BRAC 2005
Education & Training Joint Cross-Service Group

Meeting Minutes of June 11, 2003

The Principal Deputy Under Secretary of Defense (P&R) chaired this meeting. The list of attendees is attached.

The Chairman turned the meeting over to Peter Potochney, OSD BRAC Director, who briefed the ISG on BRAC process (see attached slides). The members asked a number of questions. In response to the questions, Mr. Potochney made the following points:

- The Criteria used in the BRAC process will be broad to allow the JCSG the most flexibility during its analysis
- Using certified data is beneficial - Commission has to find that DoD broke its own rules in order to make recommendations that differ from DoD's
- JCSGs are empowered to make their own recommendations unlike in 1995 when the JCSGs only came up with alternatives for consideration by the MILDEP's
- JCSGs and the Services will work closely together as the recommendations are developed - the ISG and the IEC will resolve issues when compromise is not reached
- There is a danger of getting bogged down in each step of the analysis even in the first stage of determining what to measure; i.e. capacity
- The JCSGs' final recommendations are due to the ISG in mid-November 2004 with the Service recommendations to follow 45 days later
- COBRA (Cost of Base Realignment Actions) is a tool used to compare the costs of various BRAC moves - it was used in prior rounds
- Optimization tool is a linear computer program that enables users to maximize efficiency during scenario development (picking what assets to move where) - it was used in BRAC 95
- IVT (Installation Visualization Tool) is a new tool that will provide satellite imagery of installations with various overlays (wetlands, AICUZ, etc.) to help analysts using GIS technology understand exactly what is at an installation

After Mr. Potochney's briefing, the Chairman asked if any of the subgroups had decided on what analytical frameworks that the JCSG should carry forward to the ISG. The various subgroup leads indicated that they had not met because issues associated with membership of the subgroups had not been resolved. The JCSG Chair agreed that part of the delay was due to the fact that the Secretary had not endorsed the JCSG's proposed structure.

The Chair then asked the JCSG members for thoughts on transformational options. The following ideas were discussed:

- Integrating the Joint National Training Capability initiative into the analysis
- Restructuring Joint Professional Military Education (JPME) by certifying Service schools to teach it
- Review JPME for additional distributed learning opportunities
- Examining ITRO initiatives that were not carried forward in the past to see if there are good ideas that the BRAC process can consider
- Completely restructure the various schools by making some joint, contracting out the faculty, contracting out the support facilities, etc.
- Eliminating some specialized functions such as meteorology by buying the service from a strategic partner vice spending the resources to recruit and train the relevant specialists – a "shared Service environment"
- Recruiting skilled people and then give people military training vice recruiting unskilled people and then giving them both military and skill training (e.g. computer and dental technicians)
- Creating Centers of excellence for various specialized skill training to include reviewing the mix of military and contracted out functions
- Reviewing operational flight training in the context of collocating with Undergraduate Pilot Training
- Utilizing state owned Guard and Reserve facilities to augment active training to enable closing down facilities

At the conclusion of the meeting, the Chair requested that the members provide additional transformational option ideas as well as organizations that the JCSG believes should be asked to provide ideas for transformational options and potential analytical frameworks by COB 12 June 2003.

Approved: _____
Charles S. Abell
Principal Deputy Under Secretary of
Defense (Personnel & Readiness)
Chairman, Education & Training Joint
Cross-Service Group

Attachments:

1. List of Attendees
2. Briefing slides entitled "BRAC Process Primer for Joint Cross Service Groups" not dated—standard pitch

Education and Training JCSG Meeting
June 11, 2003

Attendees

Members:

- Hon Charles S. Abell, Principal Deputy Under Secretary of Defense (P&R), Chair
- VADM Gerald Hoewing, Chief, Naval Personnel, N1
- MG Jim Lovelace, Assistant Deputy Chief of Staff,
- BrigGen George Flynn, Director, Training and Education Command, USMC
- CAPT Bruce Russell, Division Chief, Joint Doctrine, J-7

Others:

- Mr. Paul Mayberry, DUSD(Readiness)
- Ms. Pat Walker, DASD(RA) M&F
- Maj Gen Peter Sutton, AF/ DPL
- Mr. Jim Gunlicks, DAMO TR
- Peter Potochney, OSD BRAC
- Mr. Dan Gardner, Director, Readiness & Training
- CAPT Edward Gantt, OPNAV, N00T for
- Mr. Tom Macia, Army G-3 Training
- Lt Col Bernard Hyland, ODSA(I&A)
- Mr. Stephan Jameson, OASD(RA) M&F
- Andrew Porth, OSD BRAC
- Brian Buzzell OSD BRAC Contract Support

BRAC Process Primer for Joint Cross-Service Groups

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JCSGs' Purpose

- Develop Closure and Realignment Recommendations
  - Transform and restructure your functions
  - Opportunity for clean sheet rationalization
- Examine functions in context of facilities
  - Business process reengineering
  - Function/workload recommendations with facility impacts
- Develop recommendations based on
  - Force structure plan
  - Selection criteria

Military Value Criteria Have Primary Consideration

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BRAC Process Overview

BRAC in a Nutshell

- SECDEF develops recommendations and sends to an independent Commission
- Commission reviews and forwards to President
- President approves or disapproves and if approved sends to Congress
- Congress has 45 legislative days to reject or recommendations become binding

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SECDEF Recommendations

- What are they?
  - Recommendations for the realignment or closure of military installations based on a force structure plan and selection criteria where military value is the primary consideration
- What is a Force Structure Plan?
- What are Selection Criteria?

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Commission's Review

- Review for conformity with force structure plan and selection criteria
  - Public hearings, site visits, and analysis
  - JCSG and MILDEP testimony
- Can only change SECDEF recommendations if he deviated substantially from force structure plan or selection criteria
- Can only add a closure to SECDEF list if seven of nine agree and if at least two visit the installation

The President and Congress

- President must approve or disapprove Commission's recommendations on an all or none basis by 23 Sep 05
  - If disapproved, Commission revised report due to President by 20 Oct 05
  - President has until 7 Nov 05 to approve revised report and send to Congress
- Congress has 45 legislative days to enact a joint resolution disapproving President's recommendations on an all or none basis, or the recommendations become binding

Process Timeline

SecDef initiates BRAC 05 Process (establish organization, process, tools, and policy decisions for IEC decision)

Analysis of Service Unique and Common Business Support Functions (Ends May 05)

SecDef BRAC Report (Force Structure Plan and Final Selection Criteria) and Certifications (Feb 04)

SecDef Approves and Forwards Recommendations for Realignments and Closures to Commission (May 16, 2005)

