

MM-0009-F1
IAT/MMC
24 Mar 03

MEMORANDUM FOR THE RECORD

Subj: JOINT CROSS-SERVICE GROUP ORIENTATION FOR BRAC 2005

Encl: (1) JCSG Orientation Briefing slides (29 pages)
(2) Nondisclosure Statement sample

1. On 19 March 2003 a BRAC 2005 orientation briefing was held in the Pentagon, Room 4D710 by Mrs. Anne R. Davis, Deputy Assistant Secretary of the Navy for Infrastructure and Analysis (DASN (IA), for the Department of the Navy (DON) members of the Joint Cross-Service Group (JCSG). The following members of the Infrastructure Evaluation Group (IEG) were present: Mrs. Anne R. Davis, DASN (IA), Vice Chair; VADM Charles W. Moore Jr., USN, Deputy Chief of Naval Operations for Fleet Readiness and Logistics (N4), Member; Mr. Thomas R. Crabtree, Director, Shore Activities Readiness, U.S. Atlantic Fleet, serving as Alternate for VADM Albert H. Konetzni Jr., USN, Deputy and Chief of Staff, U.S. Atlantic Fleet, Member; LtGen Richard L. Kelly, USMC, Deputy Commandant for Installations and Logistics (I&L), Member; Mr. Michael F. McGrath, Deputy Assistant Secretary of the Navy for Research Development Test & Evaluation (DASN (RDT&E)), Member; Mr. Thomas N. Ledvina, Navy Office of General Counsel (OGC) Representative; Mr. James Recasner, Senior Counsel, Infrastructure Analysis; and CDR Margaret M. Carlson, JAGC, USN, Recorder. Mr. H. T. Johnson, Assistant Secretary of the Navy, Installations and Environment (ASN (I&E)), Chair; LtGen Michael A. Hough, USMC, Deputy Commandant for Aviation (AVN), Member; and Dr. Russ Beland, Deputy Assistant Secretary of the Navy for Manpower Analysis and Assessment (DASN (MA&A)), Member, were absent.

a. The following members of the JCSG were present: VADM Gerald L. Hoewing, Chief of Naval Operations for Manpower and Personnel (OPNAV N1) who joined the briefing while in progress and departed early; VADM Michael L. Cowan, Director of Naval Medicine; RADM Christopher E. Weaver, Commandant, Naval District Washington; RADM William R. Klemm, Deputy Commander, Logistics, Maintenance and Industrial Operations, Naval Sea Systems Command; RADM Linda J. Bird, Director, Supply, Ordnance and Logistics Operations Division, (OPNAV N41); RDML Robert D. Hufstader, Medical Officer of the Marine Corps; BGen Robert Dickerson, Director, Logistics, Plans, Policies and Strategic Mobility Division, Headquarters, United States Marine Corps (HQ USMC), Installations and Logistics; and BGen Ron Coleman, Director, Facilities and Services Division, HQ USMC, who joined the briefing while in progress.

b. The following members of the Infrastructure Analysis Group (IAT) were present: CAPT Albert J. Banks, Deputy DASN (IA); CAPT Jan G. Rivenburg, Education/Training Analysis; CDR Ginger B. Rice, Special Assistant to DASN (IA); and Maj. Adam W. Coons, Operational Analysis Team.

c. CAPT David Stewart, Office of the Chairman of the Joint Chiefs of Staff, Logistics/Engineering Division, (CJCS (J4/ED)) and LCDR Ellen Emerson, aide for VADM Gerald L. Hoewing, OPNAV N1, also attended.

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2. All present received enclosure (1). Enclosure (2) was signed by all JCSG members present and returned to the Recorder. The orientation commenced at 0905 and Mrs. Davis briefed enclosure (1). She highlighted that the 2005 BRAC round was based on the Defense Base Closure and Realignment Act of 1990, as amended by the 2002 DOD Authorization Act. The process is meant to be fair and objective based on only certified data. The JCSGs responsibility is to analyze functions that are "common business-oriented support functions" across the Services. The Office of the Secretary of Defense (OSD) has proposed six functional areas for the JCSG members, page 24 of enclosure (1). By 31 March 2003, the JCSGs must submit a written report to the Infrastructure Steering Group (ISG) on the JCSGs' recommendations as to the analytical construct for each of their particular functional areas.

