

DCN: 10299

TABS Orientation Analysis Phase

April 16, 2004

Agenda

- Course Overview
- Process Manual Overview
- Coordination with RC/JCSG/JAST
- BRAC Objectives
- BRAC Imperatives
- Summary
- Practical Exercises

Course Purpose/Overview

- Purpose
 - The purpose of this class is to educate analysts on The Army’s Base Realignment and Closure TABS Analytical Framework (TAF) process, and apply knowledge gained to a practical exercise (PE) resulting in the closure, relocation or realignment of an installation and it’s activities.
- Overview
 - Weekly, four-hour block of instruction on TAF and BRAC processes.
 - Review, research, and discuss course content in a classroom environment and apply them during a PE.
 - Classes are designed to be progressive in nature, enhance and test the student’s knowledge of course instructions, and allow students to apply acquired knowledge to a PE.

Course Instruction/Outcomes

- Course Instruction
 - Friday mornings, 16 April through 4 June, 0800 to 1200, at the Alion Science & Technology Conference Room, 5th floor, 1701 N. Beauregard Street, Alexandria, unless otherwise specified.
 - Class video will be available for make-up sessions.
- Learning Objectives
 - At the conclusion of the final class, students will have demonstrated proficiency and skills required to successfully use the Base Realignment And Closure (BRAC) process to close, relocate, and/or realign an installation or activities.

Training Format

- Classroom Instruction
 - Informal presentation
 - Briefing slides
 - Open discussion
 - Video taped for make-up sessions
 - Student handouts
 - Review PE requirements
 - Scenario example
 - Mission objectives
 - Constraining objectives
 - MVA result
 - Stationing strategy

Practical Exercises (PE)

- PE's are designed to support instructions related to application of BRAC tools, e.g., MVA, OSAF, COBRA, RPLANS, ASIP, IVT, etc.
- PE's apply concepts learned and test student's proficiency.
 - Assess installation capacity and military value.
 - Use selection criteria to rank installations and functions.
 - Facilitate decision making process.
- Students progress sequentially through a series of PE's developed to enhance the learning process and create a foundation for advancing to successive classes.

Practical Exercises (PE)

- Establish exercise objectives based on instructor input
 - Specific
 - Realistic
 - Results-oriented
 - Measurable
- Develop exercise scenario
 - Introduce situations that allow testing of the exercise objectives in accordance with stationing strategy.
 - Design scenario to address capacity and constraining objectives of target installations.
- Post exercise evaluation
 - Examine solutions and justify conclusions.

Class Objective

- Purpose
 - The purpose of this class is to educate analysts on the TABS Analytical Framework (TAF) process, and apply knowledge gained to a practical exercise (PE) on BRAC Objectives.
- Learning Objectives
 - At the conclusion of the class, students will have a general understanding of the BRAC process that will be followed to develop BRAC recommendations.
 - At the conclusion of the class, analysts will demonstrate proficiency and understanding of how the BRAC Objectives will be used in the TABS process through a practical exercise.

Future Learning Sessions

- Military Value Analysis (MVA) – 23 April
- Capacity Analysis – 30 April
- Scenario Development – 7 May
- Optimal Stationing of Army Forces (OSAF) – 14 May
- Real Property Planning and Analysis System / Army Stationing and Implementation Plan (RPLANS/ASIP) – 21 May
- Cost of Base Realignment Action (COBRA) – 27 May
- Economics / Local Area Impact / Environmental / Installation Visualization Tool (ECON/LAI/ENV/IVT) – 4 June
- Coordination Process - TBD

Army Vision for BRAC 2005

“ Army forces with a Joint and Expeditionary Mindset positioned to provide relevant and ready combat power to Combatant Commanders from a portfolio of installations that projects power, trains, sustains, and enhances the readiness and well-being of the Joint Team”

Process Stages

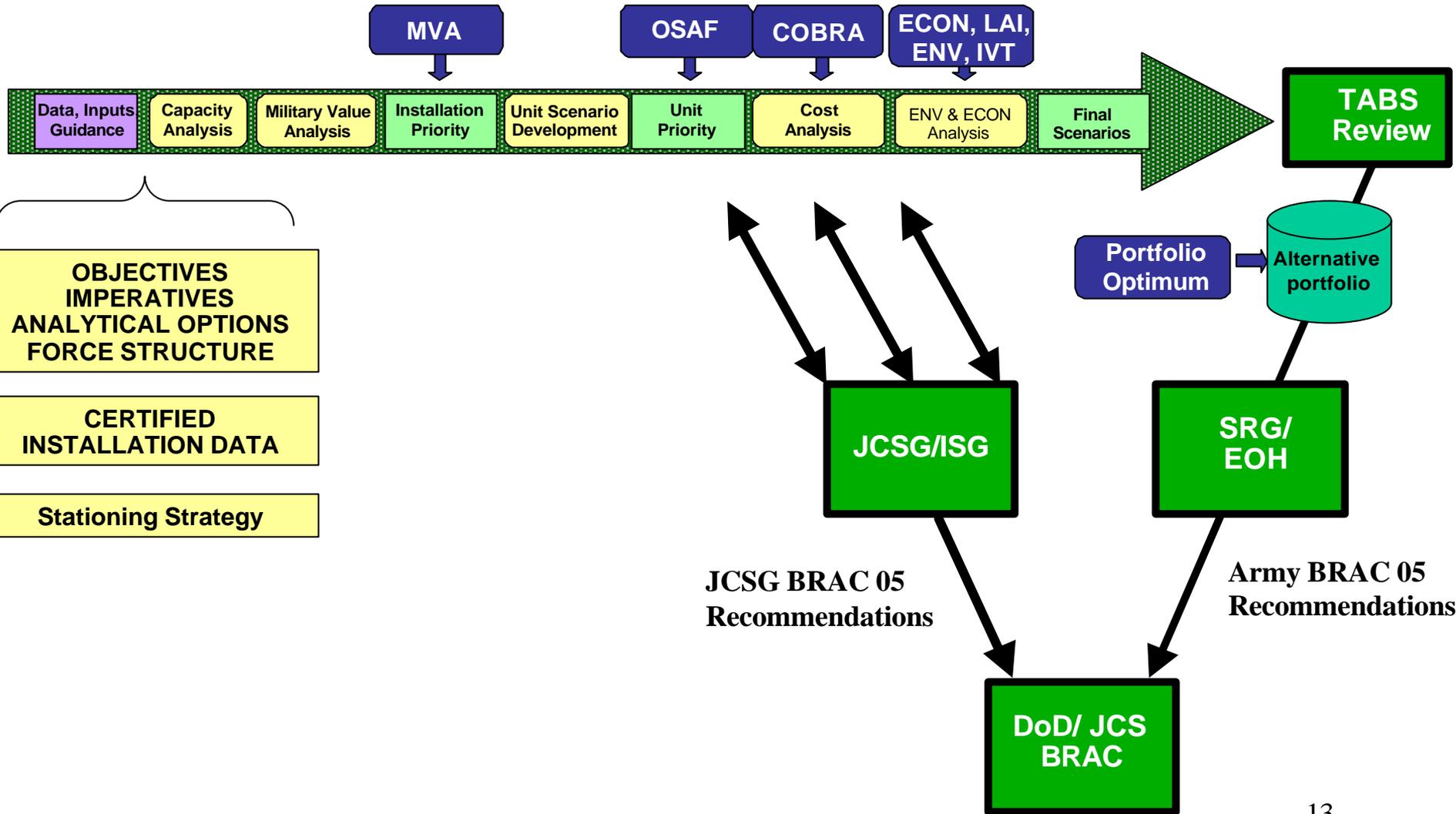
Major Events

Preparation	Analysis	Support
Policy Development	Capacity	DA Review
TABS Training	Military Value	OSD Review
Model Development	Scenario Development	Commission Support
Data Development	RC, JAST, JCSG Integration	Congressional Support
COBRA JPAT		
Site Familiarization		

Definitions

- **Stationing Action (SA)** – A move of a unit, activity, or function from installation A to installation B.
- **Scenario** – A collection of related stationing actions.
- **Option** – A collection of scenarios.
- **Recommendation** – A set of options.
- **Unit** – A single military organization assigned to an installation.
- **Major Unit** – A collection of units that needs to be stationed as a “group” due to a supporting or mission relationship.
- **Tenant** – A supporting organization located on a military installation.
- **Dependent Group** – A scenario whose SA’s must occur as a set and are related to each other to meet the intent of the scenario (can’t have one without the other).

ARMY BRAC Methodology and Models

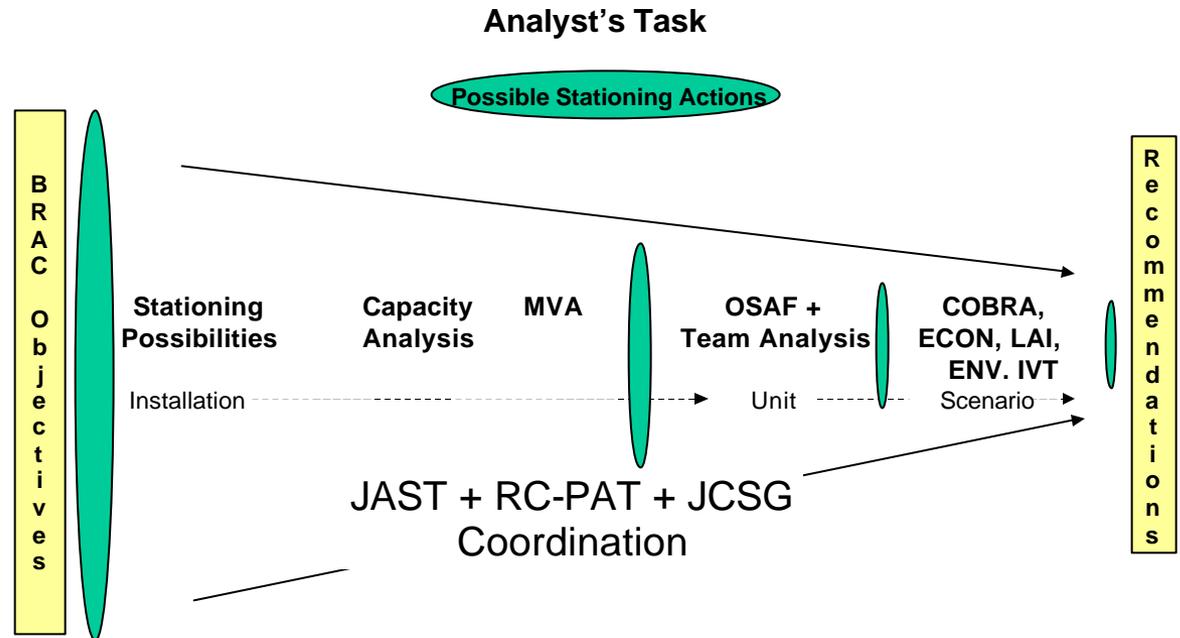


TABS Analytical Framework (TAF)

