BRAC 2005
EDUCATION AND TRAINING JOINT CROSS-SERVICE GROUP
MEETING MINUTES
8 JULY 2004

The 18th meeting of E&T JCSG principals convened on 8 July 2004 and was an informational meeting. Attendee list is at Attachment 1. Mr. Howlett, E&T JCSG Coordinator, provided a brief overview of the meeting then introduced Mr. Pete Potochney, Director, Base Realignment and Closure. Mr. Potochney briefed Scenario Development and Analysis, the next phase of the BRAC 2005 process. Briefing slides are at Attachment 2. During the briefing, members discussed processes and procedures needed as the E&T JCSG moves into the Scenario Development phase. Mr. Potochney assured members that the OSD BRAC office would provide guidance on the following issues:

- How to measure military value for locations not currently performing a specific function.
- How to uniformly document and track JCSG and MilDep scenarios.

The meeting concluded with a reminder that the next E&T JCSG is scheduled to meet at 1000 on 9 July 2005.

Approved:

G. L. HOEWING
Vice Admiral, U. S. Navy
Deputy Chief of Naval Operations
(Manpower and Personnel)

Attachments:
1. List of Attendees, 8 July 2004
2. Briefing Slides

Copies Furnished:
1. OSD BRAC Office
2. E&T JCSG Coordination Team
3. DoD IG

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8 July 2004

Attendees

Members:

- VADM Gerry Hoewing, USN, Chief, Naval Personnel, N1
- MG Buford Blount, USA, Deputy G-3
- BG Tom Maffey, USA, JCS VDJ-7
- Col Jeff Bearor, USMC, Chief of Staff, Training and Education Command

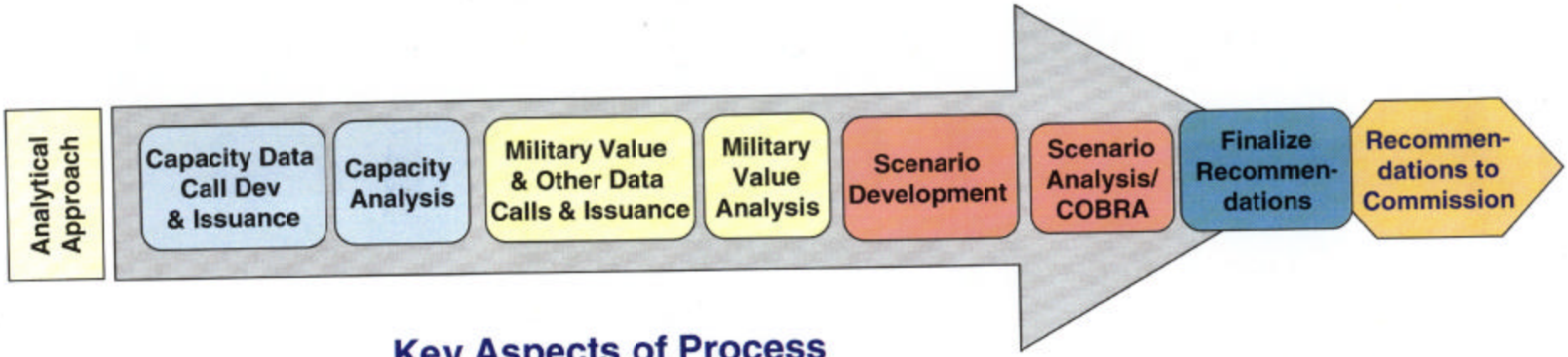
Others:

- Col Nancy E. Weaver, USAF, AF/DPL
- RADM George Mayer, CNATRA
- Mr. Pete Potochney, OSD/BRAC
- Mr. Bob Howlett, E&T JCSG Coordination Team
- Col Mike Massoth, USMC, Deputy Director, Training and Education Command
- CAPT Bill Wilcox, USN, N1D
- CAPT Gene Summerlin, USN, Navy BRAC, E&T JCSG FT subgroup
- Col Jerry Lynes, USMC, Division Chief, Joint Education & Doctrine, J-7
- Mr. Thomas Macia, DAMO-TRS, E&T JCSG Ranges subgroup
- Mr. Bob Harrison, DAMO-TR
- Col James Briggs, AETC/DOO, E&T JCSG SST subgroup
- Mr. Brian Buzzell, OSD BRAC Contract Support
- Lt Col Anne Fitch, USAF, Air Force BRAC
- CPT William Taylor, E&T JCSG PDE Subgroup
- LT W.G. Riel, USN, Aide to Chief, Naval Personnel, N1
- Ms. Beth Schaefer, DOD/IG
- Ms. Adriana Rupert, E&T JCSG Coordination Team
- SSG Kevin Lipscomb, USA, E&T JCSG Coordination Team

