



**DEPARTMENT OF THE NAVY**

OFFICE OF THE SECRETARY  
1000 NAVY PENTAGON  
WASHINGTON, D.C. 20350-1000

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IAT/REV

23 September 2004

MEMORANDUM

Subj: MINUTES OF THE INFRASTRUCTURE EVALUATION GROUP (IEG)  
MEETING OF 16 SEPTEMBER 2004

Encl: (1) 16 September 2004 IEG Meeting Agenda  
(2) DON Analysis Group Brief to IEG of 16 September 2004  
(3) Recording Secretary's Report of IEG Deliberations on  
16 September 2004

1. The fortieth meeting of the Department of the Navy (DON) Infrastructure Evaluation Group (IEG) was convened at 1035 on 16 September 2004 in room 4D447 at the Pentagon. The following members of the IEG were present: Ms. Anne R. Davis, Special Assistant to the Secretary of the Navy for all matters associated with BRAC 2005 (Special Assistant for BRAC), Co-Chair; ADM John B. Nathman, USN, Vice Chief of Naval Operations (VCNO), Co-Chair; VADM Justin D. McCarthy, USN, Deputy Chief of Naval Operations for Fleet Readiness and Logistics (N4), Member; Mr. Thomas R. Crabtree, Director Fleet Training (N7A), U.S. Fleet Forces Command, serving as alternate for VADM Kevin J. Cosgriff, USN, Deputy and Chief of Staff, U.S. Fleet Forces Command, Member; Ms. Carla Liberatore, Assistant Deputy Commandant for Installations and Logistics (I&L), Headquarters, U.S. Marine Corps, serving as alternate for LtGen Richard L. Kelly, USMC, Deputy Commandant for Installations and Logistics (I&L), Member; Mr. Michael Jaggard, Chief of Staff/Policy for Deputy Assistant Secretary of the Navy for Acquisition (DASN(ACQ)), serving as alternate for Dr. Michael F. McGrath, Deputy Assistant Secretary of the Navy, Research Development Test & Evaluation (DASN(RDT&E)), Member; Mr. Robert T. Cali, Assistant General Counsel, Assistant Secretary of the Navy, Manpower & Reserve Affairs (M&RA), Member; Mr. Ronnie J. Booth, Navy Audit Service (NAVAUDSVC), Representative; Mr. Thomas N. Ledvina, Navy Office of General Counsel (OGC), Representative; Mr. David W. LaCroix, Senior Counsel, Infrastructure Strategy and Analysis; CDR Robert E. Vincent II, JAGC, USN, Recorder; and, Capt James A. Noel, USMC, Recorder. Gen William L. Nyland, USMC, Assistant Commandant of the Marine Corps (ACMC), Co-Chair, and LtGen Michael A. Hough, USMC, Deputy Commandant for Aviation (AVN), Member were not present.

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2. The following members of the DON Analysis Group (DAG) were present: Ms. Ariane Whittemore, Assistant Deputy Chief of Naval Operations for Fleet Readiness and Logistics (N4B); RADM Christopher E. Weaver, USN, Commander, Navy Installations Command/Director, Ashore Readiness Division (OPNAV N46); Mr. Paul Hubbell, Deputy Assistant Deputy Commandant for Installations and Logistics (Facilities) Headquarters, U.S. Marine Corps; and, Ms. Debra Edmond, Director, Office of Civilian Human Resources, Assistant Secretary of the Navy, Manpower & Reserve Affairs (M&RA).

