BRAC 2005 Infrastructure Steering Group (ISG)

Meeting Minutes of September 10, 2004

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

Mr. Wynne began the meeting with a discussion of the overall schedule and scenario process. He stated that he wanted to be careful to not burden the installations with an excessive number of scenario specific data calls until the scenarios had been deconflicted. The deconfliction process would occur in September and October and likely result in a smaller set of scenarios for which the JCSGs would request scenario specific data in November. He also emphasized that the Joint Cross Service Groups (JCSGs) should generate their scenarios based on an overall strategy supported by the capacity and military value data, which is being refined. He stated that he would like to see the JCSGs register their initial set of scenarios by September 20, 2004.

A few members of the ISG and JCSG Chairs present noted that the JCSGs might require scenario specific cost data to determine which scenarios are most viable. Others expressed concerned that data quality problems might inhibit the JCSGs from meeting the September 20, 2004 deadline. Mr. Wynne acknowledged these concerns and stated that the ISG was discussing the scenario process in broad terms. He then directed Mr. Potochney, the Director of the OSD BRAC office, to develop a memorandum in coordination with the BRAC Deputy Assistant Secretaries that details the concepts discussed and provides specific direction to the JCSGs.

Mr. Wynne then asked Mr. Potochney to illustrate how an idea becomes a scenario and how a scenario becomes a recommendation using the attached slides. As a result of the briefing, the ISG agreed to the following:

- The memorandum developed by the OSD BRAC office in coordination with the BRAC DASs will codify the process discussed.
- JCSGs will present their first batch of scenarios and their overall strategy beginning at the September 24, 2004 ISG meeting.
- JCSG scenarios will be registered iteratively.
- The BRAC DASs will recommend the process and format necessary to achieve the goal of having scenario data calls answered by the field in 48 hours.
- By mid November, the ISG should have a definitive list of scenarios that are ready for scenario specific data calls.

Following the scenario development process discussion, Mr. Fred Pease, Deputy Assistant Secretary of the Air Force (B&IA), briefed the ISG on the Installation Visualization Tool (IVT). Understanding that not all of the data included in the tool is certified in accordance with the BRAC statute, the ISG agreed that the IVT is a useful support tool for the BRAC process. The ISG meeting concluded with the ISG members agreeing that the IVT had utility beyond the BRAC process.

Approved: _____
Michael W. Wynne
Acting USD (Acquisition Technology and Logistics)
Chairman, Infrastructure Steering Group

Attachments:
1. List of Attendees
2. Briefing slides entitled "BRAC 2005 Briefing to the ISG" dated September 10, 2004

Infrastructure Steering Group Meeting
September 10, 2004

Attendees

Members:

- Mr. Michael W. Wynne, Acting Under Secretary of Defense (Acquisition, Technology and Logistics)
- Mr. Raymond DuBois, Deputy Under Secretary of Defense (I&E)
- Gen Michael Moseley, Vice Chief of Staff for the Air Force
- Hon Geoffrey Prosch, Assistant Secretary of the Army (I&E)
- Ms. Anne R. Davis, Special Assistant to the Secretary of the Navy for BRAC

Alternates:

- Mr. Ron Orr, Principal Deputy Assistant Secretary of the Air Force (Installations, Environment and Logistics) for Hon. Nelson Gibbs, Assistant Secretary of the Air Force (IE)
- Maj Gen Robin E. Scott, Deputy Director for Force Applications, J-8, for General Peter Pace, Vice Chairman, Joint Chiefs of Staff
- VADM Justin McCarthy, Director, Materiel Readiness and Logistics for Admiral John Nathman, Vice Chief of Naval Operations
- LtGen Richard L. Kelly, Deputy Commandant, Installations and Logistics, HQMC, for Gen William Nyland, Assistant Commandant of the Marine Corps