BRAC 2005 SCENARIO DEVELOPMENT AND ANALYSIS

July 2004

BRAC 05 Process Overview



Key Aspects of Process

CAPACITY

Inventory
- What
- Where
- How Big
- Usage
- Surge

MILITARY VALUE

Selection Criteria 1 - 4
- What's important
- How to measure
- How to weight
- Rank order

SCENARIO DEVELOPMENT

20-Year Force Structure Plan
Capacity Analysis
Military Value Analysis
Transformational Options
Principles (Guiding)
- Imperatives (Policy)

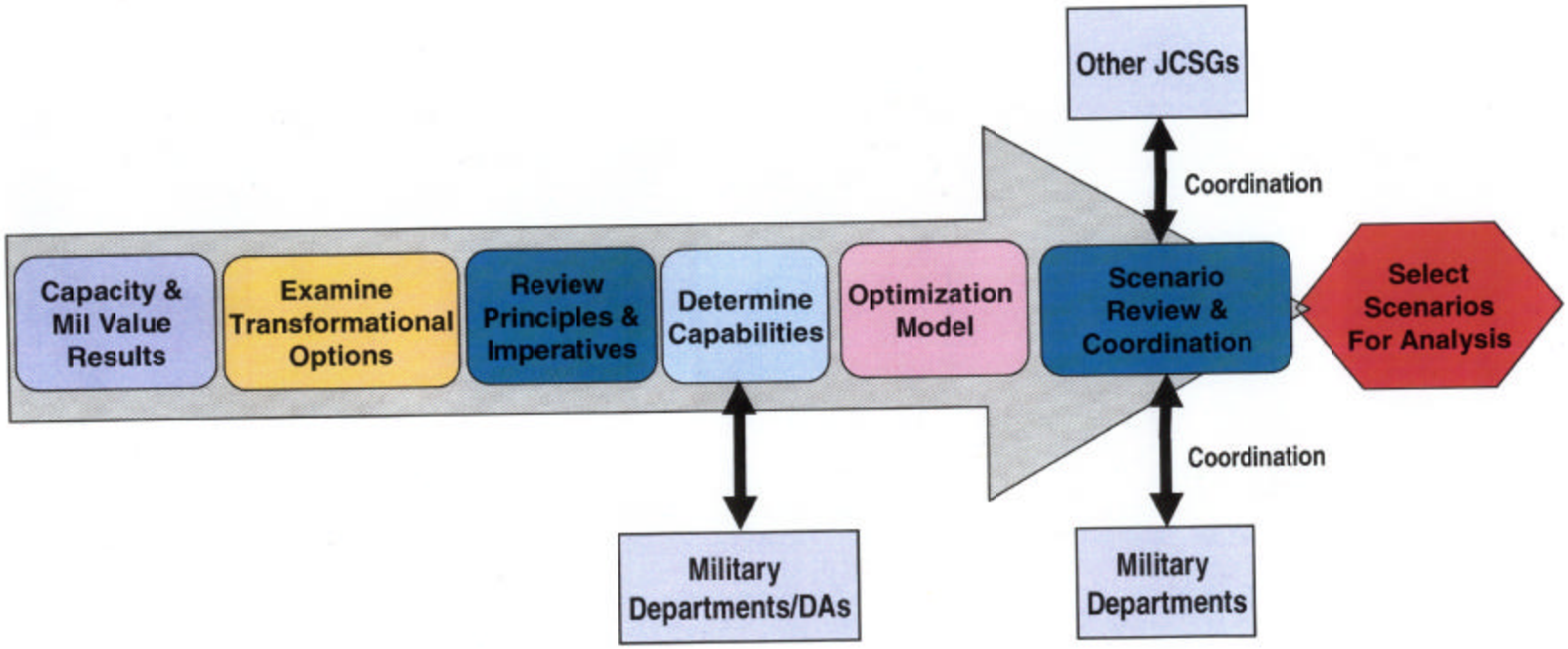
SCENARIO ANALYSIS

Selection Criterion 5 – Potential Costs & Savings (COBRA)
Criteria 6, 7, 8 – Economic, Community, & Environmental Impacts

What is a BRAC Scenario?