3. The brief adjourned at 1058.


M. M. Carlson
CDR, JAGC, USN
IEG Recorder

JCSG Orientation BRAC 2005

Anne Rathmell Davis
DASN (Infrastructure Analysis)

19 March 2003

ENCLOSURE (1)

Agenda

- **BRAC Law and History**
- **Guidance Issued**
- **Process Description**
- **JCSG Organization and Tasks**
- **Timeline**
- **Keys to Success**

History of Base Closure Initiatives

- Before 1977, base closure was common occurrence
 - Questions about economic impact and fairness
- Legislation restricted closures for a decade (10 USC 2687)
 - Requires notice to Congress and preparation of economic, environmental and strategic consequence reports
- In 1988, Secretary Carlucci and Congress agreed to a Commission
 - The 1988 Commission chose the bases to close or realign
- In 1990, Congress passed new base closure legislation
 - PL 101-510 as amended
 - SECDEF-driven process
 - Presidential Commission

Defense Base Closure and Realignment Act of 1990 (PL 101-510 as amended)

- Originally established 1991, 1993, 1995 Defense Base Closure and Realignment Commissions
 - 2002 DOD Authorization Act added 2005 round
 - Some differences, but basic process the same
- **Fair and objective process**
 - All activities treated equally
 - All decisions based on:
 - Force Structure Plan
 - Selection Criteria (Military Value Primary)
 - Statutory timeline with go/no go points
- Use only certified data

Statutory Responsibilities

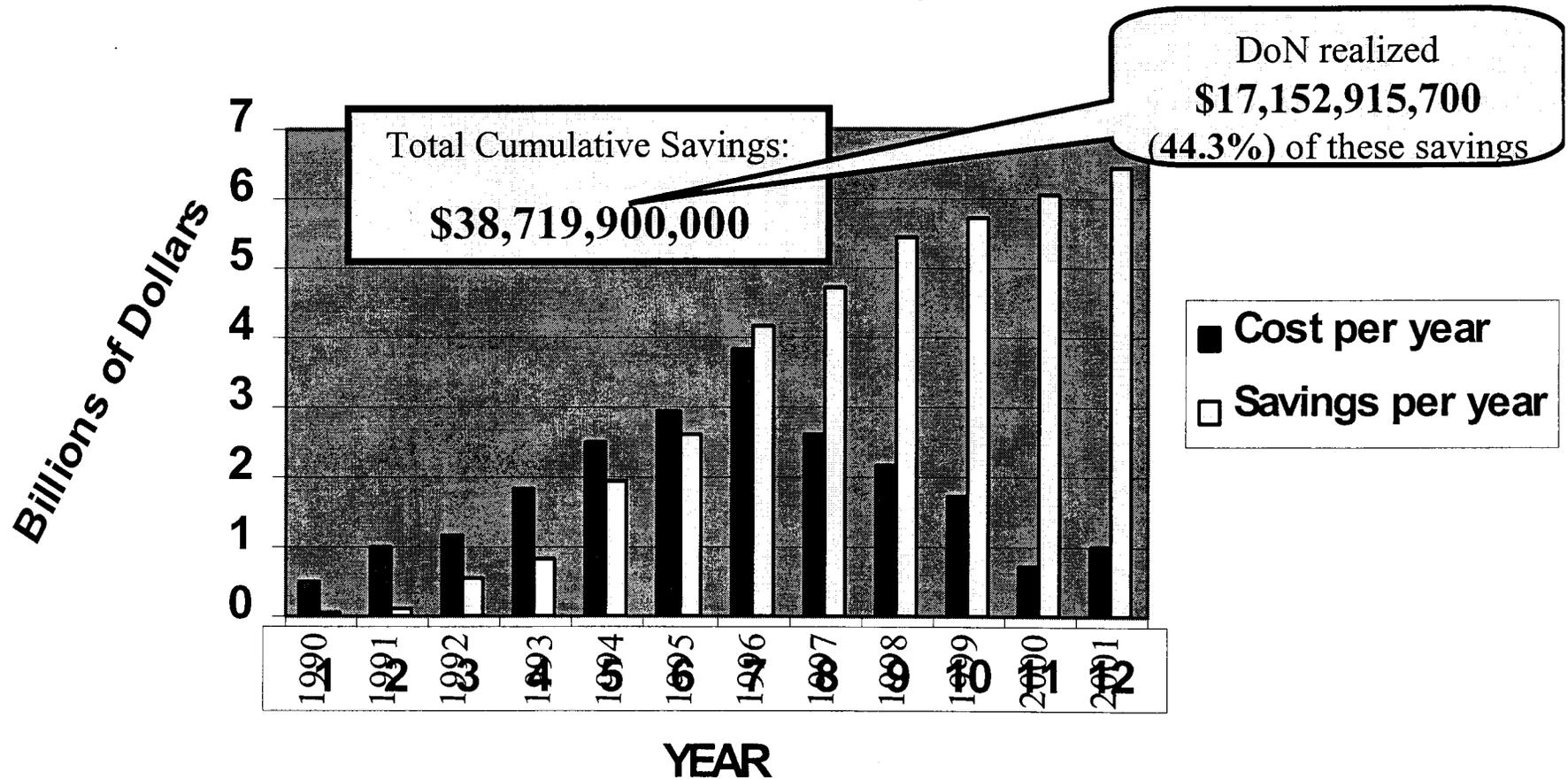
- **Secretary of Defense**
 - Proposes selection criteria
 - Develops force structure plan
 - Recommends closures and realignments
- **Commission**
 - Reviews recommendations
 - Conducts public hearings
 - Forwards recommendations to President
- **President**
 - Nominates Commissioners
 - Approves Commission recommendations
 - Forwards recommendations to Congress
- **Congress**
 - Confirms Commissioners
 - Oversees process and “approves” final list (all or none)