3. The following members or representatives of the Functional Advisory Board (FAB) were present: VADM Donald C. Arthur, Jr., MC, USN, Director of Naval Medicine/ Surgeon General of the Navy, N093/ Chief, Bureau of Medicine and Surgery; RADM William R. Klemm, USN, Deputy Commander, Logistics, Maintenance, and Industrial Operations, SEA-04, NAVSEASYSKOM; Mr. George Ryan, OPNAV 091; Mr. Michael Rhodes, Assistant Deputy Commandant for Manpower and Reserve Affairs (M&RA), Headquarters, U.S. Marine Corps; RDML Jan Gaudio, USN, Commandant, Naval District Washington; RDML Robert D. Hufstader, MC, USN, Medical Officer of the Marine Corps; Mr. Barry Dillon, Deputy Commander, Marine Corps Systems Command; Ms. Susan C. Kinney, Deputy Director, Logistics Plans, Policies and Strategic Mobility Division, Headquarters, U.S. Marine Corps; Ms. Karin Dolan, Assistant Director of Intelligence for Intelligence Support, HQMC; Ms. Shanna Poole, Deputy, Logistics Chain Management Center, Installations and Logistics (I&L), Headquarters, U.S. Marine Corps; Col Michael J. Massoth, USMC; CAPT William Wilcox, USN; CAPT Walter F. Wright, SC, USN; CAPT Nancy Hight, MSC, USN; CAPT David W. Mathias, CEC, USN; and, Mr. Thomas B. Grewe.

4. The following members of the IAT were also present: Mr. Dennis Biddick, Chief of Staff; CAPT Jason A. Leaver, USN; CAPT Matthew R. Beebe, CEC, USN; CDR Beth L. Hartmann, CEC, USN; and Maj Stanley D. Sober, USMC. All attendees were provided enclosures (1) and (2). Ms. Davis presented the minutes from the 9 September 2004 IEG meeting for review and they were approved.

5. Ms. Davis used enclosure (2) to provide a status report concerning numerous issues to the IEG. She noted that, during its 9 September 2004 deliberative session, the IEG recommended adding representatives from Deputy Chief of Naval Operations for Plans, Policy and Operations (N3/N5) and Deputy Commandant for Plans, Policies, and Operations (PP&O), Headquarters, U.S. Marine Corps to the DAG. Ms. Davis informed the IEG that

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RDML(sel) Charles Martoglio, USN, Director, Strategy and Policy Division, N51, was appointed to the DAG. Additionally, MajGen Emerson N. Gardner Jr., USMC, Assistant Deputy Commandant for Programs and Resources and Deputy Commandant for Plans, Policies, and Operations, was recommended for appointment to the DAG.

6. Ms. Davis informed the IEG that USD (AT&L) directed the ISG members to recommend approval or deletion of 77 draft transformational options by 17 September 2004. She noted that the original list contained approximately 215 possible transformational options, and DON concurred with the deletion of 138. Ms. Davis explained that she was coordinating the response for the DON ISG Principals through both CNO and CMC staff. She then presented the proposed response for the IEG's review noting that this approach was consistent with the approach undertaken by the other Services. She explained that the proposed response grouped the 77 draft transformational options into four categories:

a. 15 are recommended for SECDEF approval;

b. 42 are recommended for ISG review. These options are targeted to a more specific audience or Service and are more narrow in their application. The ISG should use them to frame scenario development and review JCSG scenarios, but analysis should not automatically be mandated;

c. 15 are recommended for implementation outside the BRAC process due to the fact that they are policy oriented; and,

d. 5 are duplicative.

7. Ms. Davis informed the IEG that DEPSECDEF promulgated the classified Integrated Global Presence and Basing Strategy (IGPBS) document on 13 September 2004 and requested comments by the Infrastructure Executive Council (IEC) by 20 September 2004. An unclassified portion includes overseas basing changes that will be implemented through BRAC. Specifically, the IGPBS document directs the Navy to establish an additional Aircraft Carrier Strike Group (CSG) forward in the Pacific Command Area of Responsibility. Ms. Davis stated that the IEC is directed to ensure BRAC recommendations accommodate listed IGPBS decisions by using the BRAC process to select appropriate receiver locations. She noted that the DAG and IEG would ensure any mandatory scenarios are implemented within the BRAC 2005 process.

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8. The IEG moved into deliberative session at 1045. See enclosure (3). The next meeting of the IEG is scheduled for 23 September 2004. The meeting adjourned at 1125.