Education and Training JCSG

- Mr. Michael Dominguez, Assistant Secretary of the Air Force for Manpower and Reserve Affairs for Mr. Charles S. Abell, Chairman, Education and Training JCSG
- Mr. Robert Howlett, Director, Institutional Military Training, OUSD (Personnel and Readiness, Education and Training JCSG

Headquarters and Support JCSG

- RDML Jan Gaudio, Commander, Naval District, Washington for Mr. Donald Tison, Chairman, Headquarters and Service Activities JCSG
- COL Carla Coulson, Chief of Staff, Headquarters and Service Activities JCSG

Industrial JCSG

- Mr. Jay Berry, Executive Secretary to the Industrial JCSG

Intelligence JCSG

- Ms. Deborah Dunie, Director, Analysis Office of the Deputy Under Secretary of Defense (Counterintelligence and Security) for Ms. Carol Haave, Chairman, Intelligence JCSG
- Mr. Wayne Howard, Senior Strategic Analyst, [BRAC Core Team Facilitator] for Intelligence JCSG

Medical JCSG

- Lt Gen George Taylor, Chairman, Medical JCSG
- Col Mark Hamilton, Executive to the Air Force Surgeon General

Supply and Storage JCSG

- RADM Alan Thompson, Director, Supply, Ordnance and Logistics Operation Division for VADM Keith Lippert, Chairman, Supply and Storage JCSG
- Col Louis Neeley, Executive Secretary for Supply and Storage JCSG

Technical JCSG

- Dr. Ronald Sega, Chairman, Technical JCSG
- COL Robert D. Buckstad, Military Assistant for Technical JCSG
- Mr. Al Shaffer, Director, Plans and Systems, Office of the Director, Defense, Research and Engineering

Others:

- Maj Gen Gary Heckman, Assistant Deputy Chief of Staff of the Air Force
- Dr. Craig College, Deputy Assistant Secretary of the Army (IA)
- Mr. Dennis Biddick, Chief of Staff for Deputy Assistant Secretary of the Navy (IS&A)
- Mr. Fred Pease, Deputy Assistant Secretary of the Air Force (B&IA)
- Ms. Deborah Culp, Program Director, Contract Management Directorate, Office of the Inspector General
- Col Brian Cullis, Chairman, Installation Visualization Tool (IVT) Working Group
- Mr. Philip Grone, Principal Assistant Deputy Under Secretary of Defense (I&E)
- Mr. Pete Potochney, Director, OSD BRAC
- Mrs. Nicole Bayert, Associate General Counsel, Environment and Installations, DoD
- CAPT William Porter, Senior Military Assistant, Under Secretary of Defense (AT&L)
- CDR John Lathroum, Force Integration Branch Officer, Forces Division, J-8
- Mr. Andrew Porth, Assistant Director, OSD BRAC
- Ms. Ginger Rice, Assistant Director, OSD BRAC
- Ms. Laurel Glenn, Action Officer, OSD BRAC

BRAC 2005

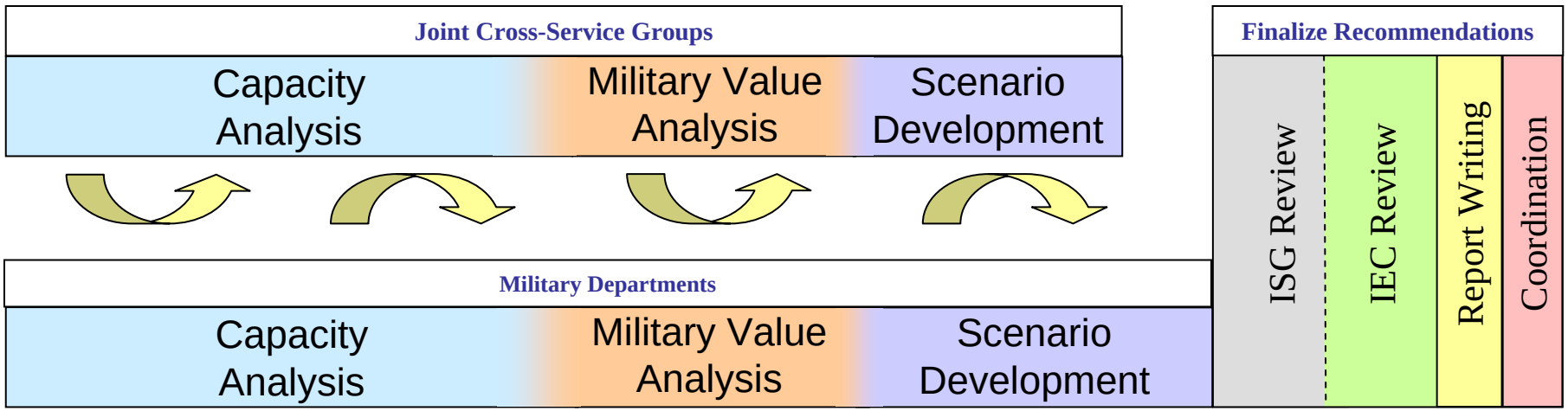
Briefing to the
Infrastructure Steering Group