- Purpose – Provide a process to assist the analyst in conducting the analysis.
- Structure – Sequential process; MVA, OSAF, COBRA, ECON, LAI, ENV, IVT.
- TAF Characteristics
 - Comprehensive
 - Predictive
 - Progressive

The TAF Process

- Analyst's Task
- Specific Requirements
- Installation Analysis
- Unit Stationing Analysis
- Scenario Analysis
- Coordinating Analysis





Analyst's Tasks

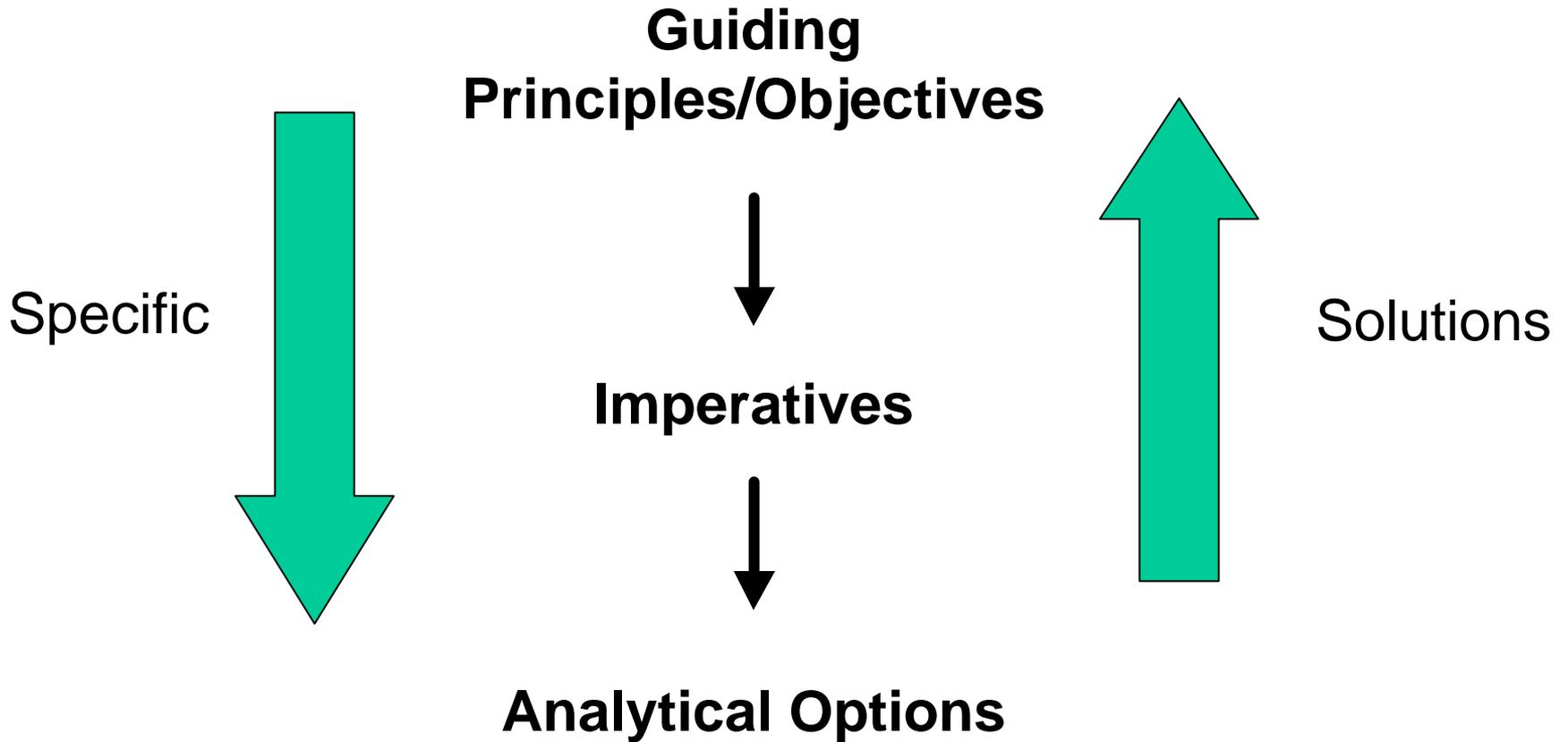
- Understand BRAC guiding principles, HQDA and MACOM transformation intents, installation structure and capabilities and the DoD force structure.
- Analyze an array of inputs and converge to a subset of stationing actions that are efficient and support Army transformation (defined through BRAC Objectives, Imperatives, Options, and Military Judgment).
- Produce a set of analytically defensible scenarios that the Army can implement through BRAC.
- Follow analytical framework.

Specific Requirements

- Read and be thoroughly familiar with:
 - BRAC Law
 - DoD BRAC Memos
 - TABS ICP
 - “Army Stationing Strategy,” dated 14 Aug 03.
- Understand BRAC Objectives, Imperatives, and Analytical Options.
- Be familiar with Army installation management, organization, and characteristics of each installation.
- Be familiar with Joint Service operations, RC operations, and JCSG functions on their installations.
- Develop listing of units and activities and understand their ties to the current installation as well as the units/activities they support.
- Be familiar with the Army force structure.
- Understand the TAF process.



BRAC Framework Hierarchy



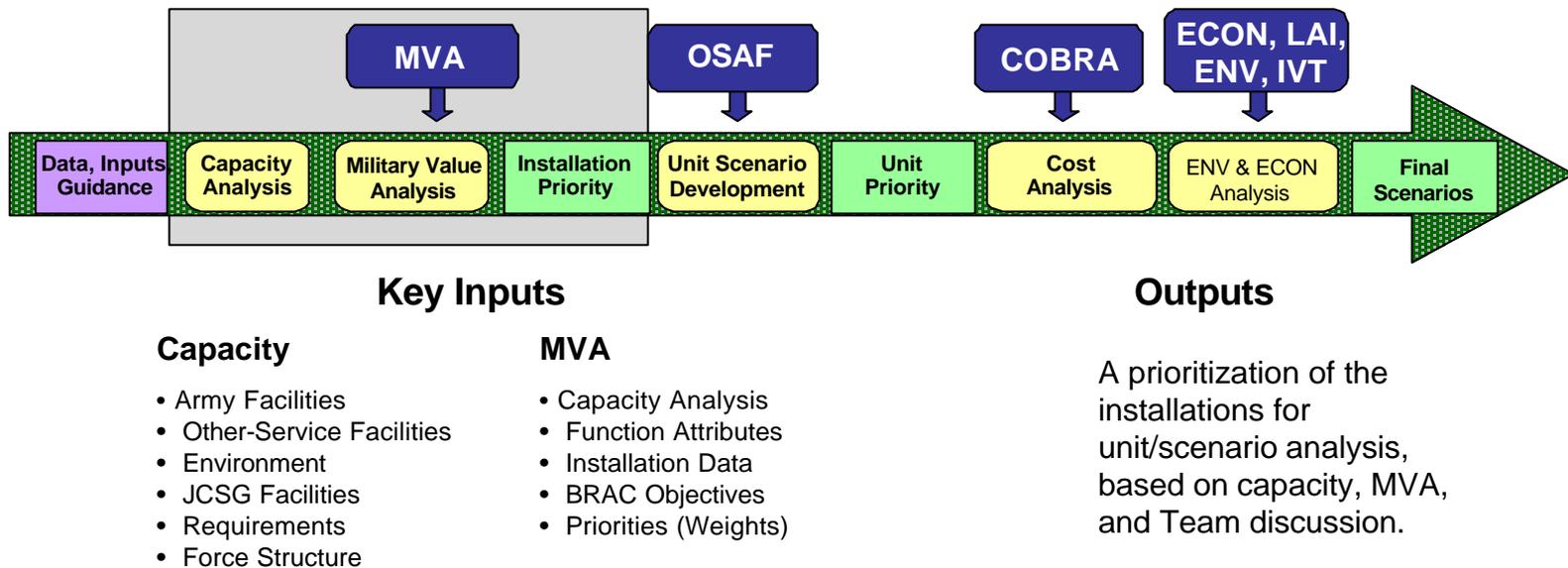


Guiding Principles/Imperatives

- Based in Title 10, Transformation, CSA focus areas, Strategic Planning, Senior Army Leadership guidance, etc.
- Worked between G3/SS, G3/FM and TABS
- Suspense of 4 June
- Must be approved by SECDEF

Installation Analysis Capacity and Military Value Analysis (MVA)

- Purpose - Focus on Army infrastructure (supply) and Army unit requirements (demand). Rank installations and establish installation priorities. Understand total and specific installation excess capacity.





Capacity Analysis

Capacity: The facility or power to produce, perform, or deploy.

Merriam-Webster's Online Dictionary, 10th Edition

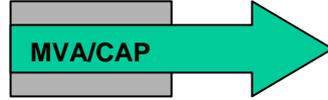
Capacity Analysis: A Review of an installation's Ability to support and sustain Army missions in terms of facilities, ranges, maneuver land, and the environment over time.