Anne Rathmell Davis  
Co-Chair, IEG

**TAB 1**



**TAB 2**



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*DON Analysis Group*

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**DON Analysis Group**  
**Brief to**  
**Infrastructure Evaluation Group**

**16 September 2004**



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## **Agenda**

- **Status Updates**
  - **DAG Composition**
  - **Transformational Options**
  - **Integrated Global Presence and Basing Study (IGPBS) and BRAC**
- **Timeline/Scenario Approach**
- **Risk Assessment Methodology**
- **Scenario Development**
  - **Phase One: Air Operations**
  - **Phase One: Reserve Centers**



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## **Status: DAG Composition**

- **IEG Meeting 9 Sep recommended representatives from N3/5 & PP&O be added to DAG membership**
  - **RDML(sel) Charles Martoglio, N51**
    - **Attended 14 Sep DAG**
  - **MajGen Emerson Gardner, Dep CMC P&R (pending nomination)**
    - **Begin 21 Sep DAG (tentative)**



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## **Status: Transformational Options**

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- **ISG Members and JCSG Chairs tasked by USD (AT&L) to review by 17 Sep 04**
  - TOS = Required scenarios
  - 77 TOS recommended for approval; 138 TOS recommended for disapproval
- **Response will recommend putting the 77 approved TOS into four categories**
  - SECDEF TOS: overarching, broad
  - TOS to be addressed by ISG: targeted at more specific audience
  - TOS that can be implemented outside of BRAC: policy oriented
  - TOS that are duplicative: delete



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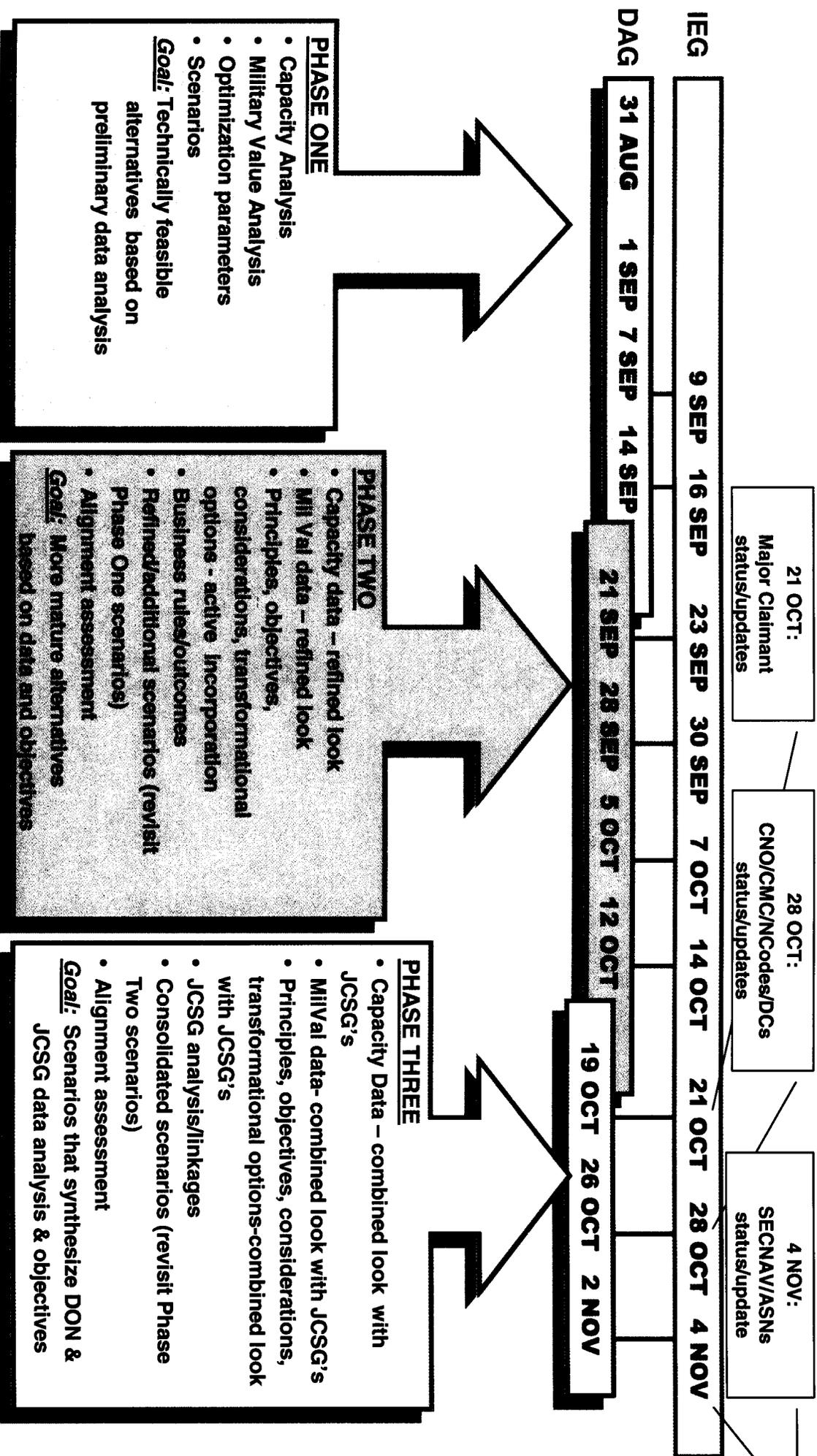
**Status: IGPBS**

