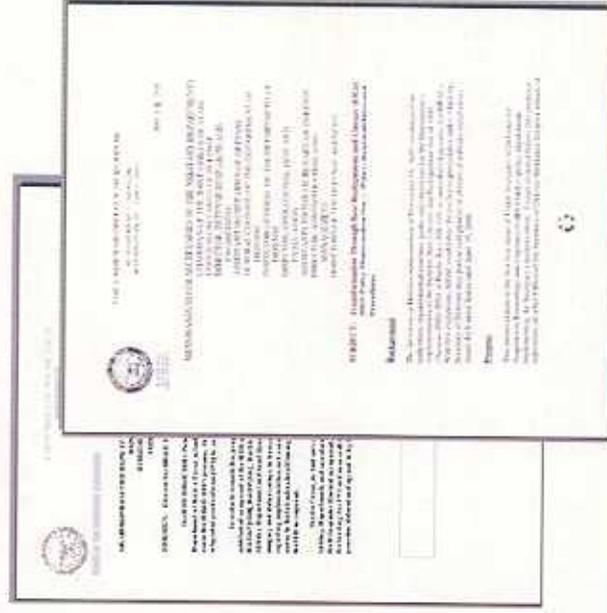
# Installation Visualization Tool (IVT)

- Per OSD Policy Memo #1:

*“The IVT is a planned capability to enhance the Department’s overall ability to manage its infrastructure. The same capability can and should be used as a tool during the BRAC 2005 process. The ISG will develop requirements and priorities for developing the IVT through an integrated product team (IPT) established by USD (AT&L). The purpose of this application of IVT is to assist the JCSGs, the IEC and ISG, and DoD Components in their BRAC 2005 analyses. The Department of the Air Force will be the lead service for this effort.”*

- IVT IPT:

- Composed of BRAC DAS’s (Services and OSD)
- Responsible for developing the MilDeps and JCSG requirements and priorities regarding imagery and data overlays to be used in the BRAC 2005 process
- They will resolve issues regarding implementation and use of the data in the BRAC process and bring any unresolved issues to the Infrastructure Steering Group (ISG).
- The IPT will provide periodic status reports to the ISG as required.





# IVT Audit Approach Overview

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- **Data Validation/Verification Audit Approach:**
  - Sample of 16-20 Installations
    - Subject Matter Expert may be employed
  - Review the Quality Assurance Plan (QAP) to determine the Data certification process, program guidance, data requirements, and data standards
  - Evaluate Metadata (confirm with QAP)
    - Review certification process (confirm with QAP)
    - Data validity and consistency (confirm with QAP)
    - Determine the source of the data (confirm with QAP)
    - Review format of source data (confirm with QAP)
    - Data requirements (confirm with QAP)
- **System General and Application Controls Audit:**
  - Test system for accurate and reliable information
  - Requirements of DoD Instruction 5000.61, DoD Modeling and Simulation Verification, Validation and Accreditation, (VV&A) April 29, 1996, need to be considered



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# Capacity Methodology

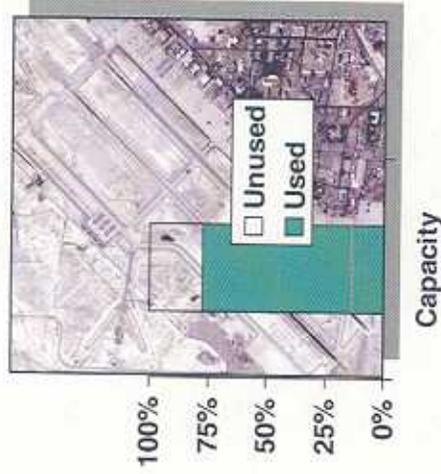
## Overview

- OSD publishes common Capacity Questionnaire covering:
  - Physical Capability
  - Environment Issues
  - Encroachment
  - Training & Testing Areas
  - NGB / AFRC Specific Requirements
- AF BRAC Working Group & Functionals:
  - Incorporate additional service specific questions
  - Coordinate with MAJCOMs and NGB / AFRC to develop Operational Templates for capacity (e.g. Fighter Squadron, Heavy Airlift Squadron)



# Capacity Methodology

- **Using capacity data, all bases assessed for receiving mission(s) based on available excess capacity**
  - Numerous factors to consider such as:
    - AICUZ - Air Installation Compatible Use Zones
    - Flood Plains/Noise Contours
    - Operational requirements (Templates) for the proposed mission





# Near-Term Capacity Timeline

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## Timeline

- MAJCOMs recommends Air Force specific questions and develops templates for respective Mission Areas (e.g. Fighter, Bomber) **May - Jul 03**
- SAF/IEB completes development, testing and deployment of Data Collection Tool **May - Jul 03**
- SAF/IEB leads AF Team in developing and incorporating service specific capacity questions **Jun - Jul 03**
- OSD Issues Capacity Data Call to MilDepts **Aug-Sep 03**



# Summary

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- **Recap:**
  - **BCEG approve Capacity Methodology**



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# Wrap Up

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- **Approve AF Capacity Methodology**
- **Action Items**
- **Next BCEG Meeting:**
  - **Date: 14 Aug 03**
  - **Time: 1300-1500**
  - **Location: 4E987**



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# Questions?