Capacity Analysis provides TABS with:

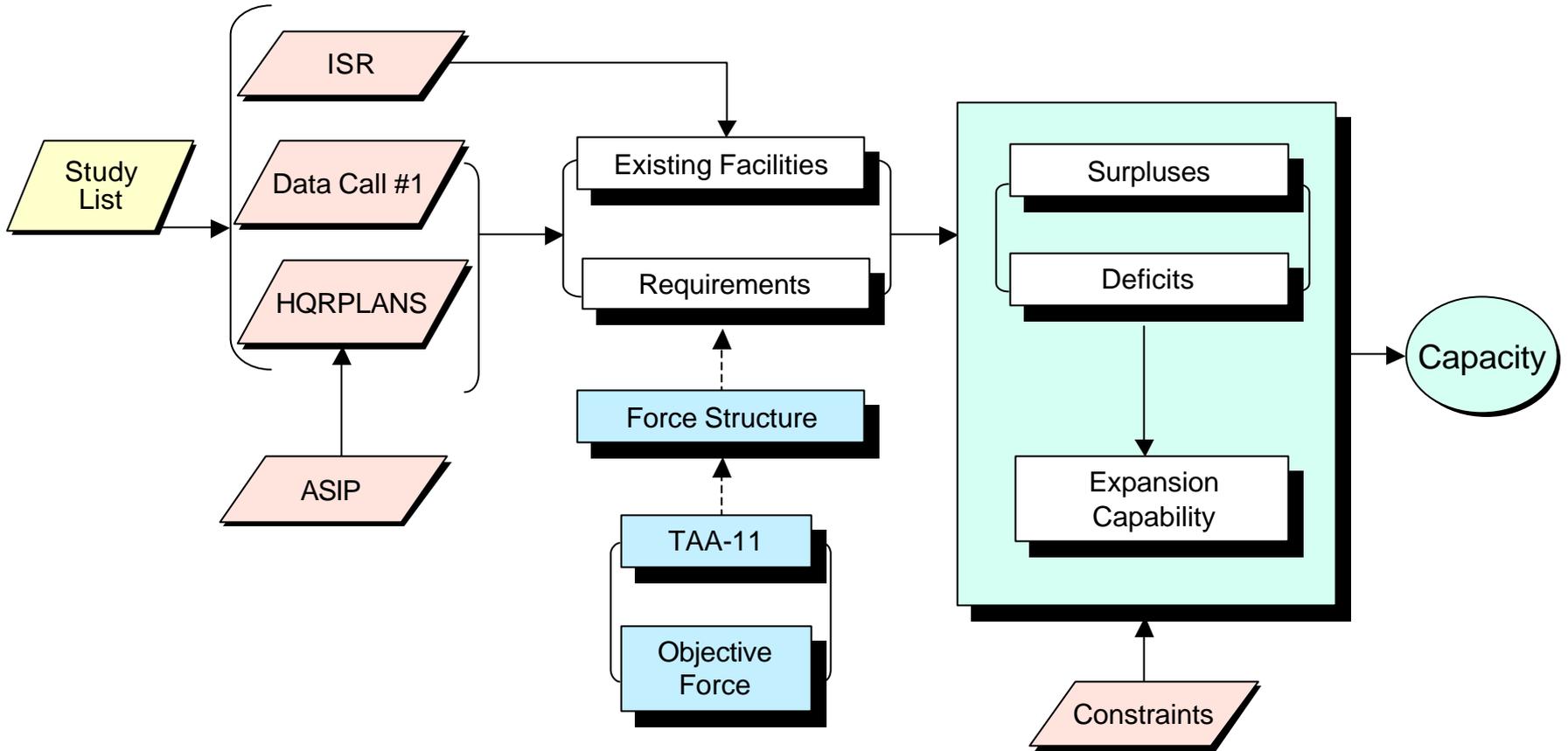
- an installation's ability to accommodate current units and to absorb additional units, missions, or functions, and
- a summary of excesses and shortages throughout the Army, which establishes potential for improving capacity utilization through BRAC action.

Capacity Analysis

- Considerations
 - Conduct inventory (data call results)
 - Includes physical facilities
- Limitations: Analysis is linear in nature; therefore, results are representative estimates.
- Execution steps
 - Level I – Determine inventory of facilities from data call.
 - Level II – Use capacity equation to determine excesses/shortages based on current inventory and current stationing.
 - Level III – Develop notional footprints of capacity requirements for selected units. TABS uses footprints to highlight opportunities for developing scenarios.

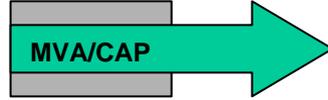


Mission—*Capacity*



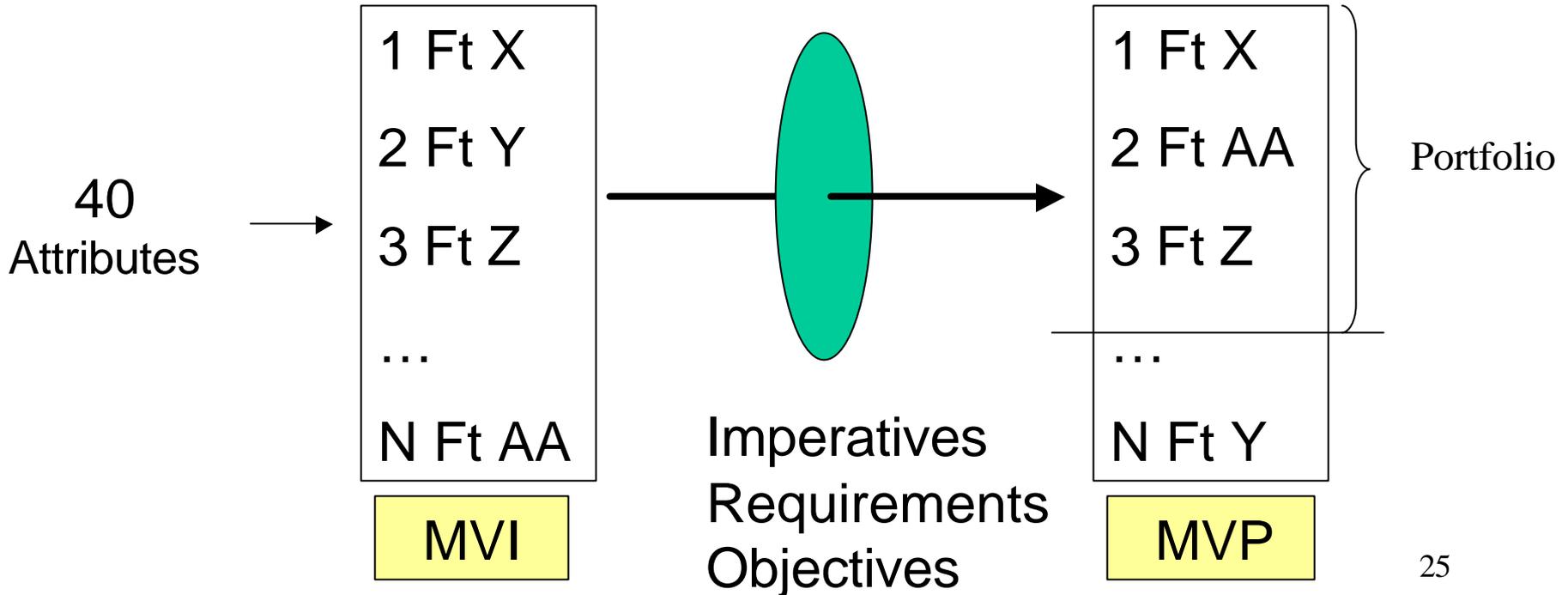
MVA INTRODUCTION

- MVA applies decision analysis methodology.
- MVA measures an installation's value within a function or across all functions.
- MVA considers attributes, objectives, and imperatives.
- Top-level capabilities are measured by “attributes” that evaluate an installation's value. Consider JCSG attributes.
- Incorporate senior leader interviews as well as action officer inputs through the objectives/sub objectives and attributes.
- Apply military judgment to objectives and imperatives.



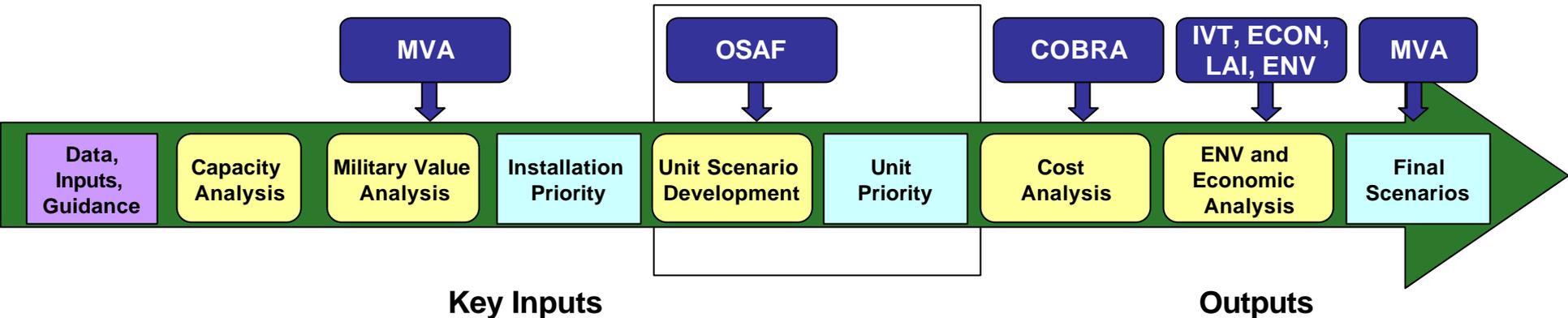
Installation Priority Model

Module	IEM (Installation Evaluation Model)	
Models	MVI (MV - Installations)	MVP (MV - Portfolio)
Products	Installation Evaluation	Portfolio Value



Unit Analysis

Purpose – Familiarize analysts with key inputs from Team and OSAF analysis, and the resulting prioritization of units to installation mix for scenario analysis.



Team Analysis

- BRAC Objectives
- Capacity analysis
- MVA
- OSAF
- Experience
- Joint considerations
- JCSG inputs
- IT Model
- MILCON
- Buidable Acres

OSAF

- Essential facilities
- Joint facilities
- Environment
- BRAC Objectives
- Standard factors
- Installation data
- Unit requirements

- A **prioritization of units to installation mix for scenario analysis**, based on capacity, MVA, OSAF, and Team discussion.
- Documentation



TABS Team Actions

Analysis Results
Capacity Analysis
Military Value Analysis

Guiding Principles
20-Year Force Structure
Transformational Options
Army Objectives
Policy Imperatives

Force Structure Requirements →

Capacity Analysis

- What
- Where
- How Big
- Usage
- Surge

MVA Analysis

← Imperatives

- Selection Criteria 1 - 4
- What's important
 - Rank order

Objective to be solved

- Military Judgment

Options to be solved

- Military Judgment

Analysts Tasks and Requirements
JCSG Interactions
Joint possible options
Installation Characteristic
Installation Tenants
Unit Requirements
Unit Relationships

- Know which Installations are affected by objective &/or options
- Understanding of
 - Installation
 - Tenant Units
 - Joint possibilities

OSAF

OSAF

Objectives and Constraints

- A mathematical programming methodology.
- The constraints force the model to:
 - Meet Army requirements.
 - Apply stationing restrictions.
 - Determine feasible locations.
 - Determine costs.
- Constraint sets:
 - Facility space and condition requirements.
 - Range and km² Days requirements.
 - Unit Stationing restrictions.
 - Implementation cost restrictions.
- Model Objective: Minimize NPV (20 years)
 - Variable costs.
 - Fixed costs .
 - Implementation costs.
- Then, based on the objective, the model determines best unit/installation mix, prioritizes unit stationing options, and assigns units to stations.