- **Draft transmittal signed out by DEPSECDEF 13 Sep 04 for coordination**
  - Comments by IEC members due 20 Sep 04
- **IEC tasked to ensure BRAC recommendations accommodate listed IGPBS decisions**
  - Use BRAC process to select receiving locations
- **Contains only decisions requiring restationing units in U.S.**
  - Several Army, 1 Air Force, 1 Navy
  - Navy: “Establish an additional Aircraft Carrier Strike Group (CSG) forward in the Pacific Command Area of Responsibility”
- **DAG/IEG to analyze and include in scenarios**



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# Scenario Development

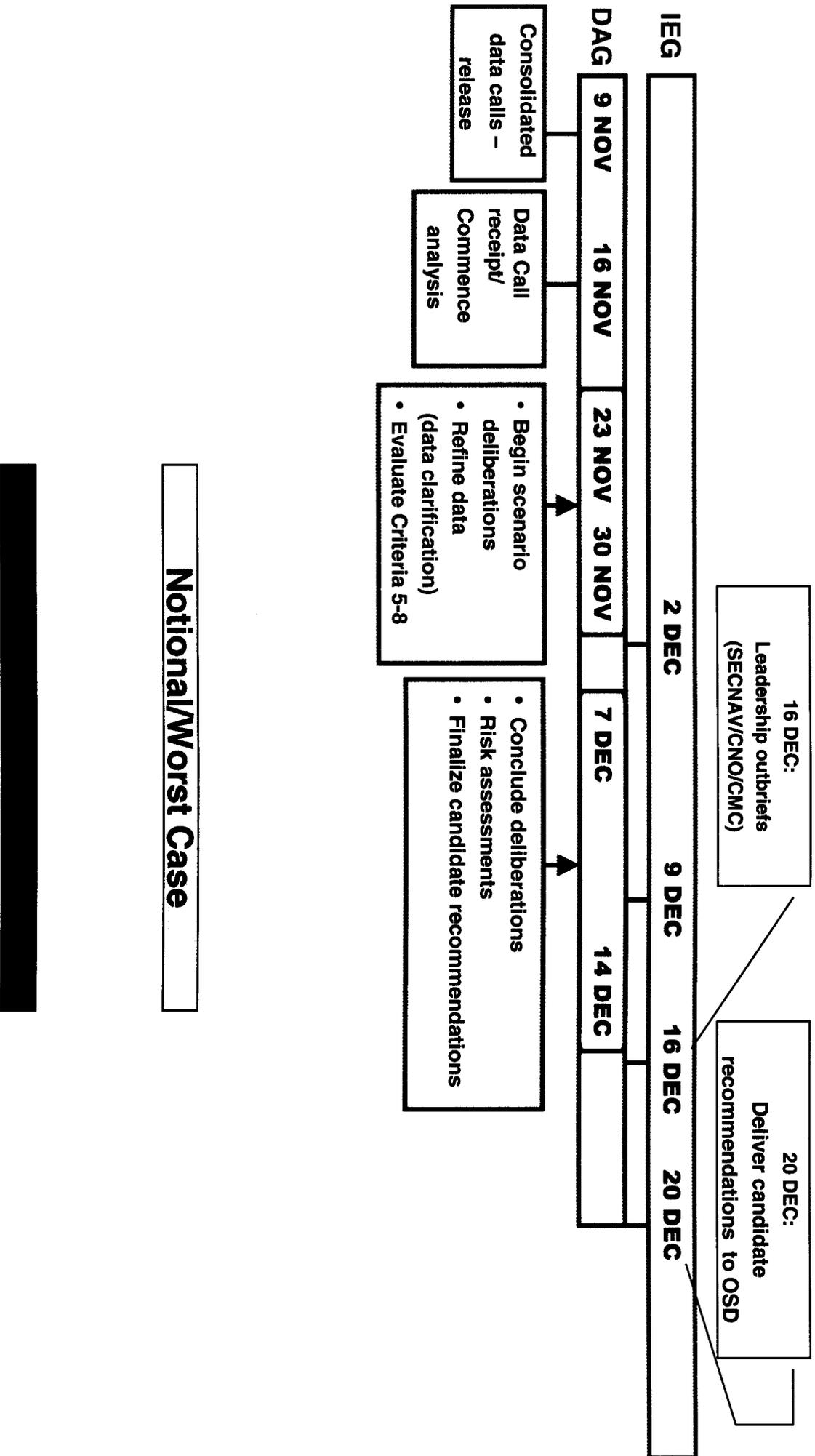