**DEPARTMENT OF THE AIR FORCE**  
**UNITED STATES AIR FORCE**  
**WASHINGTON, DC**

MEMORANDUM FOR ACTING USD (AT&L)

FROM: SECAF

SUBJECT: Transformation Options for BRAC 2005 (USD (AT&L) Memo dated 23 May 03)

We view the upcoming BRAC process as a unique, rare “force-shaping” opportunity. The Air Force has already made great progress shifting our blue-suit warriors into inherently military duties. Our recent “Core Competency Review” identified several thousand positions across the Air Force that could be backfilled with either civilian workers or contractors, allowing us to migrate military personnel into overstressed career fields. We have examined possible options to reconfigure current infrastructure to increase the efficiency and effectiveness of DoD, and offer the following ideas for consideration:

1. **Total Force Units - Blended/Reserve Associate/Active Associate/Sponsored Reserve:**  
As we rely more on Guard and Reserve components to provide critical peacetime and wartime capabilities, it makes sense to allow some units the opportunity to live, work, and train together. This concept would allow each component to contribute its unique strengths to provide the capability, experience, stability, and continuity required to operate today’s information and technology driven forces. It would also enable us to make better use of basing infrastructure and maximize the utilization of expensive weapon systems.
  - a. One way to implement this is to expand the integration of active Reserve component units. Moving Guard and Reserve units with like assets to active bases or vice-versa could facilitate a leaner, more efficient operations, maintenance, and infrastructure. The Air Force has already established units using this concept. Examples are the merger of the Air National Guard’s 116<sup>th</sup> Bomb Wing and Air Combat Command’s 93<sup>rd</sup> Air Control Wing to form the 116<sup>th</sup> Air Control Wing (a Joint Surveillance Target Attack Radar System Blended Wing) at Robins AFB, GA; and the integration of Air Force Reserve Command’s 8<sup>th</sup> Space Warning Squadron associated with Air Force Space Command’s 2<sup>nd</sup> Space Warning Squadron at Buckley AFB, CO. There are currently a total of 11,000 Air Force reservists assigned to associate units, including 32 Reserve Associate flying units. The movement of the 126<sup>th</sup> Air Refueling Wing from Chicago to Scott AFB

represents another example of the efficient use of available infrastructure by different components.

- b. Another possible area for integration is to expand the blending of Guard units across state lines to unify mission areas, reduce infrastructure, and improve readiness, while preserving home station control. One idea would be blending across Active IRC and service boundaries to provide regional entities more useful for homeland defense (e.g. one that includes air defense, Army Guard state responders, and interagency links in a single location).
2. **“City-Basing”**: It may be possible some military bases could divest and privatize selected non-military/non-critical facilities and functions to reduce the DoD infrastructure. We should consider whether the Brooks City-Base pilot initiative sponsored by the Air Force and the Business Initiative Council may have potential elsewhere. Military installations for the most part are small cities that could be managed/operated by local governments, or for that matter a best-of-breed private sector activity, allowing military commanders to concentrate on military operations. However, great care must be taken to ensure that we do not divest functions that are needed for military wartime or contingency requirements, and that the troops retain access to the same or better services at the same or lower costs. Enabling legislation was required to implement Brooks City-Base, but this enabling legislation could be incorporated in the SecDef’s BRAC 2005 recommendations to the Defense BRAC Commission.
3. **Joint Basing**: DoD should explore consolidating some of the Services’ aviation assets on the same bases. By exploring this joint basing concept, the Services may be able to station their CONUS mobility units/assets closer to planned air and sea ports of embarkation to facilitate rapid mobilization. Co-locating Service special operations units, especially overseas, could further reduce infrastructure requirements and enable improved training opportunities.
4. **Restructure and/or combine Service acquisition organizations**: We believe significant gains in efficiency might be achieved by combining/merging/co-locating selected acquisition activities. Among these, we should consider transforming service-specific product centers into jointly-managed centers for items such as avionics, aeronautics and other weapons.
5. **Partner military depots’ workload with industry**: We believe that opportunities might exist to partner with industry at government facilities, to further reduce infrastructure requirements. In addition, future opportunities may exist to combine certain depot functions across Services. A future partnership arrangement and joint depot function for the Joint Strike Fighter would be a good example.
6. **Restructure/combine Service training activities and organizations**: There is a broad range of possible opportunities in this area. For example, we could explore consolidating/co-locating our commissioning sources or combining/co-locating Service professional military education (PME) schools at the intermediate and senior levels. We could consider combining/merging Service specific test pilot schools. Combining the

Services’ range management offices into one joint management office could not only reduce overhead, but it could produce more efficient use of a precious DoD resource.