**Provides Potential Unit Realignment
and Installation Closures**

OSAF

A “Starting Point”

1. OSAF outputs provide possible stationing actions at the unit level.
2. A “starting point” for your scenario development.
3. Dependent on unit relationships and stationing restrictions.

“Move unit X to installation Y and close installation R”

Unit Priority

OSAF

- Provides best solution set(s) that meet known constraints

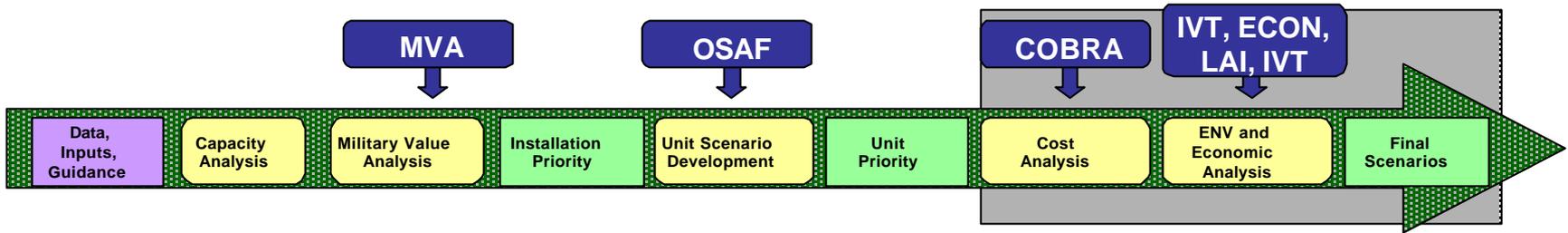
Analyst Refinement

- Feasibility checks
 - Operational
 - Environmental
 - RC impact
 - Joint
- Military judgment/Brainstorming
- Transformational Options
- Organizational relationships and structure
- Reengineering opportunities

- Prioritized set of unit-installation mixes for scenarios for future analysis.
- Documentation for each scenario.
- TABS Leader Review of scenarios and priority for study.

Scenario Analysis

- Purpose – Familiarize analysts with key inputs to the scenario analysis process and primary analyst actions that need to be completed within this part of the analysis.



Key Inputs

COBRA

- Essential facilities
- Standard factors
- Installation data
- Corporate databases
- **Scenario data**
- RC/JCSG inputs

ENV/ECON/IVT

- OSD guidance
- GIS (IVT)
- Installation data
- Local area data

Outputs

- Scenarios that are reviewed with cost, environment, and economic models.
- **Feasible scenarios ready for prioritization**

Internal Coordination

- MILCON
- Manpower
- Environmental
- RC impacts

Scenario Analysis

- Primary inputs include:
 - COBRA. The DoD-sanctioned cost model for BRAC 2005 that provides the cost and savings information for each scenario.
 - Economic (ECON) model results. Economic analysis provides the minimum set of considerations required by the analyst to satisfy DoD Selection Criteria #6.
 - Local Area Impact (LAI). Analysis provides an indication of the effects of moving activities into a new location consistent with DoD Selection Criteria #7.
 - Environmental (ENV) model results. Environmental analysis provides the minimum set of considerations required by the analyst to satisfy DoD Selection Criteria #8.
 - Installation Visualization Tool (IVT). A Geographical Information System (GIS)-based computerized mapping tool that provides the analyst scenario awareness of an installation through digital imagery and predefined overlays.

Scenario Analysis (con't)

- Primary analyst actions include:
 - Coordination
 - JAST Representative for joint solutions
 - LNO for JCSG for related common-business areas
 - RC analyst for enclave and RC support issues
 - Environment analyst on restrictions and feasibility of actions
 - Run and conduct analysis with the respective models for criteria 5-8
 - Screening and review
 - Review by RC and environmental analyst for completeness
 - TABS leadership review for feasibility and viability
 - Document scenario in the scenario tracking data base

Scenario Tracking

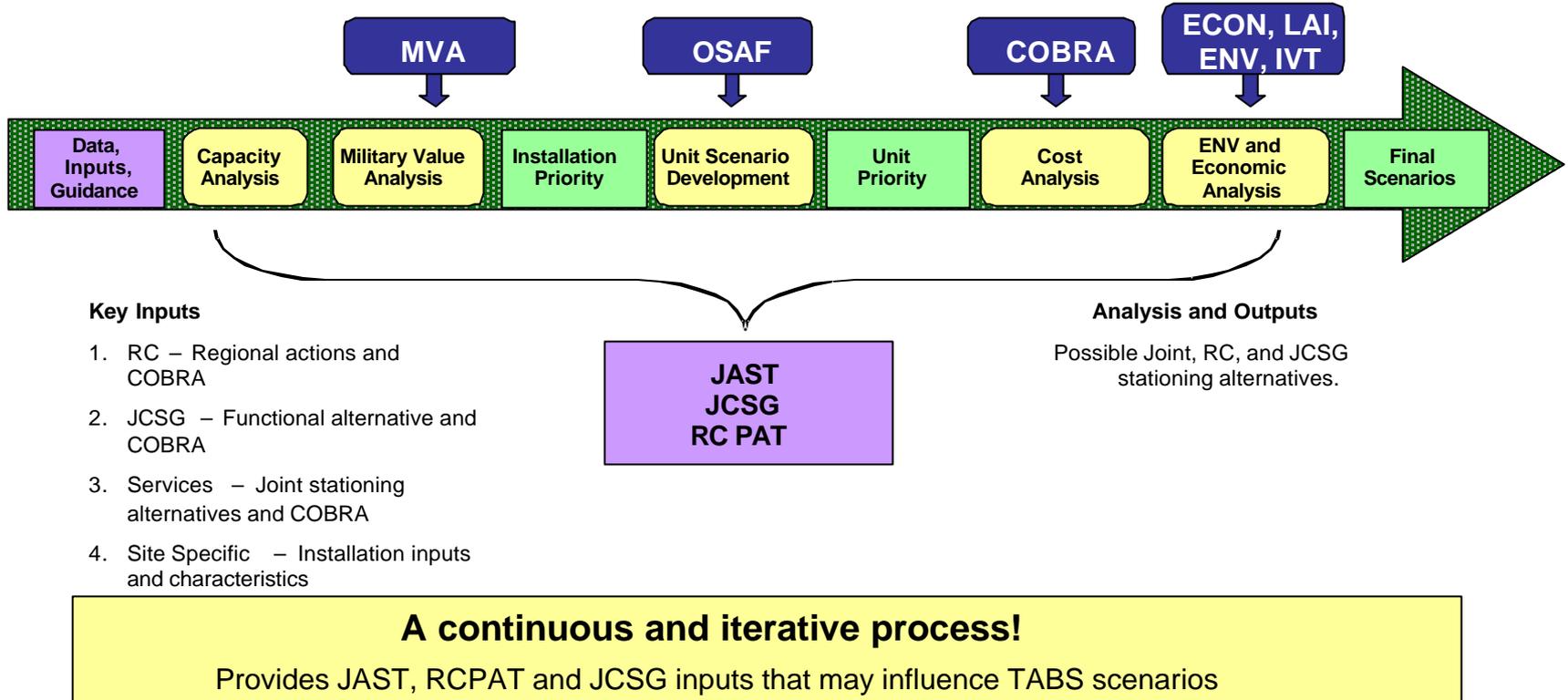
- ACCESS database
- Tracking tool for:
 - Knowing who is studying which installation.
 - Tracking current scenarios being worked by mission analyst.
 - Understanding and tracking compounding effects of functional analysis by multiple mission analysts.
 - Tracking number and state of scenarios being worked by subordinates.
 - Tracking state of scenarios for scheduling review process.
 - Development of recommendation options.

Sources of Uncertainty

Model	Source of Uncertainty	Analysis Provides
MVA	<ul style="list-style-type: none">• Priorities• Operational requirements	Sense of the solution robustness for installation values
COBRA	<ul style="list-style-type: none">• Some factors	A range of values for a scenario's economics
OSAF	<ul style="list-style-type: none">• Some factors• Stationing restrictions	A review of restrictions limit realignments
Capacity	<ul style="list-style-type: none">• Future requirements for force structure	Range of installation capabilities to support force structure
ENV	<ul style="list-style-type: none">• Cost assumptions	Range of potential costs

Coordinating Analysis

Purpose – Emphasize that coordination analysis is a continuous and iterative part of the overall process.



A Framework for Coordination of Scenarios

Principles of Coordination

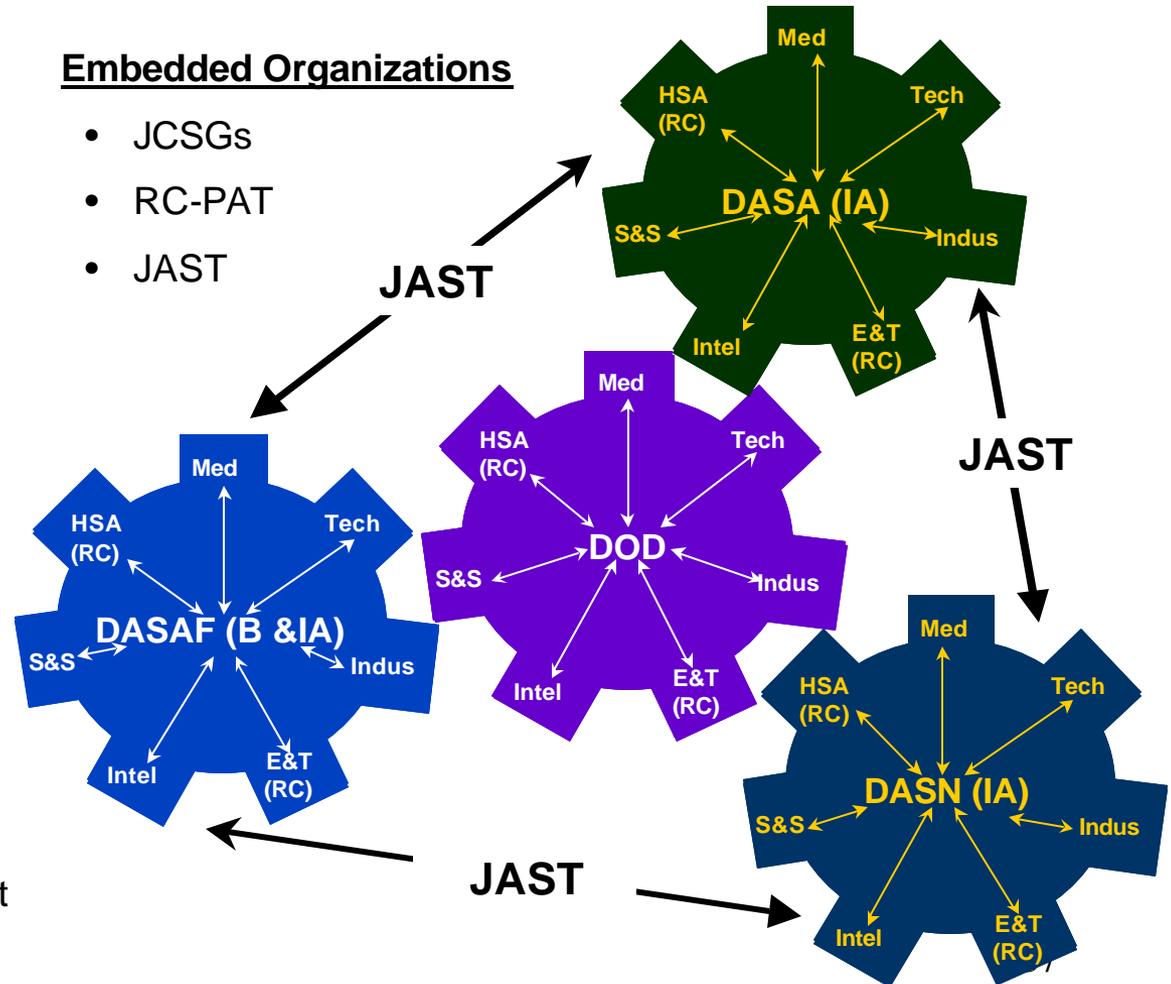
- Early & periodic
- Completely open
- Team effort – no pride of authorship
- Seek alternatives to resolve incompatible scenarios