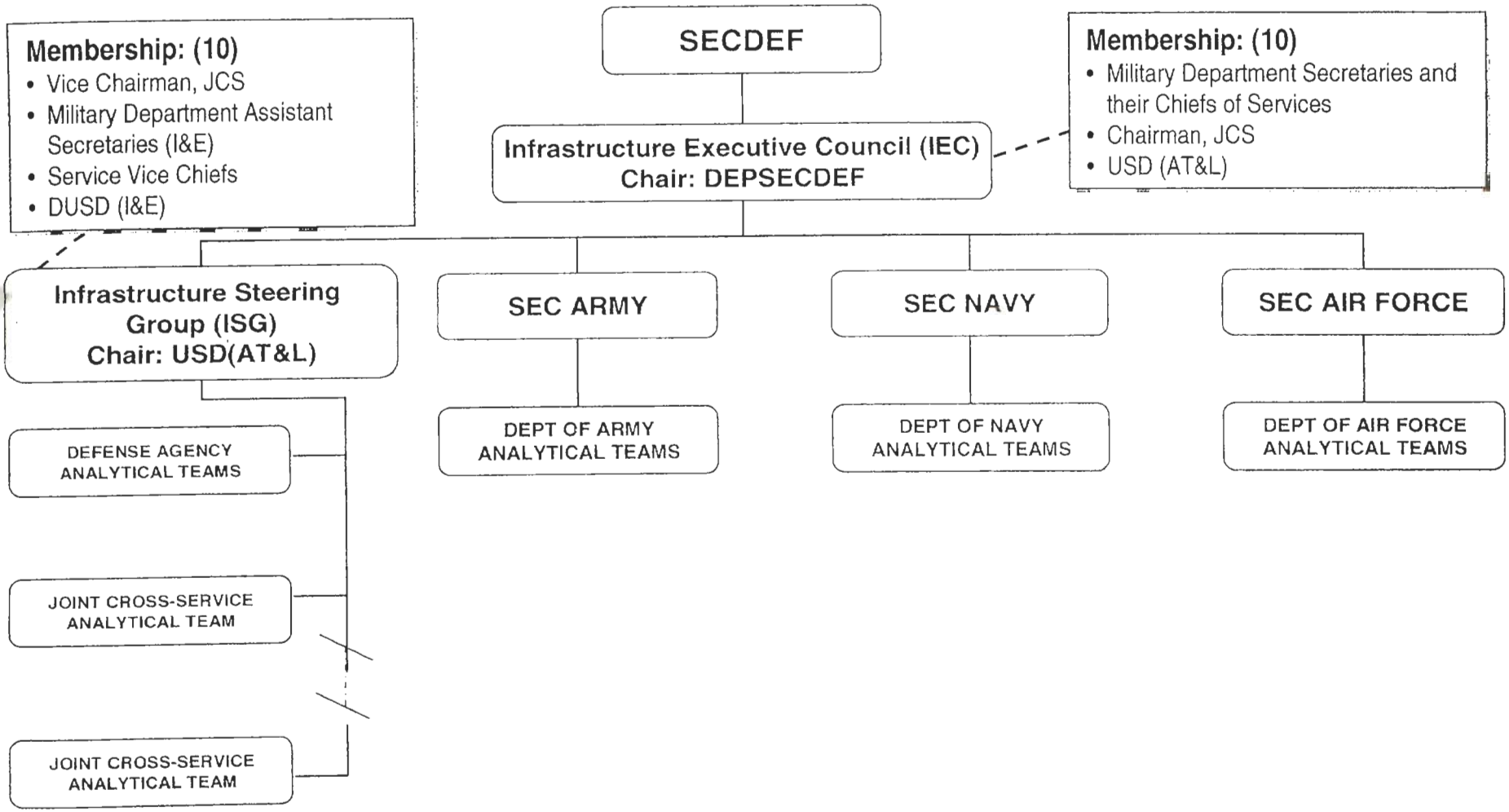
Commission Process (May 05 - Sep 05)

Presidential Review and Approval (Sep 05)