“Major” Closure Decisions

- **BRAC 88**
 - 16 total
 - 4 Navy
- **BRAC 93**
 - 28 total
 - 19 Navy
 - 1 Marine Corps
- **BRAC 91**
 - 26 total
 - 8 Navy
 - 1 Marine Corps
- **BRAC 95**
 - 27 total
 - 8 Navy

**Four BRAC Commissions resulted in:
97 Major Closures, 499 Recommendations**

DOD BRAC Cost - Savings Realized



Year	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
Cost per year	0.505	0.981	1.156	1.821	2.523	2.918	3.85	2.627	2.168	1.713	0.706	1.023
Savings per year	0.036	0.123	0.566	0.841	1.918	2.589	4.183	4.749	5.449	5.749	6.061	6.455

Statutory Differences

BRAC 1995

- 8 Commissioners appointed by the President
- Recommendations based on 6-year force structure plan and selection criteria
- Selection criteria developed by OSD
- Considered all military installations inside the US equally
- All data certified as accurate and complete
- Special consideration given to official statement from local government requesting closure or realignment of adjacent installation
- Commission could add bases only if determined change was consistent with force structure plan and selection criteria

BRAC 2005

- **9 Commissioners appointed by the President**
- **Recommendations to be based on 20-year force structure plan, world-wide infrastructure inventory and requirements, and selection criteria (military value primary)**
- Selection criteria developed by OSD but **some statutory requirements**
- Must consider all military installations inside the US equally
- All data must be certified as accurate and complete
- **Must consider notice from local government in vicinity of installation that would approve of closure or realignment**
- **May recommend installation be placed in inactive status**
- **Privatization allowed only if is specified in recommendation and Commission finds is most cost-effective method of implementation**
- Commission can add bases only if determine change is consistent with force structure plan and selection criteria, **SECDEF is given opportunity to explain why not included, and decision is unanimous**

Selection Criteria

BRAC 1995 OSD Developed

Military Value

- The current and future mission requirements and the impact on operational readiness of the Department of Defense's total force
- The availability and condition of land, facilities and associated airspace at both the existing and potential receiving locations
- The ability to accommodate contingency, mobilization, and future total force requirements at both the existing and potential receiving locations
- The cost and manpower implications

Return on Investment

- 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

- The economic impact on communities
- The ability of both the existing and potential receiving communities' infrastructure to support forces, missions and personnel
- The environmental impact

BRAC 2005 Statutory Requirements

Military Value

- **Preservation of training areas** suitable for maneuver by ground, naval, or air forces to **guarantee future availability** of such areas to ensure the readiness of the Armed Forces
- Preservation of military installations in the United States as staging areas for the use of the Armed Forces in **homeland defense missions**
- Preservation of military installations throughout a **diversity of climate and terrain areas** in the United States for training purposes
- The impact on **joint warfighting, training, and readiness**
- Contingency, mobilization, and future total force requirements at both existing and potential receiving locations to support operations and training

Return on Investment

- 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
- The effect of the proposed closure or realignment on the **costs of any other activity of the Department of Defense or any other Federal agency** that may be required to assume responsibility for activities at the military installations