## Revised Process/Timeline



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# Scenario Analysis/ Recommendation Development





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**Scenario**  
**Alignment Assessment**

Scenario Divergence

Excess Capacity Reduction

- 0: Significant capacity reduction
- 1: Some capacity reduction
- 2: Little or no capacity reduction

Principles, Objectives and Considerations

Alignment

- 0: Operationally aligned
- 1: Aligned but independent of operational considerations
- 2: Minimal alignment
- 3: No apparent alignment

Transformational Options

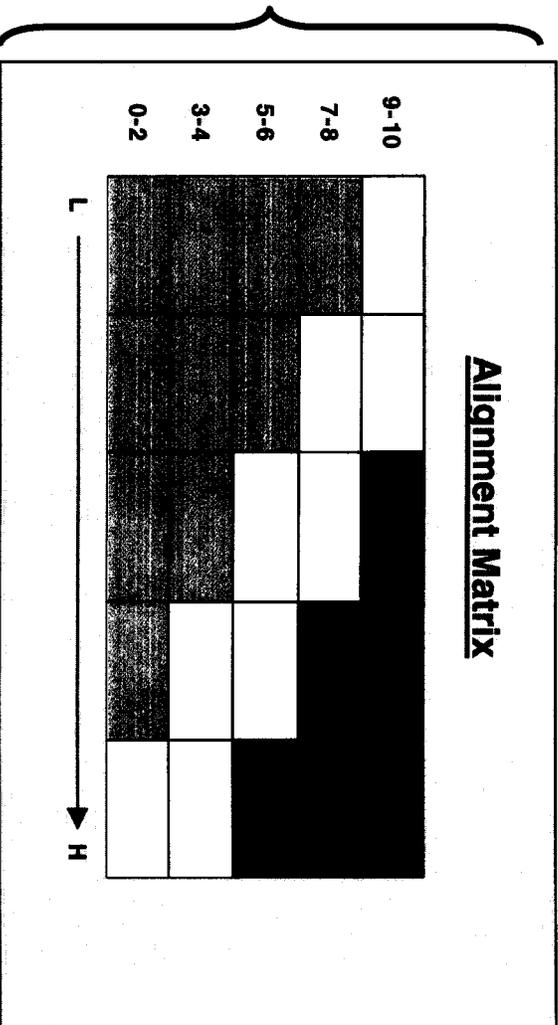
- 0: Resulting from a Transformational Option
- 1: Not resulting from a Transformational Option