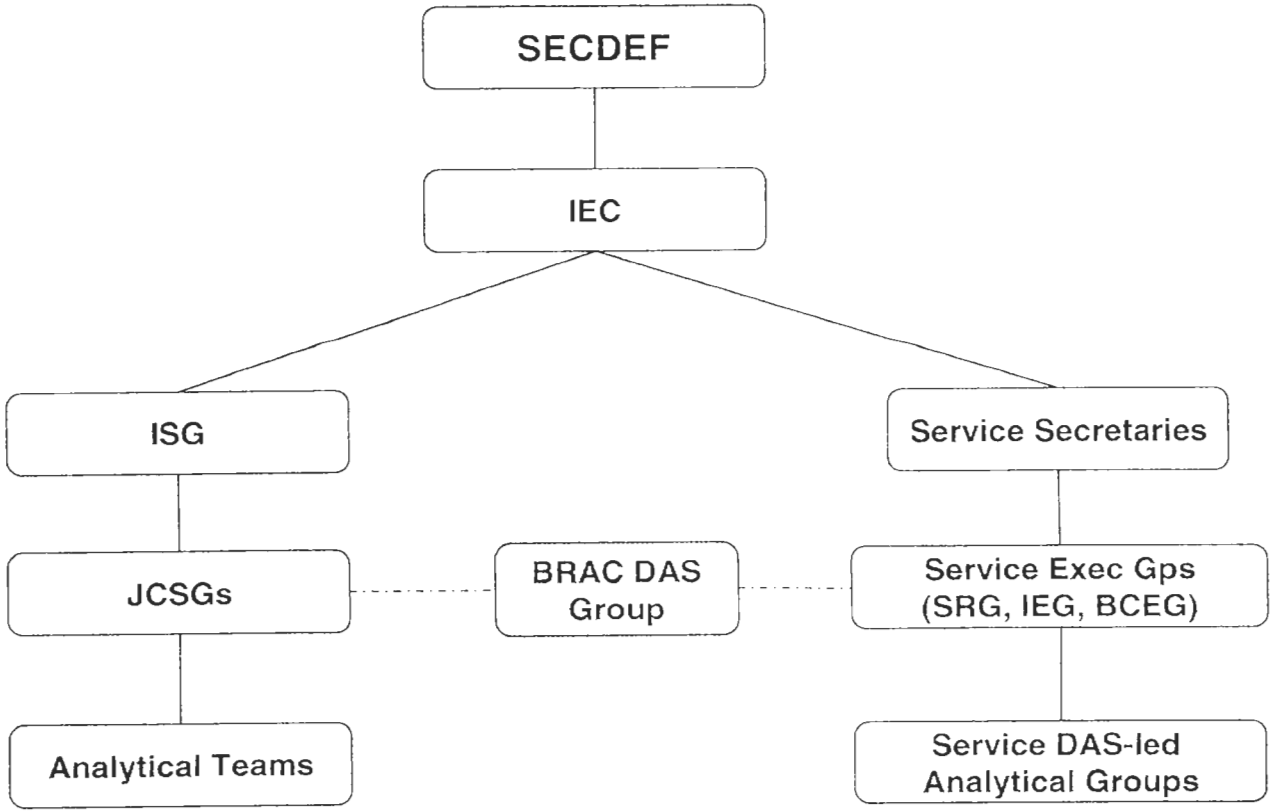
Congressional Action (Sep 05 + 45 Legislative Days)

NOV 02 — **~DEC 05**

BRAC 2005 Leadership



BRAC Organizational Levels



OSD Guided Process

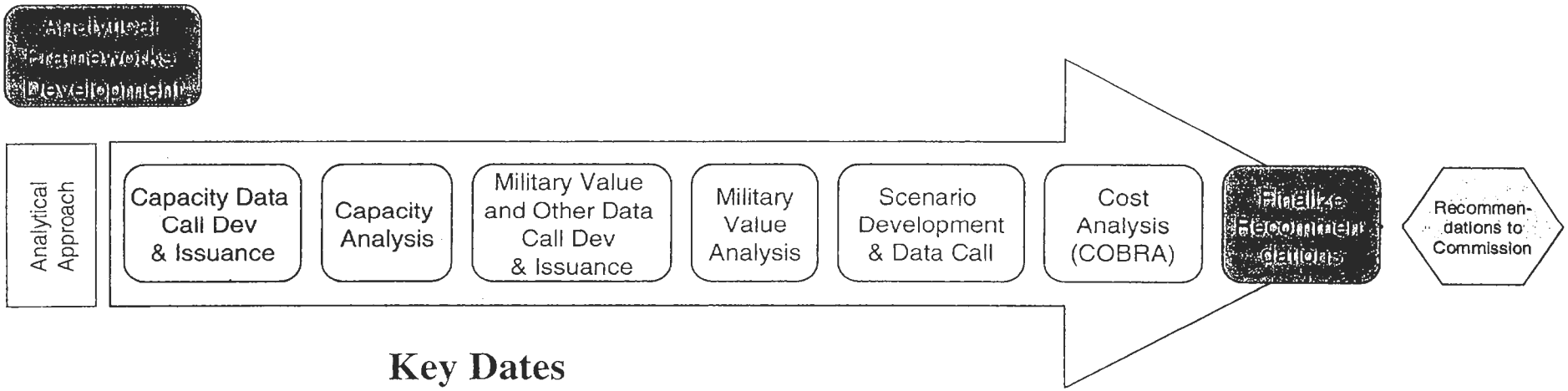
- Guidance issued through a series of policy memos
  - Kickoff Memo (15 Nov 02)
    - BRAC Organization (Next two slides)
    - Transformation
    - Greater joint activity
  - Policy Memo #1 (16 Apr 03)
    - Guidance
    - Responsibilities
    - Procedures
- Future policy memos
- Decision-making bodies: ISG/IEC