- A description of a potential closure or realignment action.
- Normally includes:
  - Transfer of unit(s), mission(s), &/or work activity.
  - Facilities/locations that would close or lose such effort.
  - Facilities/locations that would gain from the losing locations.
  - Tenants and/or other missions/functions that would be affected by the option.
- Examples:
  - *Close Facility XX and relocate all missions to Facility CC.*
  - *Realign Facility YY by relocating its training mission to Facility ZZ. All other missions remain at Facility YY.*

Scenario Development Overview



JCSG and MILDEP information crosswalks are key to Scenario Development.

Capacity Analysis Results

Capacity Analysis--

- Examined functions/sub-functions at specific locations.
- Used certified, quantifiable data to determine:
  - Maximum potential capacity
  - Current capacity
  - Current usage
  - Capacity needed for surge

Military Value Analysis Results

Military Value Analysis--

- Assesses operational & physical characteristics set out in Criteria 1-4.
- Discriminates one installation/facility from its peers.
- Results in:
  - Military Value scores for each installation/ facility.
  - A Military Value array of peer locations.

Transformational Options

- Are recommendations/ideas that must be considered during Scenario Development.
- Were solicited from a range of sources.
- Encompass both restructuring & stationing options.
- Include a broad set of statements, which require refinement and specificity (e.g. "*...examine opportunities for greater joint basing of aviation assets.*")
- If approved by SecDef, will be assigned to MILDEP(s) &/or JCSG(s) for evaluation.

Principles & Imperatives

- **Principles** are top level strategic concepts that foster transformation, embrace change, and avoid capacity reductions that reduce essential military capabilities.

- **Imperatives** are specific, detailed statements tied to the Principles, which function chiefly to prevent scenarios from generating specific recommendations that would violate Principles.

- **Principles & Imperatives** are approved by the IEC & may be MILDEP &/or JCSG specific.

Principle Used in BRAC 95

"Retaining the ability to pursue and sustain essential technological effort." (US Navy)

Imperatives Used in BRAC 95

"Maintain ammunition storage facilities which will not complete planned chemical demilitarization before 2001." (US Army)

" Flight training requires access to ranges, targets, low level routes, outlaying fields, and over-water training airspace." (US Navy)

"Maintain FE Warren AFB as the nation's only Peacekeeper missile base." (US Air Force)

Determine Capabilities

Capabilities—

- Are quantifiable projections of function/sub-function workload needs.
- Based on an assessment of DoD's 20-Year Force Structure Plan (classified SECRET) & Capacity Analysis.
- Are developed by JCSGs in close consultation with the MILDEPs.
- Follow the same function/sub-function breakdown used in Capacity and Military Value Analysis.
- Are certified by each JCSG Principal for their respective MILDEPs/DA's.

The 20-Year Force Structure Plan establishes the basis for the capabilities development and the context for Scenario Development.

Optimization Model

- An analytical program designed to support Scenario Development.
- Various parameters & constraints are available.
- Suggests potential realignment & closure options within a function/sub-function.
- Example:

  Objective: *Reduce excess infrastructure*
  Subject to: *Maintain Military Value*
  Constraint: *Retain site(s) with X capability*

Model results provide the basis for Option Refinement.

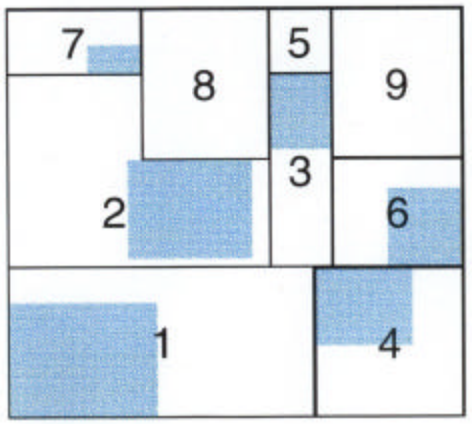
Optimization Model Input

Function/ Sub-Function: *Maintain Widgets* **Needed Capability:** *1000 units (Includes surge of 250 units)*	**Location X**	**Location Y**	**Location Z**
Current Capacity in units	500	600	300
Maximum Potential Capacity in units	650	800	500
Military Value Score	85.3	92.5	81.9
Constraints: *Must retain two locations*			

Capability and all capacity figures must be in the same units of measure.