The Air Force is fully committed to the transformation process and to maximizing our joint combat capabilities. We request your help in securing the significant up-front funding to continue this essential work. I look forward to working with you throughout this process as we continue to create new efficiencies across the services.

**JAMES G. ROCHE**  
Secretary of the Air Force



## USAF Talking Points Base Realignment and Closure 2005 (BRAC 05) 24 June 2003

### U.S. AIR FORCE

Themes, facts and selected quotes from senior leaders and others, highlighting the fundamentals of Base Realignment and Closure 2005 (BRAC).

#### Background:

- **BRAC** is the process that DOD has **used to reorganize its base structure to more efficiently and effectively support our forces, increase operational readiness and facilitate new ways of doing business.**
- Law, specifically, the Defense Base Closure and Realignment Act of 1990, governs BRAC.
- Congress authorized BRAC four times prior to 2005. Previous rounds were in 1988, 1991, 1993, and 1995.
- **BRAC** is the US government's exclusive process for recommending and carrying out realignments and closures of military installations.
- The Assistant Secretary of the Air Force for Installations, Environment and Logistics will lead the Air Force BRAC analysis.
- Six Joint Cross Service Groups made up of senior leaders from OSD and the services are defining joint activities and developing metrics to measure productivity and capacity.
- The Military Departments will analyze all service unique functions and report their results directly to the Infrastructure Executive Council (IEC).

#### Air Force Goals:

At CORONA FALL 02, Air Force leaders approved the following goals for BRAC 2005:

- Maximize warfighting capability **efficiently**
- Transform the Air Force by **realigning** our infrastructure to meet **future defense strategy**
- **Capitalize on** opportunities for joint activity
- Eliminate excess physical capacity to **maximize operational capability**

#### BRAC Timeline:

Congress has established the following **BRAC 2005** timeline:

- **12/31/03** --- Publish draft selection criteria for a 30 day comment period; public comment period ensues
- **02/16/04** --- Publish final selection criteria
- **05/16/05** --- SECDEF forwards recommendations for realignments and closures to the BRAC Commission
- **09/08/05** --- BRAC Commission forwards its report on recommendations to the President
- **09/23/05** --- The President accepts or rejects the commission's recommendations in their entirety. If accepted, Congress will have 45 legislative days to act on the recommendations.

### Key Messages:

- The BRAC 2005 process is **critical** to the Air Force's ability **to successfully meet our future mission needs**.
- **All military installations will be equally evaluated**, and all recommendations will be based on approved, published selection criteria and a force structure plan.
- Both Congress and the Air Force recognize **military value must be the primary consideration in reducing or restructuring U.S. military bases**.
- The DOD **must also consider the following factors: the extent and timing of costs and savings, the impact of potential environmental remediation costs, the economic impact on existing communities and the ability of both existing and potential receiving communities' infrastructure to support forces, missions and personnel**.
- BRAC will facilitate multi-service missions by **creating Joint organizational and basing solutions** that will **maximize military effectiveness** and **reduce redundant infrastructure**.
- Ongoing **mission-related military construction** and **weapon system bed down processes** are **critical to mission capability**; not a means to BRAC-proof installations.
- Through the BRAC process, we will ensure that the United States continues to field the best-prepared capabilities-based Air Force in the world.
- BRAC will enable the U.S. military to match facilities to forces, meet the threats and challenges of a new century, and make the wisest use of limited defense dollars.
- The 2005 BRAC will help find innovative ways to consolidate, realign, or find alternative uses for current facilities.
- Through BRAC, the Air Force will not only reduce the budgetary demands from excess infrastructure, but also ensure that the resulting infrastructure can effectively support our projected missions as well as provide maximum flexibility and efficiency for the future
- The last four rounds of BRAC (88, 91, 93 & 95) cost the Air Force \$5.9B, but saved or avoided \$12.6B through FY01 implementation, with an estimated recurring annual savings/cost avoidance of \$2B per year. Future infrastructure consolidation can save billions, allowing the Air Force to focus funds on critical readiness requirements.

### What Senior Leaders are Saying:

- The emphasis throughout the process will be to ensure the best locations for the future while reducing the overall Air Force physical plant consistent with the selection criteria and force structure. (SECAF, Nov. 2002)
- Prior BRAC analyses considered all functions on a service-by-service basis and, therefore, did not result in the joint examination of functions that cross services. While some unique functions may exist, those functions that are common across the services **must be analyzed on a joint basis**. (SECDEF, 2002)
- I am confident we can produce BRAC recommendations that will advance transformation, combat effectiveness and the efficient use of the taxpayer's money. (SECDEF 2002)
- **I cannot overemphasize the importance of this effort to the future of the Air Force**. It is essential that we conduct a fair and effective process. (SECAF, Nov. 2002)