Alternative Processes

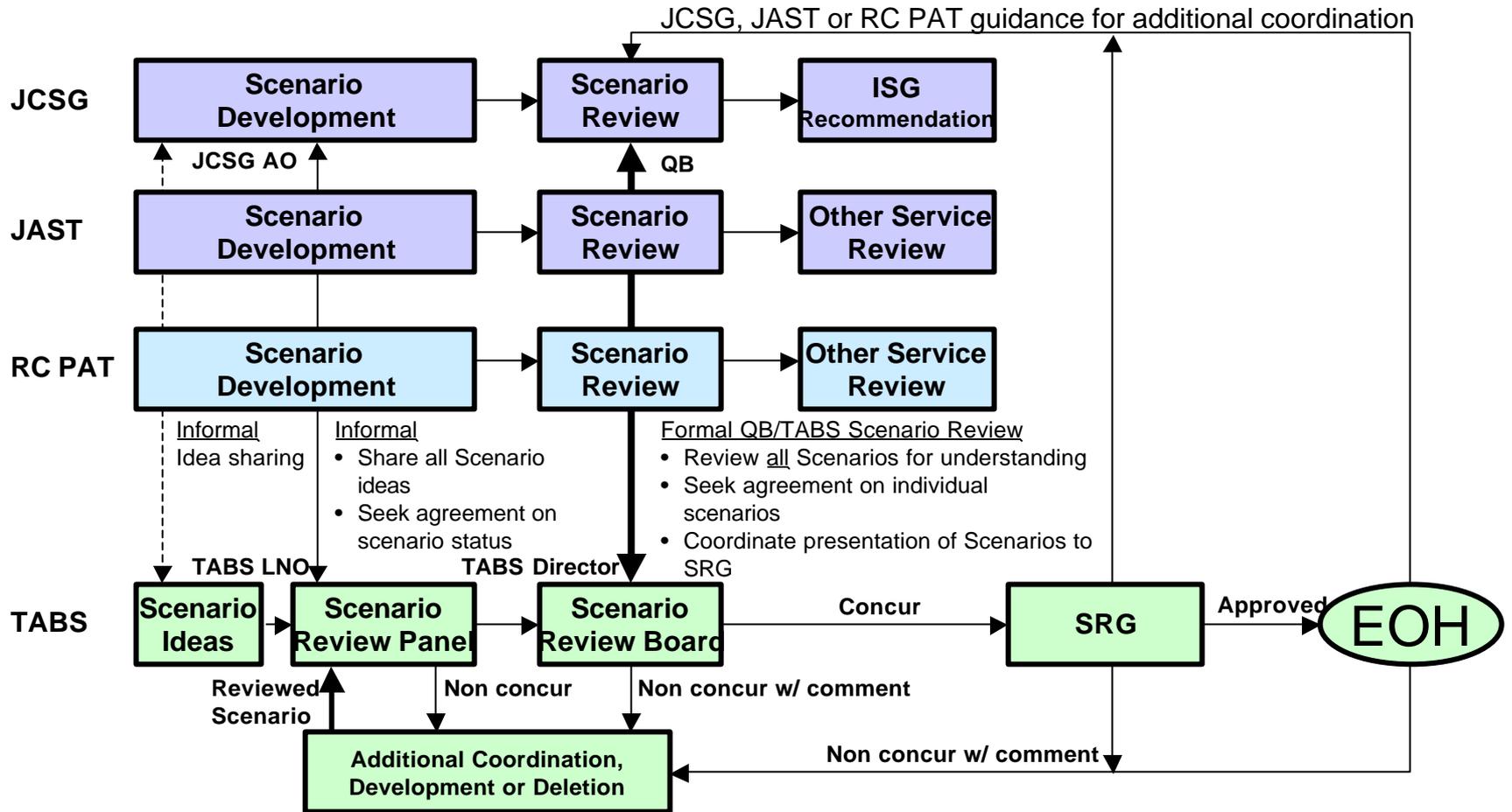
- JAST – Service Joint issues
- RC-PAT – Service & JCSG RC issues
- JCSG – Individual Service & JCSG issues
- JAST on Steroids – All coordination issues or all except RC or ...