Illustration of Model Results

Current Capacity of 9 Locations Performing Function "A"
(Graphical Depiction)

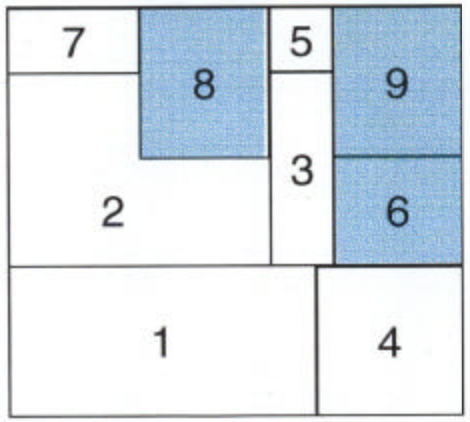


Military Value Array for Function "A" Locations

- Locations rated from 1 (highest) to 9 (lowest)
- Function "A" has excess capability across multiple locations

Excess/Closed

Scenario Development Optimization Model
Scenario I

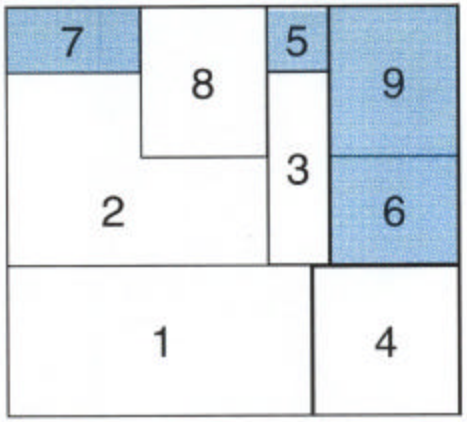


Minimize Excess Capacity While Maintaining Overall Military Value

- Model suggests closing "6", "8", and "9" to eliminate excess capacity
- Note: "8" and "9" are identified for closure although they do not currently possess excess capacity

OR

Scenario Development Optimization Model
Scenario II



Minimize Excess Capacity While Maintaining Overall Military Value - with Policy Imperative to Retain a Strategic Location

- Location "8" meets the Strategic Location requirement
- Model suggests "5", "6", "7" and "9"
- Closes less excess capacity and higher Military Value locations

Scenario Review

- A review of Optimization Model results along with other potential closure & realignment scenarios.
- Relies upon feasibility checks, brainstorming, Installation Visualization Tool (IVT), and military judgment.
- Ensures consideration of assigned Transformational Options & consistency with approved policy Imperatives.
- Includes all scenarios the JCSG wants to include in Scenario Analysis.

A refining process, intended to identify scenario options suitable for comprehensive assessment.

Scenario Documentation

- Each potential scenario must:
  - Be numbered for easy identification.
  - Specify units/missions/work effort to be transferred.
  - Identify losing and gaining sites.
  - Address tenants or other facilities/activities that would be impacted by the option.
  - Reference applicable policy imperatives and/or Transformational Options.
- Scenario documentation added to scenario tracking system