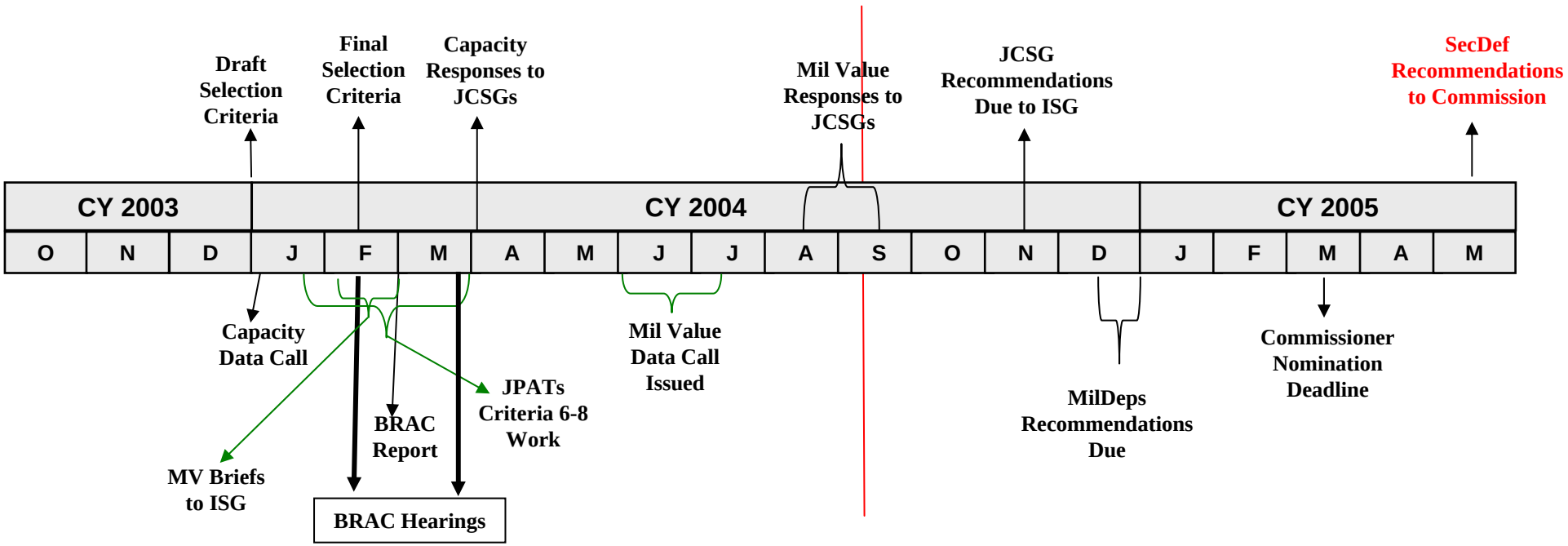
September 10, 2004

Purpose

- Process Overview
- How an Idea becomes a Recommendation
- BRAC Scenario Tracking Tool
- Installation Visualization Tool