SECDEF Recommendations

- JCSGs develop recommendations and forward to ISG and IEC for review and approval
- IEC approves JCSG recommendations and formally provides to Military Departments
- Military Departments
  - Incorporate JCSG recommendations
    - Ongoing coordination with JCSGs
  - Develop recommendations for Service-unique functions
  - Forward recommendations to SECDEF via IEC
    - Must accommodate JCSGs' approved recommendations
- SECDEF provides recommendations to Commission and Congress no later than 16 May 05

Mechanics of Analytical Process

BRAC 05 Process Overview



Key Dates

April/May 2003
- SecDef Approves Functions/Metrics

May/June 2003
- ISG issues interim selection criteria

October 2003
- Interim Force structure plan

31 Dec 2003
- Draft Selection criteria published

Mid-Feb 2004
- Certify need for BRAC
- Final selection criteria to Congress
- Force structure plan

16 May 2005
- Recommendations to Commission

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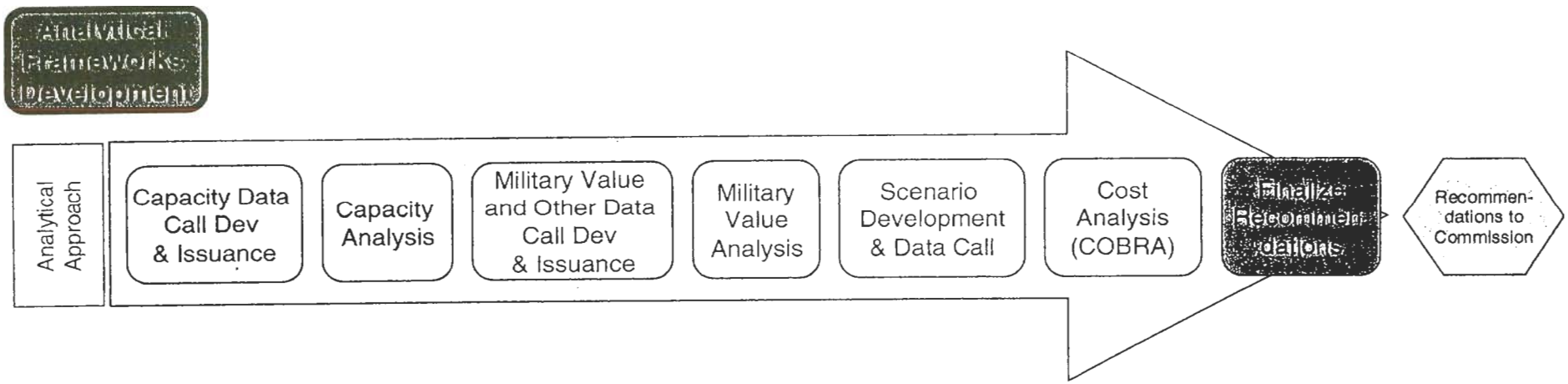
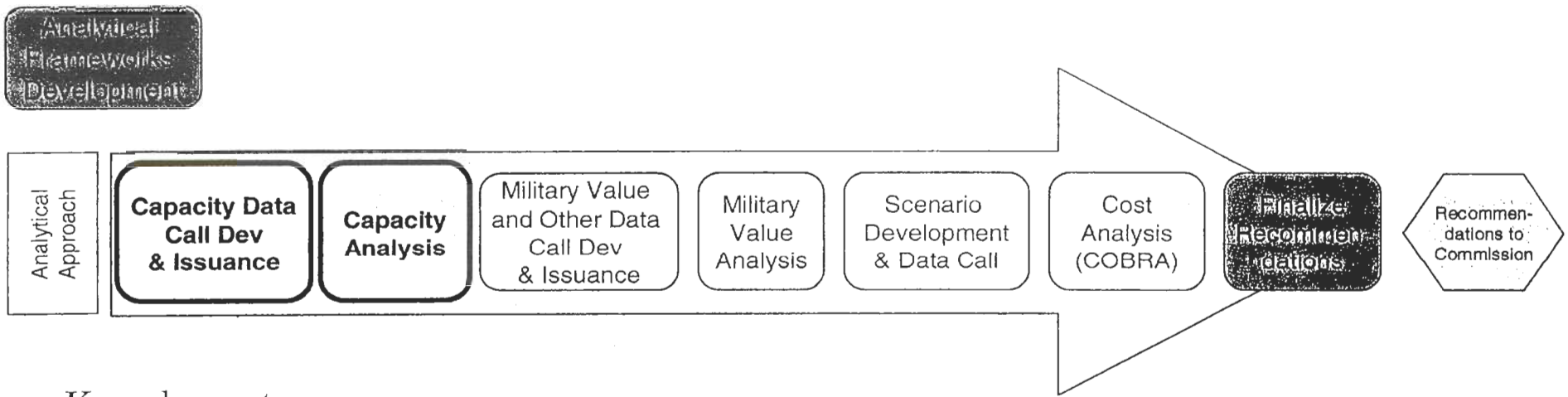
BRAC 2005 Process