Impacts

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

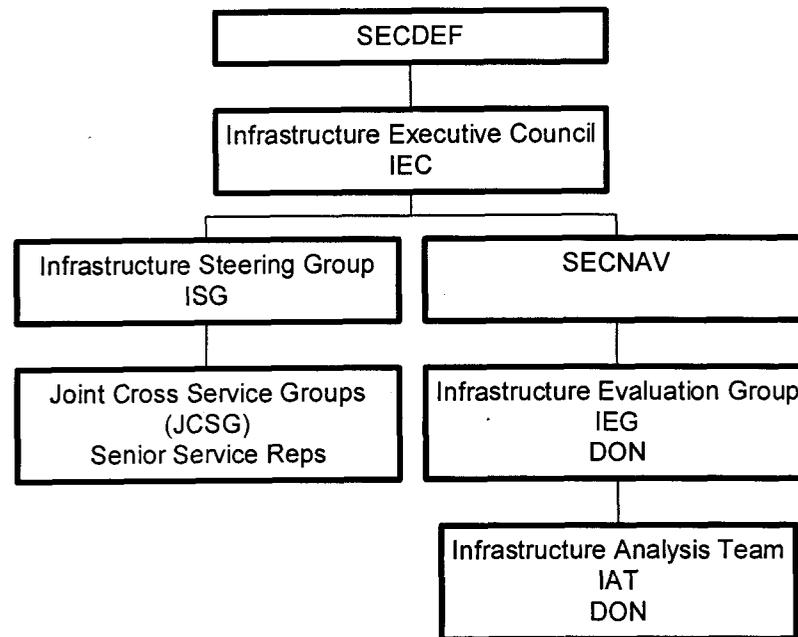
Key Differences Between BRAC 1995 and BRAC 2005

- 05 Budget Submit Report
 - Worldwide inventory of infrastructure
 - Infrastructure requirements report
 - Certification of need for round and of timing of resultant savings
- 20-year force structure plan
- Prior selection criteria inapplicable
- **Explicit consideration of “jointness”**

BRAC 2005 Guidance

- **Goals:**
 - Elimination of excess physical capacity
 - Transformation by rationalizing infrastructure with defense strategy
- **DoD established two groups**
 - Infrastructure Executive Council (IEC) – policy and oversight
 - Infrastructure Steering Group (ISG) – joint cross-service analyses
- **Key element: analyze functions that are common business-oriented support functions across the Services**
 - Joint cross-service teams to analyze common business-oriented support functions
 - Service unique functions
- **DON groups established**
 - Infrastructure Evaluation Group – recommendation development
 - Infrastructure Analysis Team – analytic support

BRAC 2005 Organizations



BRAC Process Framework

- All activities treated equally
- Use only certified data
- All decisions based on:
 - Force Structure Plan
 - Selection Criteria (Military Value Primary)
- Develop requirements (functional) from Force Structure Plan
- Develop measure for capacity (metrics) by function
- Evaluate existing capacity to develop alternatives (selection criteria)
- Optimize functional capability and eliminate excess capacity

Capacity Analysis

- Compares present base structure to future force structure requirements to determine if excess
- 1993 and 1995 measures were “throughput” for each type of installation
- Captured generic facility requirements and relationships of the installation to force structure
 - E.g. units of throughput at air station = number of aircraft squadrons housed and supported
 - E.g. at a training center = number of personnel trained in a fiscal year
- If excess capacity identified, installation merited further analysis for military value

Selection Criteria

- OSD publish draft criteria by 31 Dec 03
- Generally encompass:
 - Military Value
 - Return on investment
 - Impacts
- With force structure plans, must form basis of all final recommendations
- Requires development of methodology/measure to perform each part of analyses

Military Value

- The “primary consideration” in the making of recommendations
- Shall include at a minimum:
 - Preservation of training areas for maneuver to ensure future readiness
 - Preservation of installations as staging areas for homeland defense missions
 - Preservation of installations throughout diversity of climate/terrain for training
 - Impact on joint warfighting, training, and readiness
 - Contingency, mobilization, future force needs at existing and receiving location to support ops/training
- Issues
 - Functions verse Bases
 - Appropriate “measures”

Configuration Analysis

“Optimization Methodology”

- Capacity analysis and military value analyses combined into an analytic model
- Models developed based on specific characteristics of facilities
- Identified sets of installations that meet DoN needs, while eliminating excess capacity
- Generated multiple alternatives for consideration to account for future force structure and meet operational or policy considerations
- Provided starting point for development of closure and realignment scenarios
- Expect use by JCSSGs in BRAC 2005