Scenario Coordination

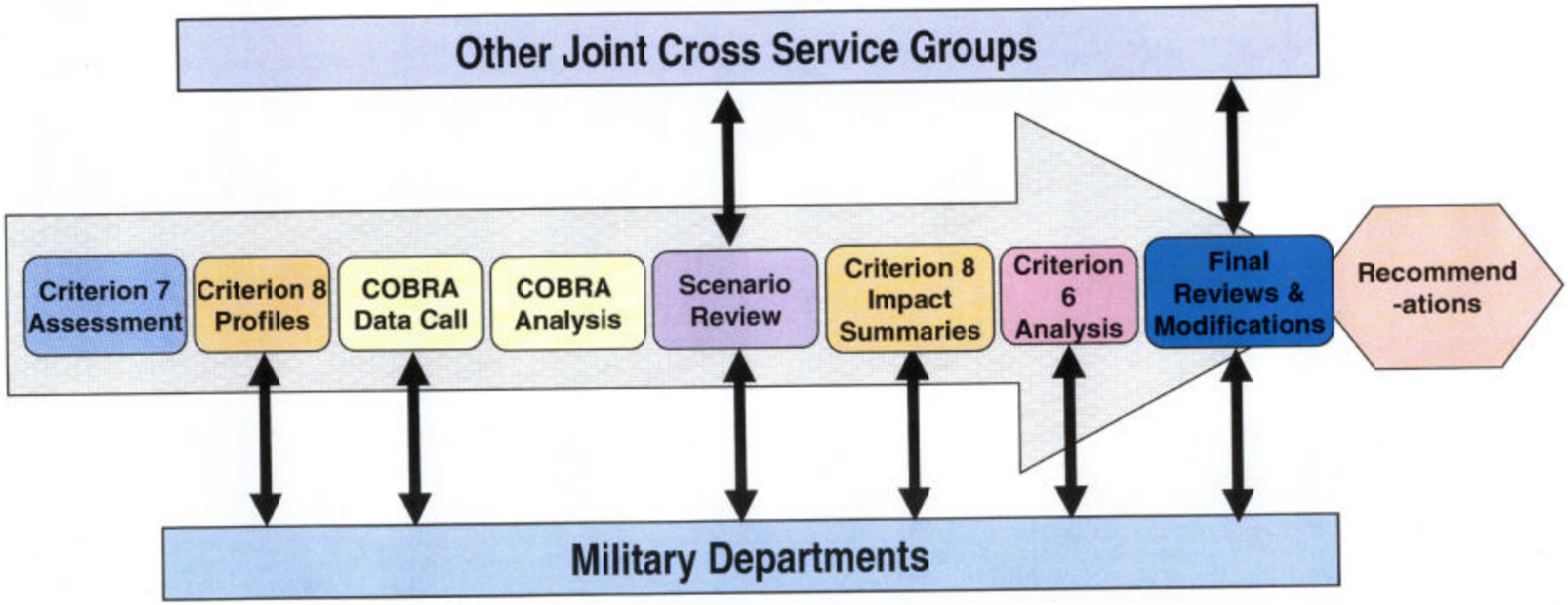
- A full exchange of information on each option JCSGs & MILDEPs are considering for Scenario Analysis is required.
- Facility/activity "overlaps" necessitate joint JCSG/MILDEP evaluation to determine if the overlap is significant.
- If the overlap significantly impacts respective scenario options:
  - Another scenario option may be considered by the JCSG or MILDEP.
  - Alternatively, analysis of overlapping scenarios may be warranted.
- Process requires JCSG MILDEP Principals take the lead on coordination with their respective organizations.

Goal is to identify all potentially viable scenarios for analysis, not eliminate conflicting scenarios.

ISG Role During Scenario Process

- ISG will conduct "quick looks" of JCSGs/MilDeps scenarios throughout process
  - Tracking scenarios uniformly is required
  - ISG provides initial review of JCSG scenarios prior to scenario analysis phase
  - DASs will develop and implement mechanism and process
- ISG reviews:
  - Adequacy, scope (to include transformational agenda)
  - Overlaps and recommended solutions
- ISG may direct additional scenarios for analysis

Scenario Analysis Overview



Extensive MILDEP – JCSG coordination is required during Scenario Analysis.

Criterion 7 Assessment

Selection Criterion 7 - The ability of both the existing and potential receiving communities' infrastructure to support forces, missions, and personnel.

- Community Impact assessments will evaluate scenario impacts on both existing & receiving communities.
- JCSGs will perform this assessment based on location-specific data for ten attributes collected by MILDEPs/DAs & formatted into summary reports by the Criterion 7 JPAT:
  - Population
  - Child Care
  - Cost of Living
  - Education
  - Employment
  - Housing
  - Medical/Health
  - Safety/Crime
  - Transportation
  - Utilities

Criterion 8 Analysis - Profiles

Selection Criterion 8 - The environmental impact, including the impact of costs related to potential environmental restoration, waste management, and environmental compliance activities.

- Initial Criterion 8 assessments will be based on MILDEP-prepared "***Environmental Profiles***" (for each installation).
- Profiles will take into account the following ten environmental factors:
  - Air Quality
  - Dredging
  - Cultural Resources
  - Marine Resources
  - Land Use
  - Noise
  - Wetlands
  - Threatened/Endangered Species
  - Waste Disposal
  - Water Resources

COBRA – Criterion 5 Analysis

Selection Criterion 5 - The extent and timing of potential costs and savings, including the number of years, beginning with the date of completion of the closure or realignment, for the savings to exceed the costs.

- COBRA estimates costs & savings associated with a realignment or closure scenario over a 20-yr period.
- Calculates the cost of moves, construction, procurement, closures, salary & a variety of other factors.
- Uses OSD-approved standard data factors (e.g. discount rate, packing & crating cost/ton, etc.).
- Requires specific losing & gaining site inputs.
- Is not designed to produce budget-quality data.