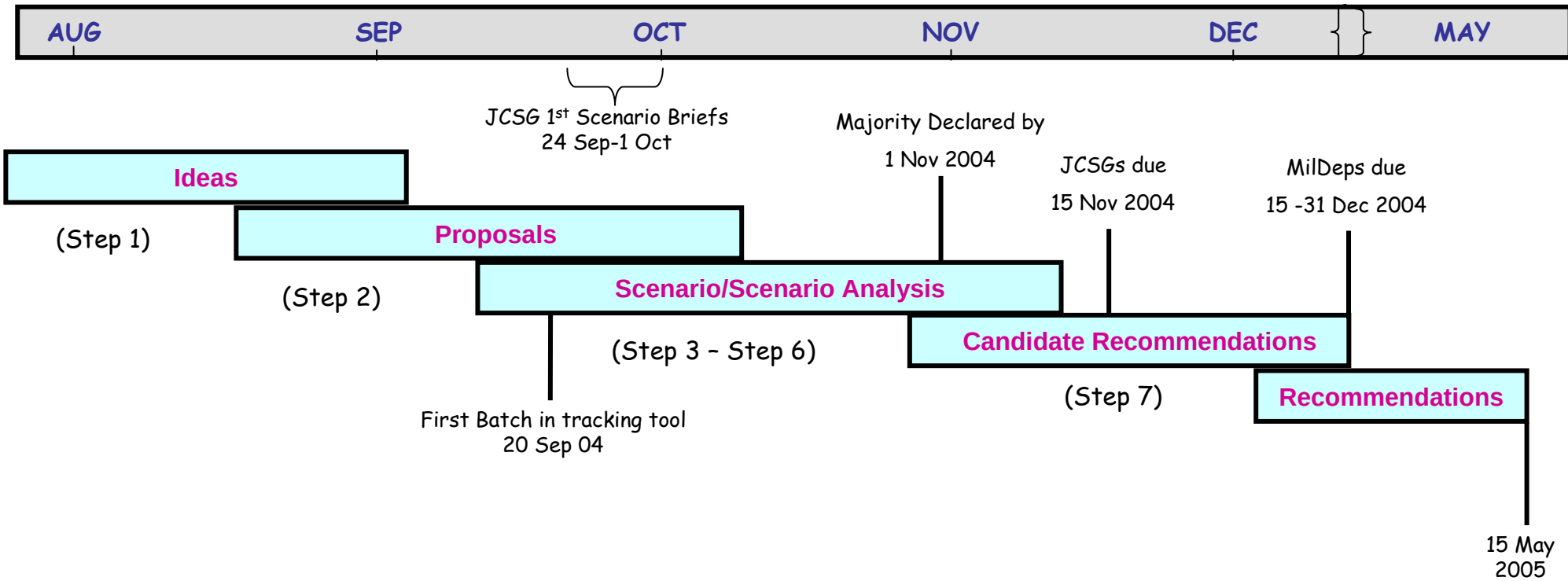
Process Overview





How an Idea Becomes a Recommendation

Timeline: How an Idea becomes a Recommendation



Step 1: Generating Ideas

- Ideas: Concepts for stationing and supporting forces and functions that lack the specificity of a proposal or scenario
  - Transformational Options are Ideas
- Ideas do not need to be registered and tracked
  - Transformational Options – must be tracked
- BRAC 95 Example: Consolidate Navy pilot strike training at a single base to accommodate force structure changes.