Embedded Organizations

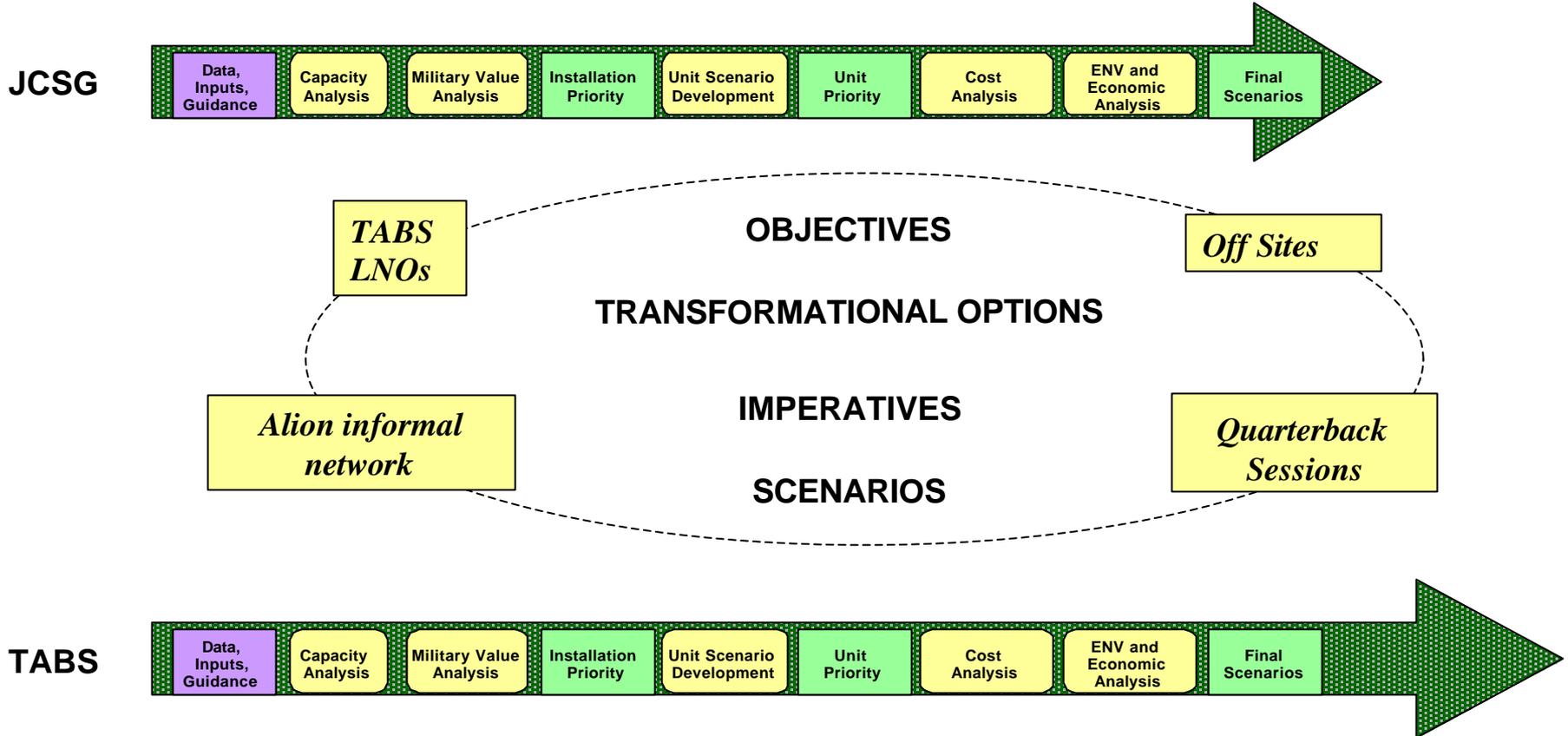
- JCSGs
- RC-PAT
- JAST



JCSG/TABS Scenario Review

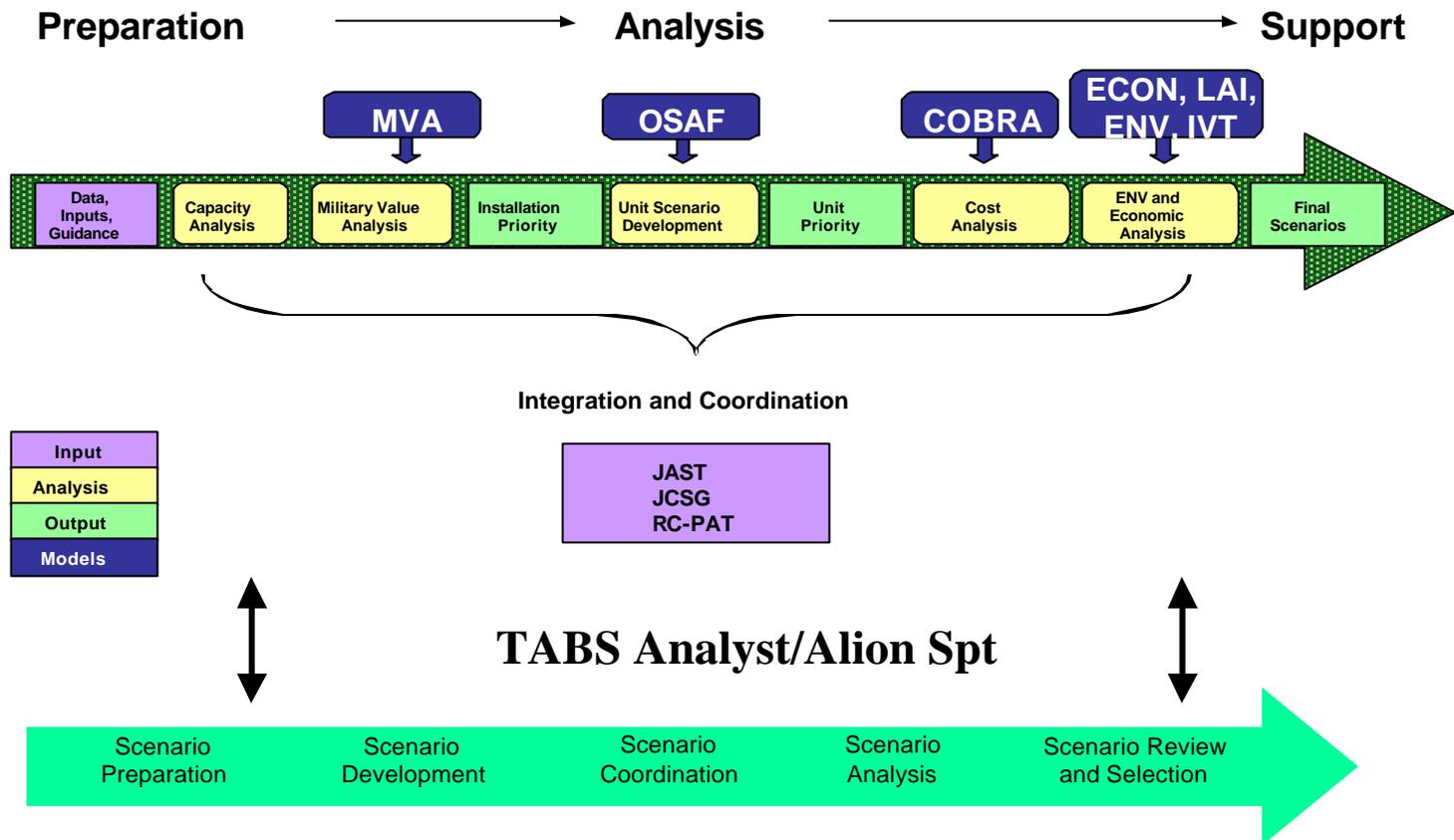


Parallel Tasks of Army Reps, JCSG, and TABS



Joint Action Scenario Team (JAST) Process

Purpose – Understand the process for conducting joint analysis for all MILDEP to MILDEP joint basing and joint use opportunities and scenarios that are outside the purview of the JCSG.



JAST MVA Process

- MILDEPs write Military Value questions for their Services.
- MILDEPs select key Operational/Tactical questions.
- Data Call #2 includes those questions that apply to the key Operational/Tactical Attributes.
- At completion of Data Call #2, each MILDEP conducts its MVA and arrays its own installations -- **“1 to n list”**.
- MILDEP’s identify unit requirements that have potential for joint basing and provide to other MILDEPs through the JAST.
- MILDEPs work possible solutions with sister Services based on key attributes and selection criteria.
- Analysts from MILDEPs work together to formulate potential Scenarios (JAST facilitates and monitors).

JAST MVA Process (cont'd)

MV Questions, Define Requirements, Attributes, and

Data Call #2



MILDEP MV ANALYSIS



Installation Assessment

USA Priority

1. Fort X
2. Fort Y
3. Fort Z
4. Base AA
5. NAS AB
6. Fort AC
7. Fort AD

Meets Operational/Tactical Requirements:

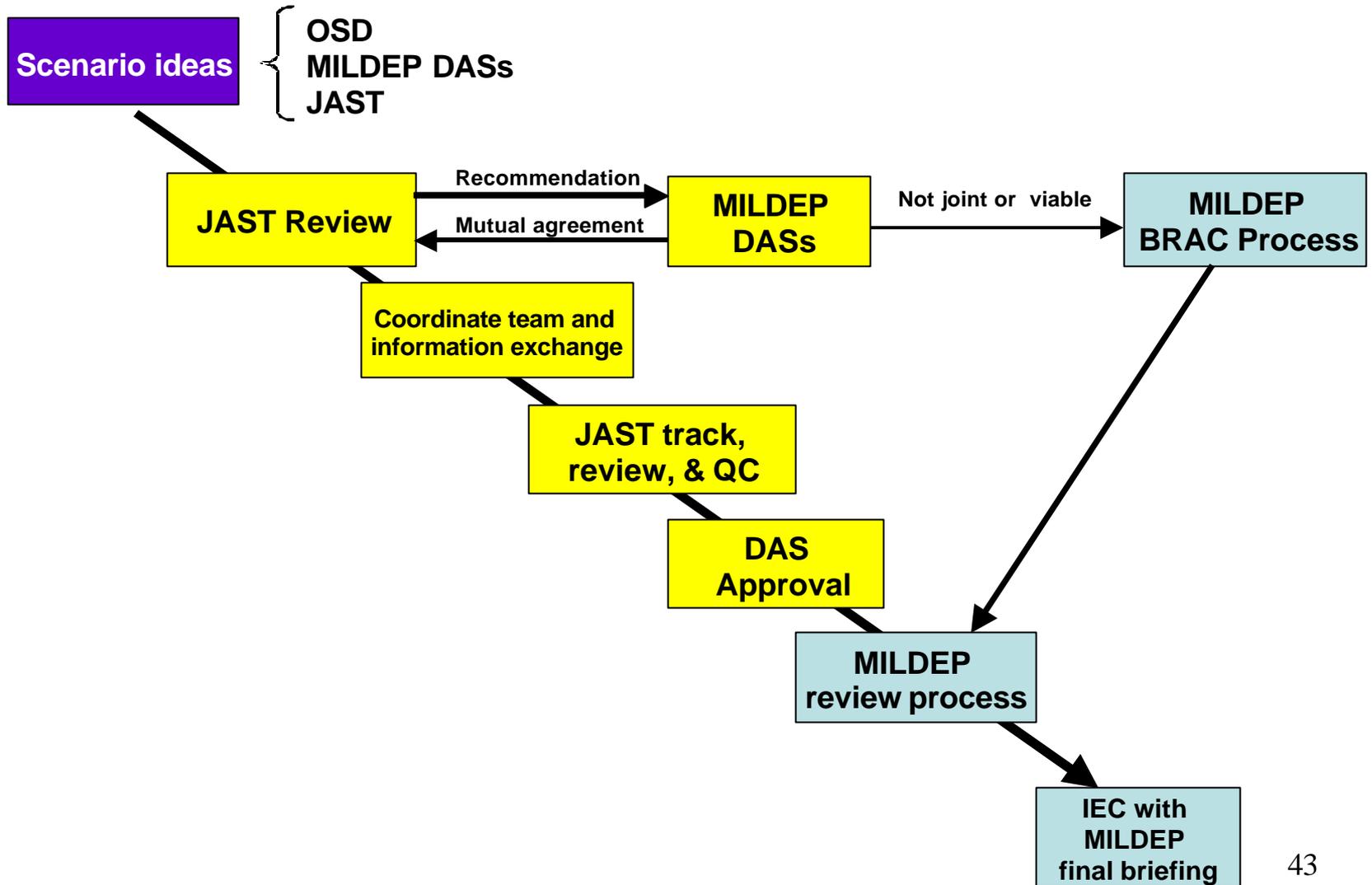
Army

Navy

Air Force

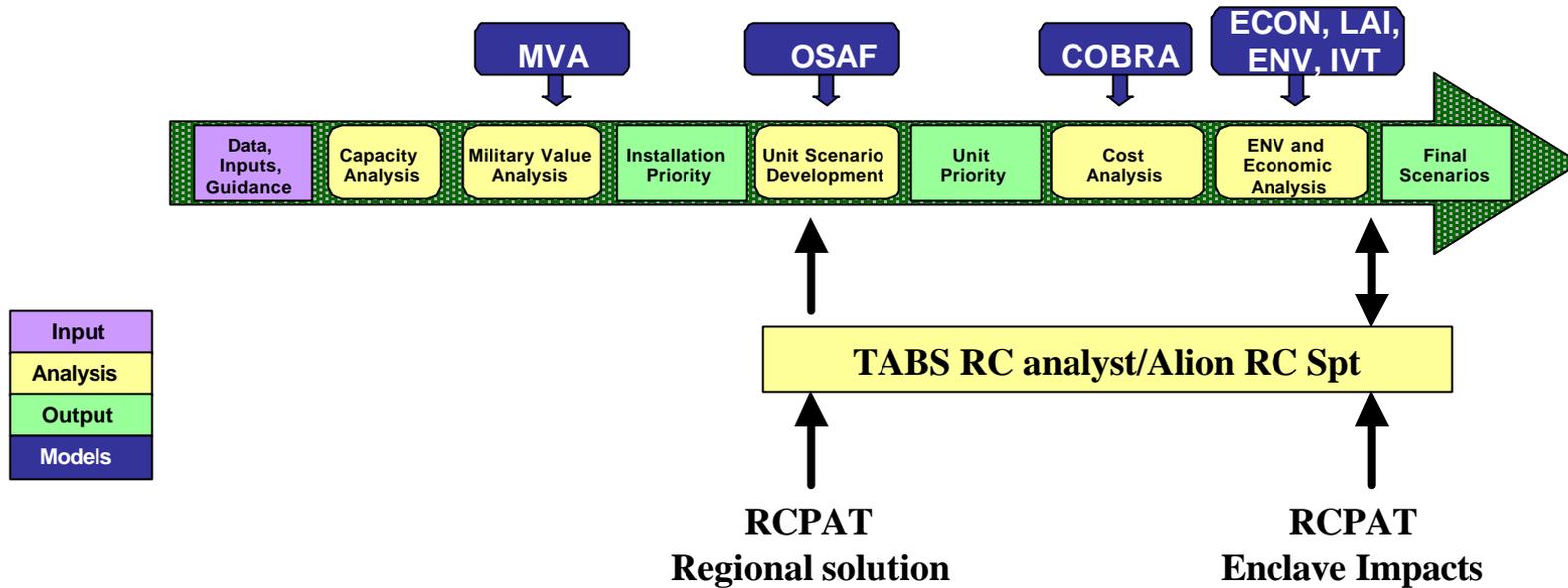
Next Step: Scenario Process

JAST MVA Process (cont'd)