Working with COBRA

- The COBRA Model uses a Windows format & is easily tailored to provide a variety of reports and information, including:
  - Payback Year
  - One-time Costs
  - 6-yr Costs & Savings
  - Annual Recurring Costs & Savings
  - 20-yr Net Present Value (NPV)
- JCSGs will be provided with training, software, data call formats, & approved standard factors to conduct COBRA assessments.
- JCSGs obtain COBRA data using data calls sent to MilDeps/DAs impacted by scenarios.

All COBRA reports related to evaluated scenarios must be retained as a documentary record of the JCSG/MilDep deliberative process.

Required Scenario Data for COBRA

To perform a COBRA analysis, answers to the following types of questions are needed for a typical scenario:

Move Activity A from Base X and consolidate it with Activity B at Base Y

- **Operations**
  - **What are the operational cost implications from doing Activity A at Base Y and performing its mission when consolidated with Activity B at Base Y?**
  - **What is the timing and phasing for moving Activity A's resources from Base X to Base Y?**
- **Organization**
  - **What organizational efficiencies (e.g., numbers of staff, equipment requirements) are possible for the newly consolidated organization at Base Y?**
  - **What reductions are possible for units remaining at Base X?**
- **Facilities**
  - **What new facilities are needed at Base Y? Can existing facilities be renovated or are new facilities needed?**
  - **How many facilities can be closed at Base X when Activity A moves?**

Answers to these questions are obtained using data calls sent to the responsible MilDeps

Reviewing COBRA Scenarios

- COBRA will provide quick feedback on the cost & savings associated with each scenario.
- Data reviews may identify opportunities or limiting factors, which suggest scenario refinements or alternatives.
- JCSGs/MILDEPs will evaluate costs, payback timing, infrastructure reductions, approved imperatives, & other factors to reduce the number of scenarios under consideration.
- Potential alternative actions after review
  - Accept scenario as-is, or reject scenario
    - If accepted, request preparation of environmental impact summary
    - If rejected, add an explanation to scenario tracking system
  - Modify element of scenario (sites involved) and create new scenario
    - Must restart scenario analysis process
  - Modify COBRA data, but not scenario
    - Must rerun COBRA to evaluate effect of changes

Criterion 8 Analysis – Impact Summaries

Selection Criterion 8 - The environmental impact, including the impact of costs related to potential environmental restoration, waste management, and environmental compliance activities.

- Final Criterion 8 assessments will be based on MILDEP-prepared "***Scenario Environmental Impact Summaries***" (for each realignment/closure option).
- Profiles & summaries will take into account the following ten environmental factors:
  - Air Quality
  - Dredging
  - Cultural Resources
  - Marine Resources
  - Land Use
  - Noise
  - Wetlands
  - Threatened/Endangered Species
  - Waste Disposal
  - Water Resources
- The Impact Summary will consider the costs related to potential environmental restoration, waste management, & environmental compliance.
  - May require rerun of COBRA analysis

Criterion 6 Analysis

Selection Criterion 6 - The economic impact on existing communities in the vicinity of military installations.

- Economic Impact assessments will be made using personnel data derived from COBRA as well as regional economic summaries provided by OSD.
- Closure/realignment options will be evaluated in terms of:
  - Potential direct job loss (Military Personnel, DoD civilian personnel, & on-base contractors).
  - Potential indirect job loss (local commercial & governmental activity).
  - Total potential job change in the economic area.
  - Considers impact of other recommendations affecting the same economic area.

Final Reviews & Modifications

- JCSGs & MILDEPs will review closure/realignment scenarios & prepare their recommendations.
- Each recommended scenario will include:
  - A brief summary.
  - Reference to applicable imperatives and transformational considerations.
  - A one page COBRA summary.
  - Results of Economic, Community, & Environmental Impact assessments.
  - Summary of coordination with other JCSGs & MILDEPs.

Recommendations

- Recommendations from JCSGs & MILDEPs will be reviewed for compatibility by the ISG.
- The ISG will:
  - Resolve JCSG-JCSG overlaps.
  - Provide the IEC with recommended scenario solutions relating to JCSG-MILDEP overlaps.
- The IEC will resolve incompatible scenario options & forward recommendations to SecDef for approval.
- With approved recommendations, JCSGs will prepare their BRAC Reports.

Final Thoughts

Questions?