Step 2: Developing Proposals

- Proposal: A description of a potential closure or realignment action that has not been declared for formal analysis by respective deliberative body
  - Normally includes detail on transfer of unit(s), mission(s), &/or work activity and locations involved
- Come from Ideas or Optimization Tools (Data)
- Generated by staff for approval by respective deliberative bodies
- Registered at JCSG or MilDep for tracking

Coordination between MilDeps and JCSGs is Critical during Proposal Generation and Review

BRAC 95 - Example of a Proposal

- Close NAS Meridian, MS
  - Relocate the Undergraduate Pilot Training function, personnel, equipment & support to NAS Kingsville, TX
  - Close Naval Technical Training Center (NTTC) (Major Tenant) & relocate its training functions to Naval Supply Corps School (NSCS) Athens, GA & Naval Education Technical Center (NETC) Newport, RI
  - Counterdrug Training Academy retains its facility (non-DoD)

Step 3: Declaring Scenarios

- Scenario: A Proposal that has been declared for formal analysis by respective deliberative bodies
  - Each JCSG/MilDep reviews proposals and deliberates over which ones it wants to analyze
    - Must document which proposals do not move forward and why
  - Once declared, Scenario is registered at ISG by inputting it into the Scenario Tracking Tool
    - Scenarios deleted during analysis must be identified
- First batch due into tracking tool 20 Sep 04
  - Vast majority must be declared by 1 Nov 04

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Content of Scenario is same as content of a Proposal

JCSG Scenario Briefings to ISG

- Require each JCSG to periodically update the ISG on Proposals considered and Scenarios declared
- Read Ahead for these updates
  - Fully describe each Proposal considered and summarize the result of deliberations, including rationale for declaring as a Scenario or rejecting.
- Briefing Slides
  - Describe each declared scenario using the Quad chart format from the Scenario Training Exercise
  - List rejected proposals
  - Periodic updates would include status of scenario analysis
- Briefings 24 Sep - 1 Oct
  - Need additional meetings

Step 4: Conflict Review

- DASs will regularly review Scenarios in Tracking Tool and categorize by consensus
  - Independent – No impact on Service /JCSG
    - DASs will advise JCSG to proceed to Scenario Analysis
  - Enabling – Action complements another Service/JCSG
    - DASs will advise JCSG to proceed to Scenario Analysis
  - Conflicting – Action competes with another Service/JCSG
    - Need formal review to resolve
    - Proceed to Step 5

JCSGs/MilDeps/OSD BRAC all have access to Scenarios in tracking tool

Potential Scenario Conflicts (Examples)

- Doctrinal
  - Close all Senior Service Colleges, transfer mission to NDU
- Force Structure
  - AF close Wright Patterson AFB and Technical JCSG wants to relocate the Navy and AF RDT&E mission to Wright Patterson
- Facilities
  - 2 JCSGs and one MilDep have scenarios that use the same buildable acres for their new facility
- Culture
  - Close the military treatment facility at Pope AFB and receive medical care at Fort Bragg
- Statutory
  - Close all Depots, rely on private sector (conflicts with 50/50)
- Other
  - Close installation needed for START Treaty compliance

Step 5: Resolving Conflicts

- DASs consider each conflict and propose resolution for ISG
- Methods of Resolving Conflicts
  - Allow all Conflicting Scenarios advance to Scenario Analysis;
    - Wait until full analysis to resolve conflict
  - Direct JCSGs (or by consent, MilDeps) to generate additional Scenarios to mitigate conflicts or provide broader option sets; or
  - Direct JCSGs (or by consent, MilDeps) to eliminate one or more of the conflicting Scenarios via following rules:
    - Outside their functional area
    - Nearly identical to another scenario (little benefit)
    - Assumption is incorrect
    - De minimis – not worth effort
    - Other

Unresolved Conflicts may have to go to the IEC

Format for Presenting Conflicts for ISG Approval

Scenarios Involved	Conflicts
■ Close NAS Meridian, MS (DoN) ■ Consolidate Air Force Technical Training at NTTC NAS Meridian (AF) (Notional)	■ Force Structure
Drivers/Assumptions	**Proposed Resolution**
■ Eliminate excess infrastructure (DoN) ■ Consolidated Technical Training Established Joint Training (AF) ■ Principles – Recruit and Train/Organize (AF)	■ Generate Additional scenarios (Allows for a broader option set) •DoN to analyze retaining NAS Meridian •A/F to analysis consolidating at another locations