Reserve Component Coordination

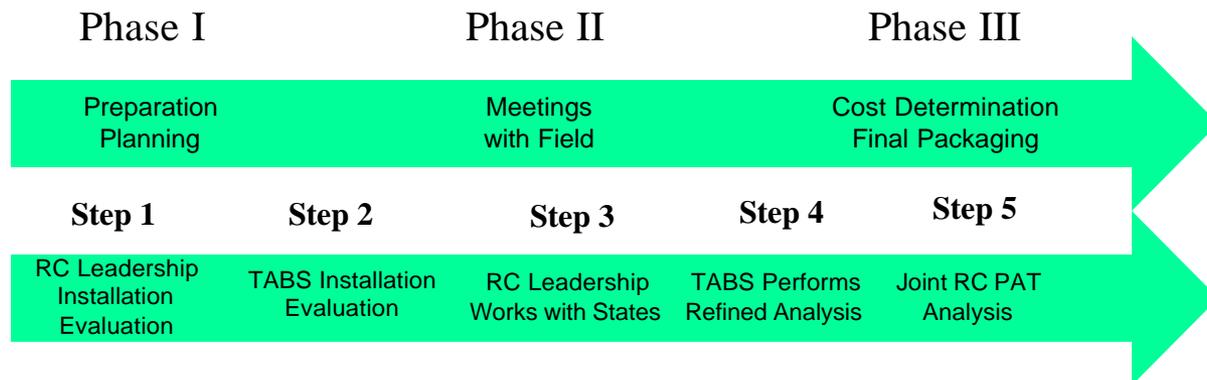
Purpose – Emphasize that coordination with the Reserve Components is a continuous process that must be integrated into the overall transformation process.



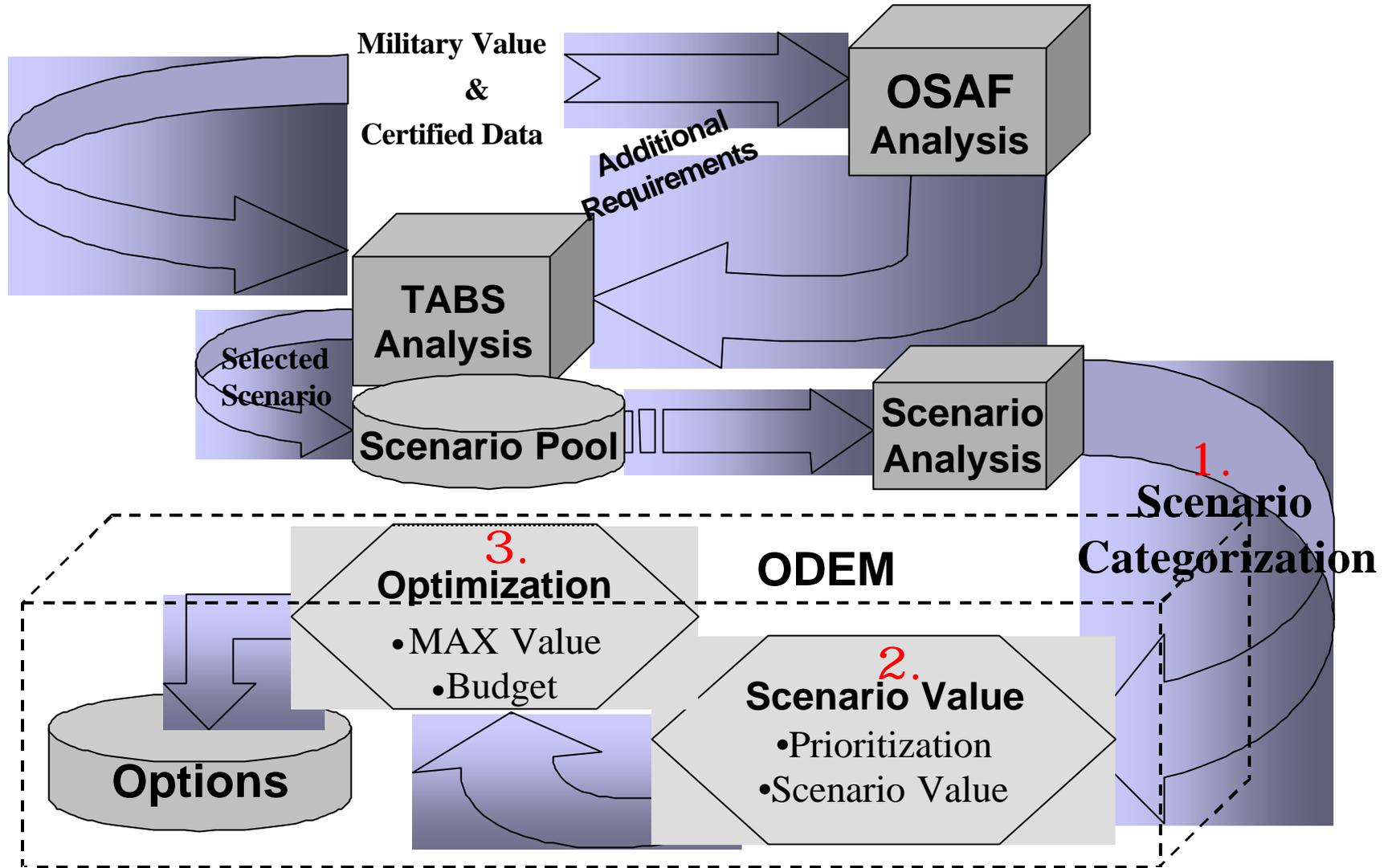
RC-PAT

Regional Plan

Enclave Plan



ODEM Option Generation Process



Scenario Review

Key Inputs

Documented Scenarios

1. COBRA Scenarios
2. Economic Analysis Summary
3. Environmental Summary
4. Joint Summary
5. JCSG Summary
6. LAI Survey
7. OSD Selection Rules

Outputs

Scenario Decisions

1. Viable Scenarios
2. Options
3. Recommendations

Internal Review Actions

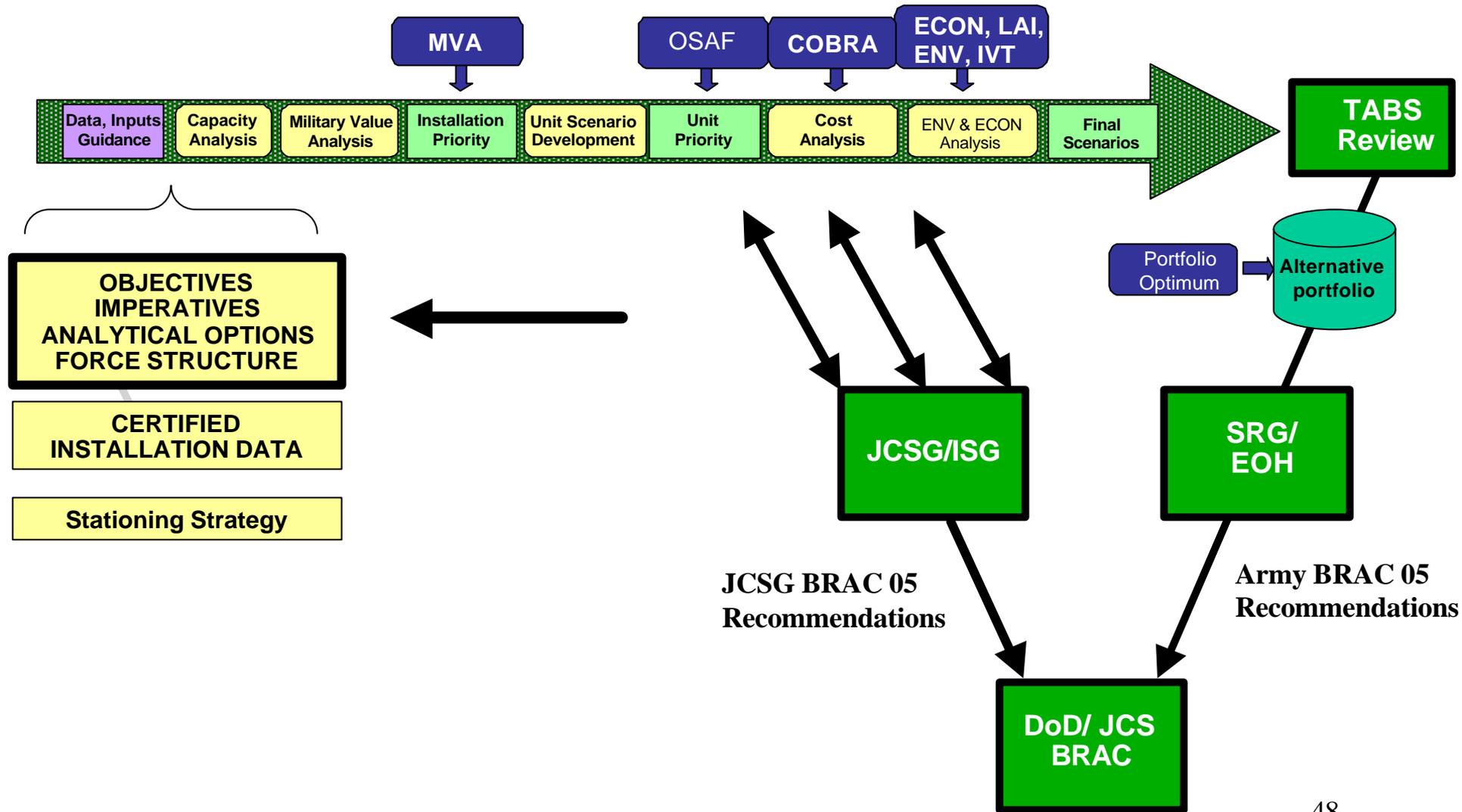
1. Internal TABS review
 - Imperatives met
 - Joint, RC, JCSG coordinated and integrated
 - ECON, LAI, ENV, IVT complete
 - COBRA documented
 - Risk assessment
 - Complexity – Army’s ability to implement
2. AAA Review
 - Reviews for consistency
 - Data credibility
 - Rules followed Certification
3. SRG Review

Quality Control Process and Leadership Review

Summary

- Comply with the provisions of the Defense Base Closure and Realignment Act, and other relevant legislation that may be subsequently enacted.
- Comply with guidance from the Office of the Secretary of defense, the Secretary of the Army, and the Chief of Staff, Army.
- Use installation resources to most effectively and efficiently support the Army Stationing Strategy.
- Ensure the capability of the base structure in the United States to support the training, mobilization, deployment, reconstitution, and sustainment of the Army.
- Using certified data on the Army infrastructure, conduct a process to evaluate and recommend base realignment and closures actions that are consistent with guidance, laws and strategies.