Function/Scenario Alignment

- 0: Aligned with other functions/scenarios
- 1: Not aligned with or independent of other functions/scenarios
- 2: Conflicts with other functions/scenarios

Expansion Capability/Flexibility

- 0: Significant ability to increase footprint
- 1: Limited ability to increase footprint
- 2: No ability to increase footprint



Alignment Matrix

**Military Value**  
 (Losing Activity)



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**Candidate Recommendation**  
**Risk Assessment**

**Executability Risk**

**Investment Recoupment**

- 0: Immediately self financing or significant return on investment
- 1: Investment recoverable in 2-4 years
- 2: Significant investment is required and is not recoverable in less than 4 years

**Savings/Intangibles**

- 0: Minimal or none known
- 1: Savings potential low or uncertain; potential impact on quality of service/morale of force
- 2: Great uncertainty regarding savings; impact on quality of service/morale of force likely

**Economic Impact**

- 0: Low direct/indirect job losses in community; cumulative effect of all actions is minimal
- 1: Some direct/indirect job losses but community should recover quickly
- 2: Greater potential economic effect on community due to single action or cumulative effort of all actions

**Community Infrastructure Impact**

- 0: Receiving site community(ies) readily able to absorb forces, missions, personnel
- 1: Some potential impact on receiving site community(ies) but absorption likely over time
- 2: Impact on receiving community likely; uncertainty regarding absorption of forces, missions, personnel

**Environmental Impact**

- 0: Minimal impact at receiving site or no risk of executability
- 1: Mitigation at receiving site required but possible; unexpected increase in environment restoration requirements at losing site
- 2: Complex mitigation at receiving site probable; uncertainty about executability

**Risk Matrix**

	9-10				
	7-8				
	5-6				
	3-4				
	0-2				
<b>Efficiency</b>					
	Low Internal	Medium Internal	High Internal	External	

**Wartighting/Readiness Risk**

- (E) **Efficiency**
  - Output is unchanged but operating costs are reduced
- (L) **Low internal**
  - Minor impact on manning, training and/or equipment
- (M) **Medium internal**
  - Reduced capability, but still mission capable
- (H) **High internal**
  - Significant impact, approaching point which affects ability to deploy forces
- (X) **External**
  - Quality and quantity of output are both reduced, unwilling to deploy some forces



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## **Phase One Air Operations**

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- **Evaluated data to assess capacity & military value**
- **Applied business rules/model parameters to bound operational viability of model outputs**
- **Developed initial laydowns from optimization results based on Force Structure Plan (FSP)**
  - **Attempted to do aviation laydown in model**
  - **Too many embedded assumptions/global rules led to illogical/inefficient results**
- **Phase Two**
  - **Further refine/review data to develop viable scenarios**
  - **Incorporate Army/Air Force bases into analysis**



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## **Phase One: Reserve Centers**

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- **Evaluated data to assess capacity & military value**
- **Applied business rules/model parameters to bound operational viability of model outputs**
- **Developed initial scenario proposals – Close 18 NRCs/NMCRCs**
  - **Consistent with NAVRES 50 State Review and RCPAT**
  - **IEG Decision – Approve scenarios subject to further refinement**
- **Phase Two**
  - **Reconcile data with Reserve HQ transformation plans**
  - **Effects of other scenarios closing host bases**

**TAB 3**

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## INFRASTRUCTURE ANALYSIS TEAM

ODASN (IS&A), 2221 South Clark Street, Suite 900, Arlington, VA 22202

(703)-602-6500

RP-0211  
IAT/REV  
22 September 2004

MEMORANDUM FOR THE INFRASTRUCTURE EVALUATION GROUP (IEG)