Key elements:

- What are analytical frameworks?
  - A rationalized set of options for stationing and supporting forces and functions that must be analyzed
  - Required scenarios to analyze, cost, and consider
- When do the frameworks die?
  - Passing a comprehensive BRAC effort
- Sources of ideas to develop frameworks
  - Joint Staff, Services, FFRDCs, DoD chartered organizations (DSB, DBPIB, NDU), outside organizations

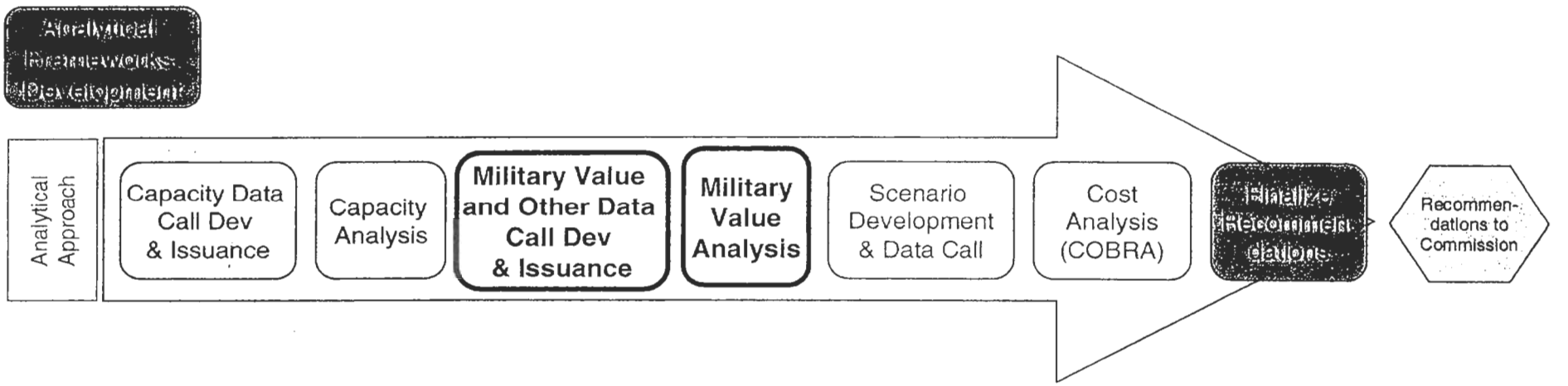
BRAC 2005 Process



Key elements:

- Compare force structure with capability
- Develop attributes to be measured & assign weights
- Write questions to collect physical & operational capacity
- MilDeps collect & certify responses from installations
- JCSG verifies responses
- Compare existing capacity to future force structure requirements by function by installation
- Determine excess capacity
- Establish excess capacity reduction targets

BRAC 2005 Process



Key elements:

- Determine data needs
- Write questions to collect mission description & unique capabilities
- MilDeps collect & certify responses from installations (may require more than one response)
- JCSG analyze responses
- First four MV criteria are basis for analysis
- Using analytical approach, determine MV for each installation
- Quantitative & subjective process
- Rank order installations

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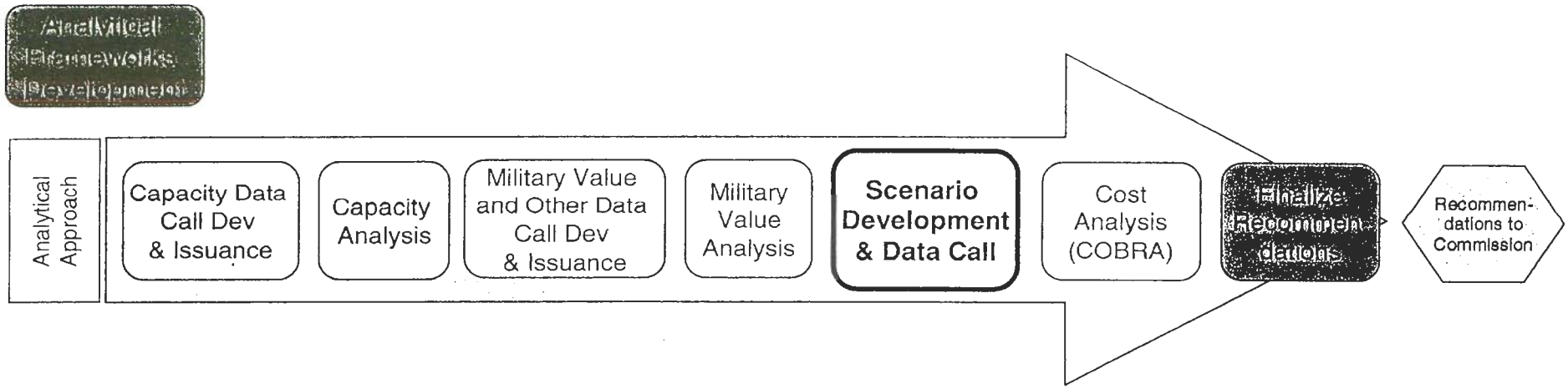
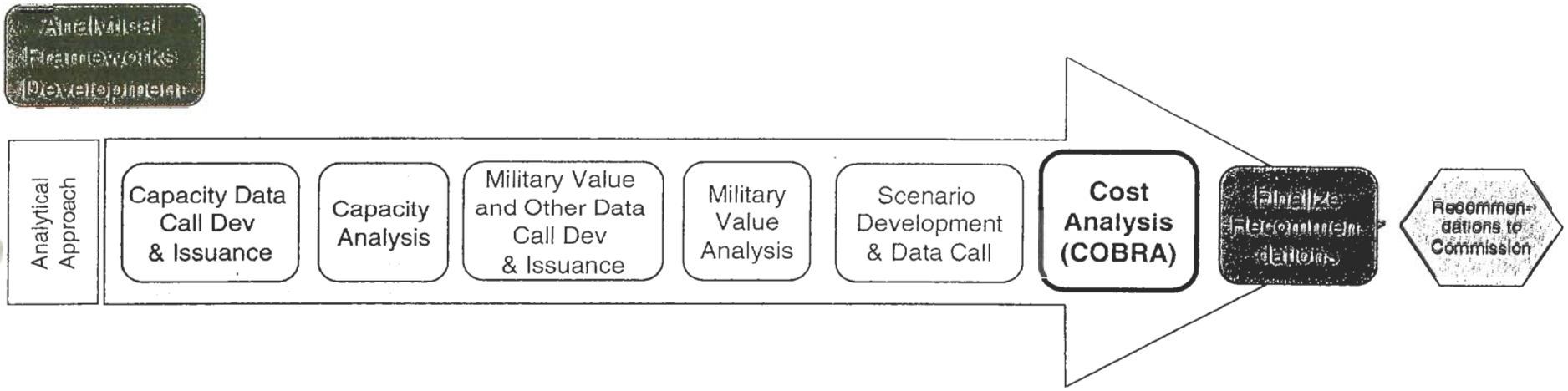
BRAC 2005 Process