Step 6: Scenario Analysis

- Responsibility for analysis is dependent on respective functions
- JCSGs/MilDep determine Scenario data needs
- MilDeps collect Scenario specific data
  - 48 Hours from question to data at JCSG
- JCSGs/MilDeps evaluate Scenarios against all 8 Selection Criteria
  - Must document analysis of each Scenario
  - Must justify termination of analysis
  - ISG will review JCSG documentation
- May result in candidate recommendations

BRAC 95 – Example of Scenario Analysis

- Selection Criteria 1 – 4
  - Ability to conduct fixed-wing jet training received most weight and emphasis - Flight training/airspace & airfield facilities attributes
- MILVALUE rankings for DoN UPT Bases
  - NAS Pensacola – 75.65
  - NAS Kingsville (Strike) – 75.65
  - NAS Corpus Christi – 74.09
  - NAS Meridian (Strike) – 71.07
  - NAS Whiting Field – 68.97

BRAC 95 – Example of Scenario Analysis

- Criterion 5
  - The return of on investment is immediate. The total estimated one time cost to implement is $83.4M. The net of all costs and savings is $158.8M . The annual recurring savings after implementation are $33.4M with an immediate payback. The net present value over 20 years is $471.2M
- Criterion 6
  - Assuming no economic recovery, the recommendation could result in a maximum potential reduction of 3324 jobs (2581 direct and 743 indirect) over the 1996-2001 period in the Lauderdale County, MS economic area, which is 8.0 percent of the economic area employment.
- Criterion 7
  - There is no community infrastructure impact at any receiving installation.
- Criterion 8
  - The closure of NAS Meridian will have a generally positive effect on the environment. UPT will be relocated to NAS Kingsville, which is in an air quality control district that is in attainment for CO, ozone, and PM-10. Clean-up at the six IR sites at NAS Meridian will continue. No impact was identified for threatened/endangered species, sensitive habitats and wetlands, cultural/historical resources, land/air space use, pollution control, and hazardous material waste requirements. Adequate capacity exists for all utilities at the receiving base, and there is sufficient space for rehabilitation or unrestricted acres available for expansion.

Step 7: Candidate Recommendations

- A Scenario that a JCSG or Military Department has formally analyzed against all eight selection criteria and which it recommends to the ISG and IEC respectively for SecDef approval.
- JCSGs submit candidate recommendations to ISG by 15 November.
- MilDeps submit to ISG by 31 December (15 Dec Target)
  - For information and conflict identification only, not approval
- ISG
  - Reviews JCSG recommendations to advise IEC
  - Isolates conflicts among JCSGs and MilDeps recommendations and develops position for IEC consideration

BRAC 95 - Example of Candidate Recommendation

- Recommendation: Close NAS Meridian, MS, except retain Counterdrug Training Academy (non-DoD). Relocate Undergraduate Strike Pilot Training function and associated personnel, equipment, and support to NAS Kingsville, TX. Its major tenant, NTTC, will close, and its training functions will be relocated to other training activities, primarily the NSCS, Athens, GA., and NETC, Newport, RI.
- Candidate Recommendation will also include:
  - Justification
  - Payback (formerly Return of Investment)
  - Impacts

BRAC Scenario Tracking Tool

BRAC Scenario Tracking Tool

- Central Repository
- Registration
- Tracks key Scenario information
- Snapshot of what is going on
- Source for identification of Potential Conflicts
- Quantifies actions being conducted at an installation
- Standardizes nomenclature

BRAC Scenario Tracking Tool

- Each Scenario must:
  - Include owner, number, and title for easy identification
  - Specify units/missions/work effort to be transferred
  - Identify losing and receiving sites
  - Address tenants or other facilities/activities that are impacted
  - Reference applicable Transformation Options and Principles
  - Additional info/milestones will be required as analysis proceeds

Includes necessary information to inform ISG