Subj: REPORT OF IEG DELIBERATIONS OF 16 SEPTEMBER 2004

Encl: (1) DON Analysis Group Brief to IEG of 16 September 2004

1. The twenty-fourth deliberative session of the Department of the Navy (DON) Infrastructure Evaluation Group (IEG) convened at 1045 on 16 September 2004 in room 4D447 at the Pentagon. The following members of the IEG were present: Ms. Anne R. Davis, Co-Chair; ADM John B. Nathman, USN, Co-Chair; VADM Justin D. McCarthy, USN, Member; Mr. Thomas R. Crabtree, alternate for VADM Kevin J. Cosgriff, USN, Member; Ms. Carla Liberatore, alternate for LtGen Richard L. Kelly, USMC, Member; Mr. Michael Jaggard, alternate for Dr. Michael F. McGrath, Member; Mr. Robert T. Cali, Member; Mr. Ronnie J. Booth, Navy Audit Service, Representative; and, Mr. Thomas N. Ledvina, Navy Office of General Counsel, Representative. The following members of the DON Analysis Group (DAG) were present: Ms. Ariane Whittemore; RADM Christopher E. Weaver, USN; Mr. Paul Hubbell; and, Ms. Debra Edmond. The following members or representatives of the Functional Advisory Board (FAB) were present: VADM Donald C. Arthur, Jr., MC, USN; RADM William R. Klemm, USN; Mr. George Ryan; Mr. Michael Rhodes; RDML Jan Gaudio, USN; RDML Robert D. Hufstader, MC, USN; Mr. Barry Dillon; Ms. Susan C. Kinney; Ms. Karin Dolan; Ms. Shanna Poole; Col Michael J. Massoth, USMC; CAPT William Wilcox, USN; CAPT Walter F. Wright, SC, USN; CAPT Nancy Hight, MSC, USN; CAPT David W. Mathias, CEC, USN; and, Mr. Thomas B. Grewe. The following members of the IAT were also present: Mr. Dennis Biddick, Chief of Staff; Mr. Dave LaCroix, Senior Counsel; CAPT Jason A. Leaver, USN; CAPT Matthew R. Beebe, CEC, USN; CDR Beth L. Hartmann, CEC, USN; CDR Robert E. Vincent II, JAGC, USN; Maj Stanley D. Sober, USMC; and, Capt James A. Noel, USMC. All attendees were provided enclosure (1).

2. Ms. Davis informed the IEG that the ISG reviewed the status of data analysis at its 10 September 2004 meeting and determined that it would be premature to issue scenario data calls at this time. The ISG has tentatively scheduled issuance of consolidated scenario data calls in early November 2004 in order to allow the JCSGs and Services an opportunity to reconcile data

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and refine the scenario development process. Ms. Davis used slides 6 and 7 of enclosure (1) to outline the revised timeline for the DON BRAC process. She noted that, rather than a rolling series of scenario data calls, the timeline assumes a consolidated set of more refined scenario data calls that would probably be issued in early November 2004, with a seven-day turnaround for responses from the activities. The revised timeframe is expected to promote more comprehensive and pristine data. The revised OSD timeline has a notional due date of 20 December 2004 for JCSG delivery of candidate recommendations for closure or realignment to the ISG.

3. Referring to slide 6 of enclosure (1), Ms. Davis described a proposed three-phased approach to scenario development. Phase One will produce technically feasible alternatives based primarily on data analysis. The DAG and IEG should complete this phase of analysis by 21 September 2004. Phase Two will involve a more refined look at capacity and military value data along with a review of DOD Principles, DON Objectives and Considerations, and Transformational Options. Phase Two will also include the development of business rules/outcomes designed to produce more refined scenarios that will then be put through an alignment assessment in order to develop refined alternatives. Phase Three will include a combined review of the DON scenarios with JCSG data, analyses, and scenarios to produce consolidated scenarios that synthesize DON and JCSG data analysis and objectives. Ms. Davis informed the IEG that OSD has not indicated at this time whether the Services will issue scenario development data calls simultaneously with the JCSGs. She noted that the Services will collect the certified data for all scenario development data calls and forward it to the appropriate JCSG.

4. Recognizing the critical importance of integrating and prioritizing JCSG and Service-generated scenarios, the IEG directed the DAG to assess whether it was feasible to develop a prioritization process for the IEG's review. Ms. Davis indicated that the DAG will address this issue at its 21 September 2004 deliberative session.