Key elements:

- Process creates multiple options to reduce excess capacity and/or optimize capabilities
- Provides solution sets that move functions between/among installations
- Maximizes capacity at higher MV installations
- Identifies which installations are candidates for closure/ realignment
- Apply remaining selection criteria

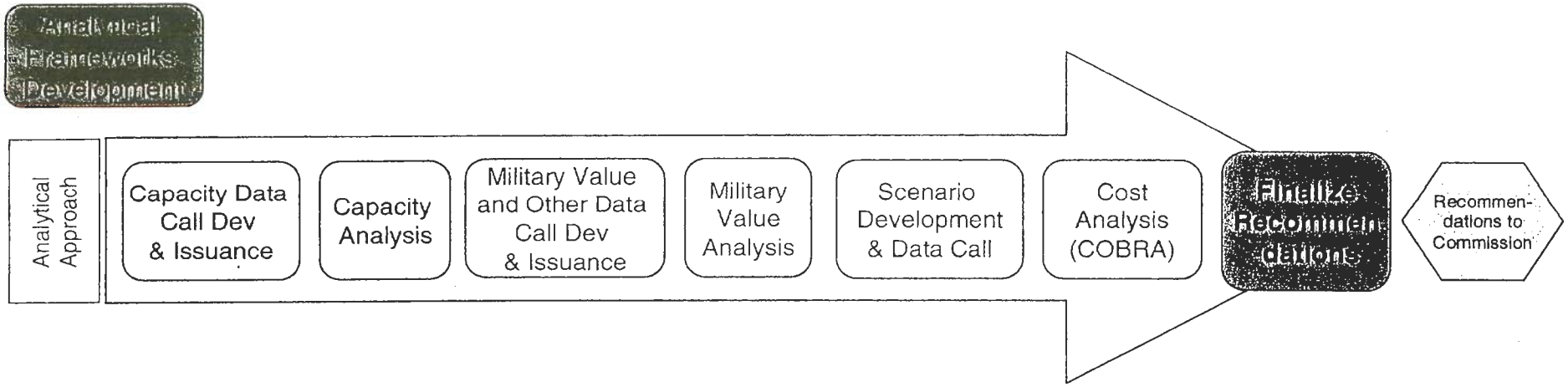
BRAC 2005 Process



Key elements:

- COBRA provides cost comparisons among BRAC options
- Develop standard data call
- MilDeps & Defense Agencies collect & certify data
- Determines which set of options is more cost effective
- Gives the JCSG an estimate of costs & savings for each scenario
- JCSG develops, reviews, and deliberates on list of recommendations

BRAC 2005 Process



Key elements:

- [redacted]
- [redacted]

Additional Concerns/Issues

Business Process Reengineering

- April 4, 2003 ISG gave JCSGs "widest aperture" to reengineer business process
- BRAC ties reengineering and transformation together

Influence outside of the BRAC Process

- Outside studies
  - May inform the process
  - Data not usable unless validated & certified
- Technical experts
  - Useful information is required in writing and certified
  - Limited access to process
  - May require a non-disclosure agreement
- Stakeholders
  - May attempt to solicit information
  - May attempt to influence analysis, providing non-certified data
  - JCSGs should forward all requests for BRAC data to DUSD (I&E)--Services forward requests to their MilDep BRAC authority

Only certified data can be used in a BRAC analysis

Support to the JCSG Chairmen

- BRAC is a priority of the Department's leadership
  - Identify problems and ask for help
- ISG and IEC are there to make decisions to support your process, e.g.:
  - Policy
  - Scope of analysis
  - Resolve issues

JCSG Challenges

- Timelines
- Controlling information
- Biases (e.g., Service parochialism, personal, outside organizations agendas, and entrenched bureaucracies)
- Communication
- Policy voids
- Making tough decisions, managing wins and losses
- Timely elevation of stalemated issues
- Resources
- Personnel turnover