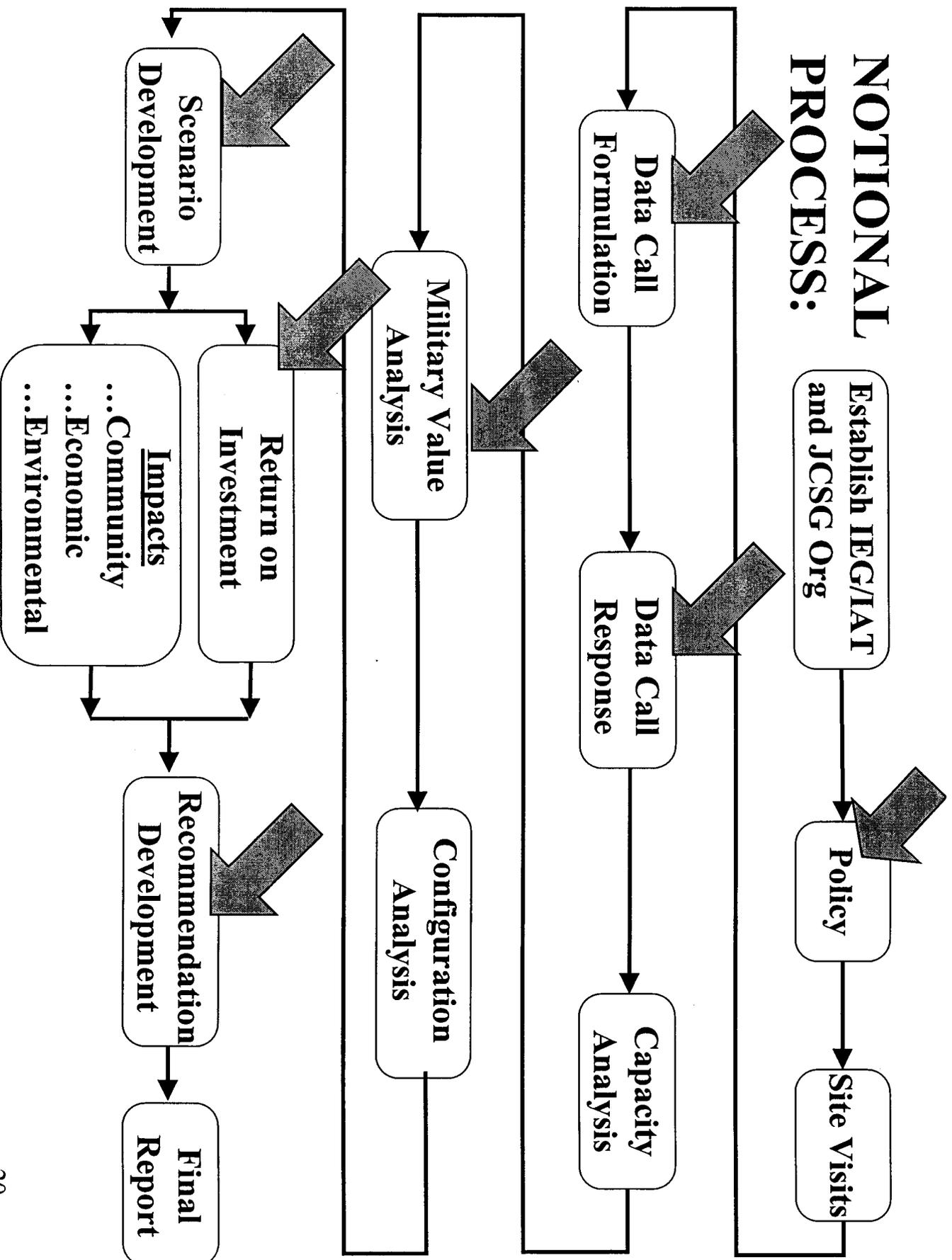
Return on Investment

- **Selection criteria considerations:**
 - Extent and timing of potential costs and savings
 - Effect on Department and other agency costs
- **COBRA (Cost Of Base Realignment Actions) model**
- Uses readily available data to perform “Return on Investment” calculation
- Compares estimated costs of stationing alternatives
- Provides consistent method for evaluating closure / realignment options
- Key output value “Return of Investment year”
 - The point in time where savings generated equal (and then exceed) costs incurred
- **Army is lead service to develop model for 2005**