5. Ms. Davis informed the IEG that if JCSG recommendations were due by 20 December 2004, then Service-specific recommendations would probably be due in early 2005. In order to provide outbriefs to DON leadership and meet this notional deadline, the IEG will need to finalize candidate recommendations for closure or realignment by mid-December 2004. The IEG noted a desire to adhere to all deadlines imposed by the ISG in order to ensure

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DON and JCSG analyses and scenarios were mutually informed. However, the IEG expressed concern about the ability to meet the OSD timeline and tasked the DAG with drafting a memo to the IEG Chair requesting a refined BRAC timeline be made an agenda item for an upcoming ISG meeting. The DAG will also coordinate an alternative timeline with the other Services and JCSGs and present it to the IEG for review as a potential proposal to inform ISG discussion. The IEG will review the alternative deadline and consider proposing it as an agenda item to the ISG.

6. Ms. Davis reminded the IEG that, at its 9 September 2004 deliberative session, it directed the DAG to develop a risk assessment tool. She informed the IEG that the DAG drafted a scenario alignment assessment tool, which assesses a scenario's divergence from excess capacity reduction, DOD Principles, DON Objectives and Considerations, and Transformational Options and compares it against the military value for the activity being closed or realigned. See slide 8 of enclosure (1). During Phase Two, this tool will ensure DON scenarios align with all identified factors. During Phase Three, this tool would be used to ensure JCSG and DON scenarios align with each other and comport with DON Objectives and outcomes. Ms. Davis informed the IEG that the DAG also drafted a Candidate Recommendation Risk Assessment tool. This tool contained Executability and Warfighting/Readiness Risk assessments. See slide 9 of enclosure (1). She explained that this tool would be used before final recommendations for closure or realignment are forwarded to SECNAV for submission to OSD. The IEG directed the DAG to continue to refine these tools.

7. Utilizing slide 10 of enclosure (1), Ms. Davis discussed the status of the Aviation Operations Function optimization model rules and data. She noted that the DAG evaluated the certified data to assess the capacity and military value and applied business rules and optimization model parameters to bound operational viability of model outputs. Specifically, the DAG wanted to place aviation-type models at installations that currently, or have plans to, base this type of aircraft. Additionally, the DAG attempted to develop initial laydowns from the optimization results based on the 20-year Force Structure Plan. The DAG determined that too many embedded assumptions and global rules led to illogical and inefficient model results. Accordingly, the DAG decided to conduct Phase Two analysis by further refining and reviewing the capacity and military value data, reviewing DOD Principles and DON Objectives and Considerations, and applying military judgment, in order to develop viable scenarios. The DAG will also incorporate

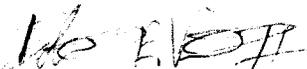
Subj: REPORT OF IEG DELIBERATIONS OF 16 SEPTEMBER 2004

applicable Army and Air Force bases into its analysis when that data is received.

8. Ms. Davis used slide 11 of enclosure (1) to discuss the status of HSA Reserve Centers Function optimization model. She noted that the DAG evaluated the certified data to assess the capacity and military value. She also indicated that the IAT HSA Team had consulted with both Navy and Marine Corps Reserve Headquarters to ensure the assessment concerning excess capacity was accurate. Furthermore, the DAG applied business rules and optimization model parameters to bound operational viability of model outputs. The DAG approved constraints designed to ensure regional distribution of reserve centers throughout the United States, maximize the use of Reserve Centers located onboard active duty military installations, maintain existing travel time and distance levels for drilling reservists, ensure the last remaining reserve center within a state is not closed, and align with existing Navy and Marine Corps Reserve Headquarters plans and initiatives. These initiatives include the Reserve Component Process Action Team developments and the Navy Reserve Headquarters 50 state review.

9. Ms. Davis informed the IEG that the DAG developed initial scenario proposals to close 18 Reserve Centers. Ms. Davis noted that each scenario was stand-alone since closing one of the reserve centers did not affect the status of the remaining 17 reserve centers. The IEG approved the 18 scenarios subject to further refinement during the Phase Two process, which should incorporate Army and Air Force bases into the analysis when that data is received.

10. The deliberative session adjourned at 1125.

  
ROBERT E. VINCENT II  
CDR, JAGC, U.S. NAVY  
Recorder, IAT