ARMY BRAC Methodology and Models



Objectives Practical Exercise

Purpose: Provide analysts with opportunities to exercise knowledge gained during instruction and sharpen skills prior to conducting actual BRAC analysis.

Given: Approved objectives/sub-objectives.

Rules:

- Can I solve these sub-objectives with a specific subset of installations?
- Which set of installations are affected?
- If I can not solve this sub-objective with a specific subset of installations, is it a general constraint that all scenarios must satisfy?

Requirement: Group each sub-objective into one of two categories – mission specific or general constraint, and then for mission specific sub-objectives, identify the set of installations that are affected.

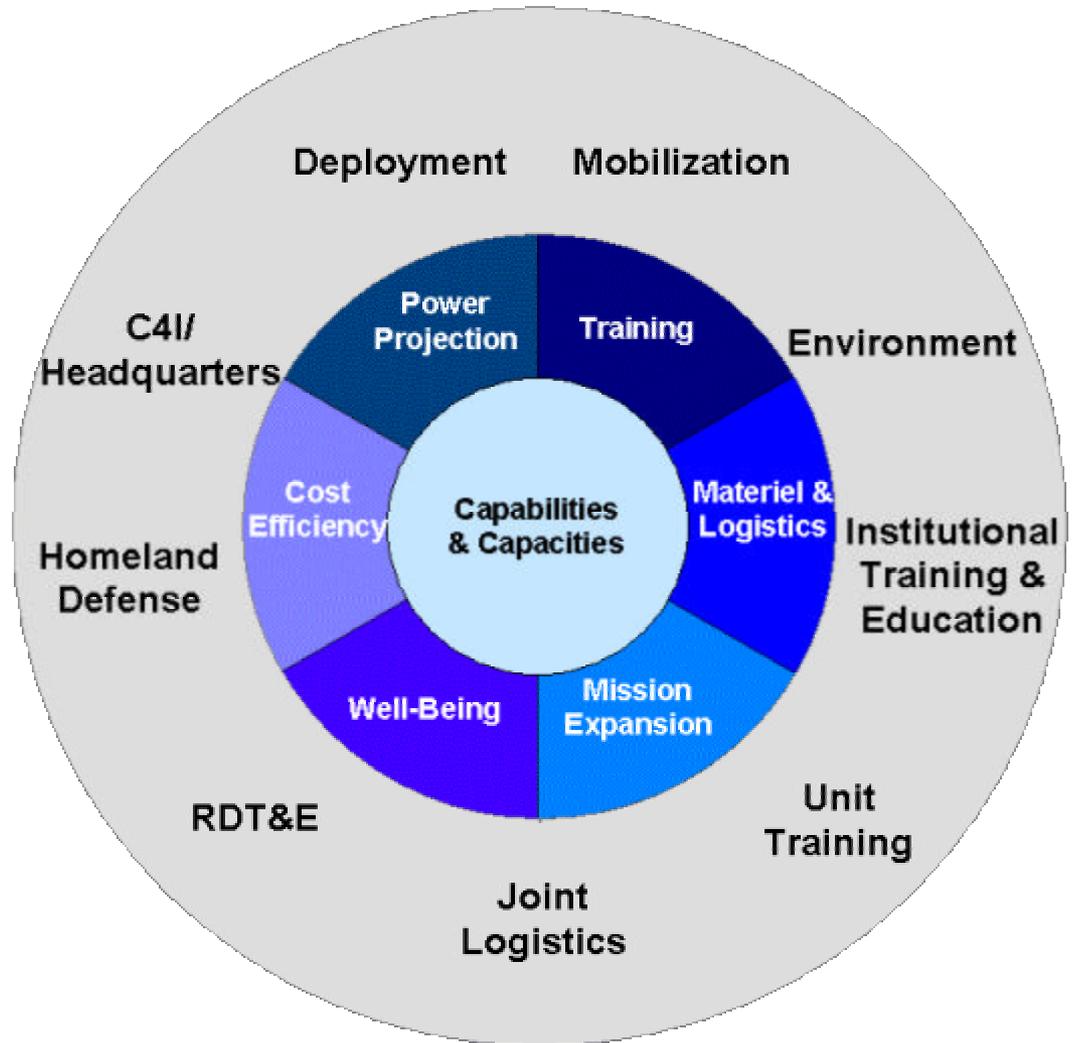
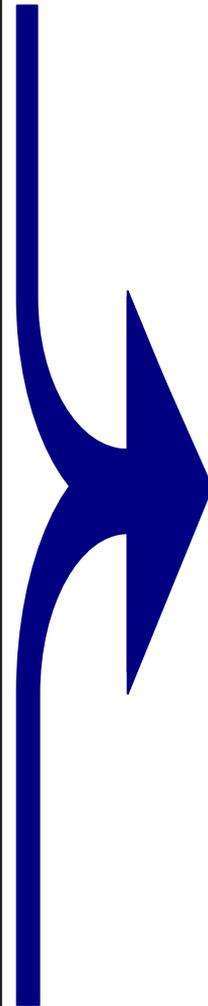
Study Group Breakout

- Industrial
 - Logistics Analysts
 - RDT&E Analyst
- Maneuver/Training
 - FORSCOM Analysts
 - TRADOC Analysts
- Reserve Components
- Support
 - Quality of Life Analysts
 - Environmental Analysts
 - Personnel Analysts
 - Modeling Analysts

BRAC Capabilities

SOURCES

- DOD Selection Criteria
- Title X Responsibilities
- DOD Strategic Planning Guidance
- Army Strategic Planning Guidance
- 13 Categories from BRAC 95
- Army's 16 Focus Areas
- Senior Leadership Interviews
- Strategic Readiness System
- MACOM Transformation Documents



BRAC Objectives

- Deployment
- Mobilization
- C4I/Headquarters
- Homeland Defense
- Institutional Training and Education
- Unit Training
- RDT&E
- Joint Logistics
- Mission Expansion
- Well Being
- Cost
- Environment

BRAC Objectives

- Deployment
 - Locate Army forces and materiel to enhance deployment and redeployment of the Joint Team.
 - Relocate forces IAW the Integrated Global Presence and Basing Strategy (IGPBS).
- Mobilization
 - Reshape installations to support home station mobilization and demobilization and successfully implement the Train/Alert/Deploy model.
 - Reshape Reserve Component infrastructure in support of the Director, Army National Guard, the Chief, Army Reserve, and the State Adjutants General.

BRAC Objectives

- C4I/Headquarters
 - Locate units and activities to enhance home station operations and force protection.
 - Collocate functions and headquarters in “Joint campuses” to enhance interoperability and reduce cost.
 - Unite multi-location headquarters in single locations to enhance effectiveness and efficiency.
 - Retain installations with the greatest capability to support reach-back/forward operations.

- Homeland Defense
 - Locate Army forces to protect the United States population, territory, and critical infrastructure.
 - Locate forces to enhance support of potential NORTHCOM operations.

Back up slides for PEs

BRAC Objectives

- Institutional Training and Education
 - Provide sufficient area and facilities (with varied terrain, climate, and airspace) to support institutional training, combat development, and doctrine development.
 - Consolidate, collocate or disperse training to enhance coordination, doctrine development, training effectiveness, and improve operational and functional efficiencies.
 - Optimize the capacity to train the entire range of military and civilian skills.
- Unit Training
 - Provide Army units and activities with sufficient, sustainable maneuver and training space in a wide variety of geographic, topographic and climatic conditions in support of Joint training, testing and experimentation, and Homeland Defense.
 - Locate Army units and activities to enhance home-station training, force stabilization policies, Joint interoperability, and readiness.
 - Locate Special Operations Forces in locations that best support: SOF specialized training needs, training with other-Service SOF units, and the unit and materiel deployment requirements of wartime regional alignments.

BRAC Objectives

- RDT&E
 - Retain critical RDT&E infrastructure to provide required technological capabilities and capacity in support of DOD transformation and Joint operations.
 - Integrate DOD testing and training ranges and assets to effectively support DOD transformation and Joint operations.
 - Consolidate DOD RDT&E organizations, capitalizing on synergy across DOD, other Federal agencies, academia, and industry, to enhance support of DOD transformation and Joint operations.
 - Maintain unity of command for Army DT and OT, thus leveraging organizational efficiencies in support of DOD transformation and Joint operations.
 - Provide RDT&E infrastructure that will attract world-class talent in emerging science and engineering fields, ensuring long-term technological innovation to support DOD transformation and Joint operations.

BRAC Objectives

- Joint Logistics
 - Realign and consolidate the Army organic industrial base, in partnership with industry, to provide Joint, responsive, flexible, world-wide logistics support from the factory to the foxhole.
 - Reshape and integrate Army critical munitions and armaments capability to sustain peacetime and wartime Joint operational requirements in the most effective and efficient manner.
 - Reshape and integrate Army maintenance and materiel management capabilities to sustain peacetime and wartime Joint operational requirements in the most effective and efficient manner.
 - Structure a multi-Service distribution and deployment network to enhance the strategic responsiveness of the Joint Team.

BRAC Objectives

- Mission Expansion
 - Retain DOD installations with the most flexible capability to accept new missions.
 - Retain vital training and test lands as a hedge against likely new Joint Team missions; changes in technology, Tactics, Techniques and Procedures (TTP); and other Operational Risk.
- Well Being
 - Locate Army organizations to provide safe, quality, and affordable communities on and off post.
 - Provide responsive, quality, and cost effective medical and dental care on and off post.
 - Provide opportunities to enrich personal lives by achieving individual aspirations.
 - Create a portfolio of installations that provide quality and varied recreational and cultural opportunities on and off post.

BRAC Objectives

- Cost
 - Create multifunctional, multi-component and multi-Service installations that provide the same or better level of service to the Joint Team at a reduced cost.
 - Consolidate or collocate common business functions with other agencies to provide the same or better level of Joint Services at a reduced cost.
- Environment
 - Locate Army units to reduce the impact of encroachment on Joint Team mission accomplishment.
 - Locate Army units where available natural resources can sustain the force.
 - Locate Army units to enable maximum training and test flexibility within environmental limits.

BRAC Objectives

- Imperatives are general constraints on solutions sets and can take two forms:
 - What can NOT happen.
 - What MUST happen.
- Provides “safety value” for military judgment that can not be quantified.
- Provides a deliberative means to ensure results do not violate strategic, force protection, or other considerations.
- Must be approved by SECDEF.