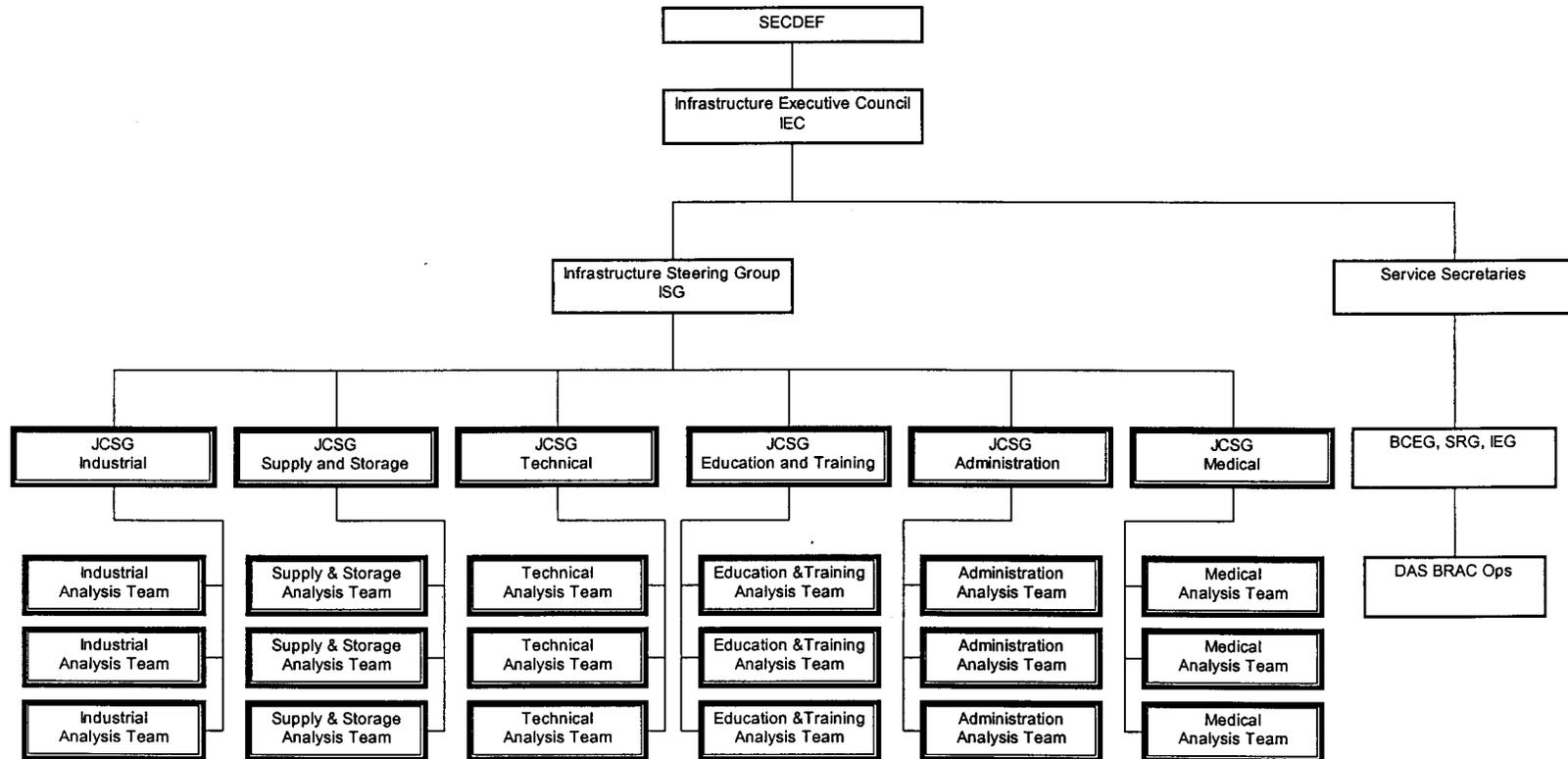
Impacts Analysis

- Ensures effects of taking action are considered
- Address at a minimum:
 - Economic impact on existing communities
 - Ability of existing/receiving communities' infrastructure to support forces, missions, and personnel
 - Costs for environmental restoration, waste management, and environmental compliance activities
- Military Value still “Primary consideration”

NOTIONAL PROCESS:



BRAC 2005 JCSG Organization



Analysis Teams Charter

- ✓ Established for each subfunction
- ✓ Analyze subfunction data
- ✓ Evaluate alternatives
- ✓ Develop recommendations for that subfunction
- ✓ Report to JCSG

JCSG Charter (2/3 stars)

- ✓ Recommend how analysis conducted
 - How many groups (teams)
 - Who leads
 - Membership of working level
- ✓ Make Process Decisions
- ✓ Resolve disputes
- ✓ Integrate all groups (teams) within area
- ✓ Take recommendations forward to ISG

JCSG Membership

<p><u>Industrial</u> OSD -- Mr. Michael Wynne PDUSD AT&L (lead) Jt Staff – Col Paul Brygider, J-4 Army – MG “Hap” McManus, AMC Air Force -- Mr. Ron Orr PDASAF I&E Navy -- RADM Bill Klemm NAVSEA-04 Marine Corps -- BGen Robert Dickerson LP (to be replaced by BGen Edward Usher)</p>	<p><u>Supply/Storage</u> OSD/Joint Staff -- VADM G.S. Holder J-4 (lead) Army -- LTG Charles Mahan G-4 Air Force -- LtGen Michael E. Zettler DCS I&L Navy -- RADM Linda Bird OPNAV N41 Marine Corps -- BGen Ron Coleman LF (to be replaced by BGen Willie Williams)</p>	<p><u>Technical</u> OSD -- Dr. Ronald Segal DDR&E (lead) Jt Staff – CAPT David Stewart, J-4 Army – Dr. John Foulkes TEMA Air Force -- Dr. J. Daniel Stewart AFMC Navy -- RADM Jay Cohen ONR Marine Corps -- BGen William Catto MARCORSSCOM</p>
<p><u>Education/Training</u> OSD -- Mr. Charlie Abell PDUSD P&R (lead) Jt Staff – CAPT Bruce Russell, J-7 Army – MG James Lovelace Deputy G-3 Air Force -- Mr. Michael Dominguez ASAF MRA Navy -- VADM Gerry Hoewing OPNAV N1 Marine Corps -- BGen George Flynn TECOM</p>	<p><u>Administrative</u> OSD -- Mr. Raymond Dubois DUSD I&E Jt Staff – Col Scott West, J-8 Army -- Mr. John McDonald DUSA (lead) Air Force -- Mr. William A. Davidson AA SAF Navy -- RADM Chris Weaver NDW Marine Corps – TBD</p>	<p><u>Medical</u> OSD -- Dr. William Winkenwerder ASD HA Jt Staff – Col Charles Davis, J-4 Army – MG Ken Farmer Dep SG Air Force -- LtGen George Taylor AFSG (lead) Navy -- VADM Michael Cowan BUMED Marine Corps -- RADM R. D. Hufstader HS</p>

JCSG Tasks

- Oversee joint cross-service analysis of functions within their area
- Ensure analysis groups perform broad comprehensive look at DoD requirements for their function(s)
- Ensure analysis groups, using certified data, perform a detailed analysis of their function's existing capabilities and capacity
- Develop recommendations that best satisfy DoD's requirements, using military value as the primary consideration while balancing all other selection criteria
- **Communicate regularly with Military Departments to ensure their recommendations are consistent with those of JCSG**
- Provide detailed periodic reports to the ISG on progress and direction
- Submit and explain JCSG's closure and realignment recommendations to ISG (prior to May 2005)

OSD Proposed Functional Areas

Industrial

- Aviation Depots (NADEP's, ALC's)
- Engineering Offices
- Ammunition Production
- Non-Aviation Maintenance and Logistics Depots
- Intermediate Maintenance

Supply and Storage

- Munitions Storage (arsenals/ammo)
- Plants/Ordnance stations/weapons stations)
- Inventory Supply and storage (dist depots/def supply ctrs/NICPs/FISCs)
- DLA Activities (DRMS)

Technical

- Laboratories
- Test & Evaluation
- Ranges
- Research Centers
- Warfare/Engineering Centers

Education and Training

- Initial Entry Skill Education (Chaplin, Cook)
- Advanced Skill Training
- Professional Education (NCO/SNCO acad)
- Graduate Degree Education (AFIT,NPGS)
- Undergraduate Flight Training (includes Nav Training)
- Joint Program Training (V-22,JSF)

Administrative

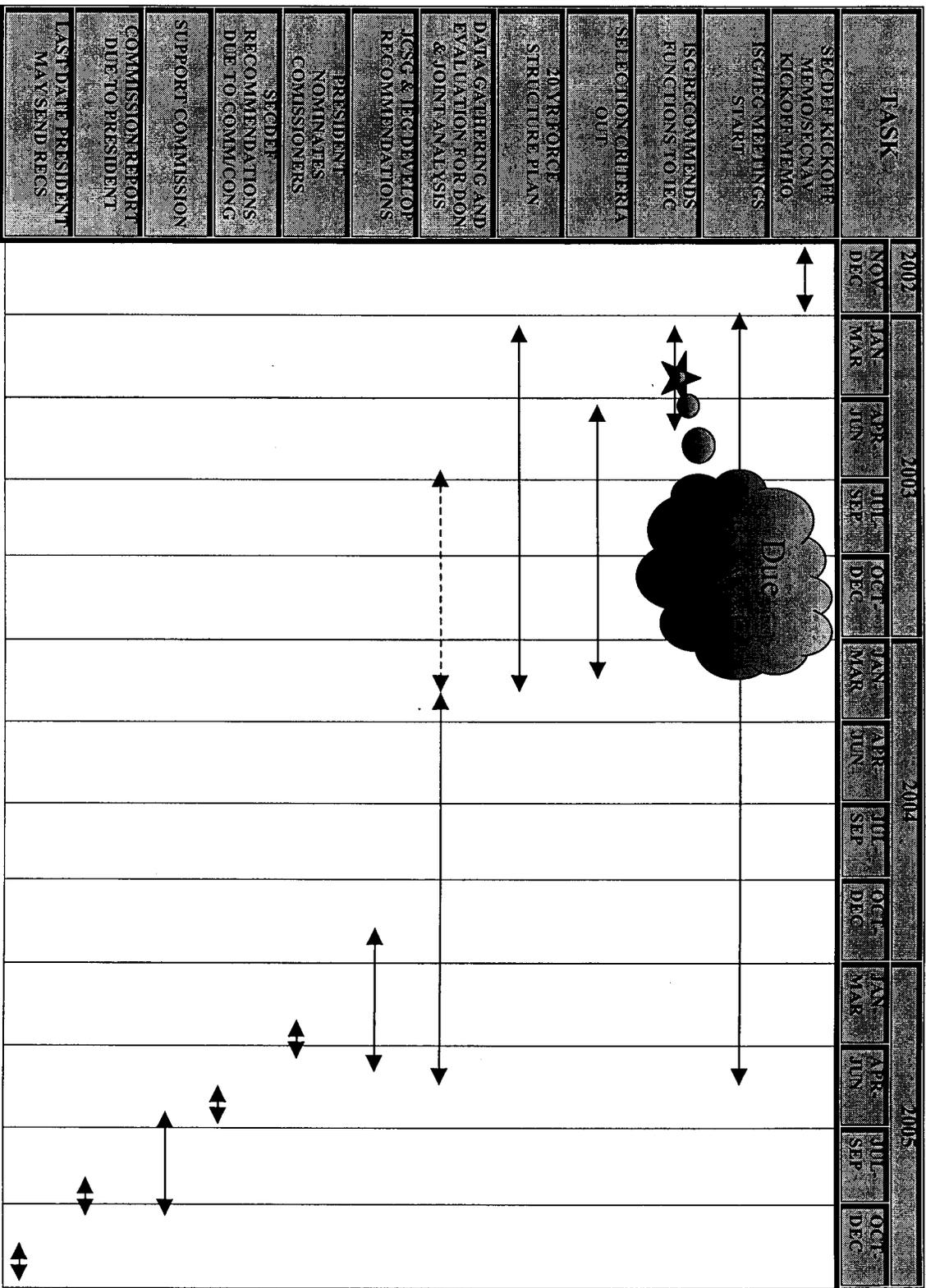
- Location of Headquarters and Command and Control Functions
- Location of Operational Support Functions
- Armories (if NG included in JCSG)
- National Capital Region (Who & Where)

Medical (includes training hospitals)

JCSG Next Steps

- Develop recommendations on analytical construct for functional area
 - List all functions that fall in JCSG area
 - Identify which functions should receive joint cross-service analysis (sub-functions)
 - **Military Departments analyze those functions not designated for joint cross-service analysis**
 - Organization structure to be established to conduct analysis
 - Leadership of subordinate groups, if any
 - General description of approach and notional metrics for analysis
- Coordinate with OSD and Service BRAC directors on analytical construct
- Submit recommendations (written report) to ISG by Monday, 31 March 2003
- ISG will meet to review recommendations on Friday, 4 April 2003

BRAAC 05 Draft Timeline



Keys to Success

- Metrics - similar measures for all Departments
 - Capacity
 - Military value
 - Return on investment
 - Impacts
- Complementary processes
- Like activities analyzed alike
- Coordination with Military Departments

Desired Result

- Sustain recommendations through BRAC process
 - OSD, BRAC Commission, President, Congress
- Systematically apply military judgment, using certified data, to develop recommendations
 - Data intensive
 - Documentation of data and process
 - The accuracy, completeness and integrity of information
- Recommendations grounded in fact and rational
 - Defendable / auditable analyses
 - Sound and in compliance with BRAC statute

QUESTIONS

Nondisclosure Agreement

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

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

Name, Title and Organization

Date