

BRAC 2005 Infrastructure Steering Group (ISG)

Meeting Minutes of April 2, 2004

The Acting Under Secretary of Defense (Acquisition, Technology, and Logistics), Mr. Michael W. Wynne chaired this meeting. The list of attendees is attached.

Mr. Wynne opened the meeting by stating that the BRAC Deputy Assistant Secretaries (DASs) should handle the details of how to resolve issues related to the Joint Cross-Service Group's military value approaches and the ISG should agree to the overall issue process. Mr. Wynne then turned the meeting over to Mr. Potochney, the Director of the OSD BRAC Office, to facilitate the discussion.

Mr. Potochney acknowledged the representatives from the Joint Cross-Service Groups that were present. He began the discussion by reviewing the BRAC process schedule. As part of the review, Mr. DuBois briefly described his experience testifying before Congress over the last few weeks. The Chair then noted that the graphic displaying the "criticality of process" shows that the process becomes more focused and fluid as time moves forward. He noted that if one drew a line at the end of the military value phase, everything to the left of the line could be thought of in terms of an auditable and rigid or quantitative process that lays the foundation for the scenario and recommendation phases. Everything to the right of the line is the part of the process in which decisions remain auditable but are more fluid to achieve a flexible process that results in a rationalized infrastructure. He noted it is during this part that principles and imperatives shape the scenarios and final recommendations; they also shape military value.

The Chair's observation elicited a discussion among the ISG members about the BRAC process. The members agreed that the military value of facilities would not change as the process moves forward. While decision makers assess scenarios iteratively, they will not recalculate the quantitative portion of military value. During scenario development, other expressions of military value such as principles and imperatives, resulting from documented military judgment, will be applied to a variety of scenarios. The ISG members also agreed that the primary focus of the military value process is an assessment of the physical facility's value as well as the mission the facility accommodates.

Mr. Potochney then reviewed the status of Data Call One. He noted that it would take about a week to merge the data gathered by the three separate military department data collection tools. He said the OSD would give JCSGs raw "merged" data around April 12, 2004. The ISG briefly discussed the extent to which the data has been audited. The Air Force noted that their data was being audited real time by the Air Force Audit agency and that they were reviewing those questions that had a high error rate. The

Inspector General (IG) representative stated that the Army and Navy auditors had just begun to audit the data and that the IG was auditing the Defense Agency data. The ISG agreed that the IG should present the findings of the audit at a future meeting. The ISG acknowledged that fixing errors of fact found during data call review is critical. However, this should be the only reason capacity and military valued data is altered. The ISG agreed that fixing errors of fact may be necessary and this should be the only case where capacity and military data can be altered.

Mr. Potochney next reviewed the key concepts of the Military Value process. He stated that the JCSGs are assessing the facilities that support the functions for which they are responsible and that the military departments are assessing the remaining facilities. The ISG members questioned the characterization of the slide bullet that stated “Equivalent to 10 MilDep BRAC efforts.” The Chair pointed out that the Secretary wanted a joint assessment of DoD’s infrastructure and that the bullet was intended to capture that goal because each of the JCSGs and the military departments will be developing their own recommendations integrated through the ISG. The ISG briefly discussed the issue and agreed that the bullet did not reflect the fact that in the end there is only one DoD BRAC effort and that the efforts of the JCSGs and the military departments will be synthesized through the scenario and recommendation development process. The ISG also acknowledged that some of the JCSGs are examining functions that are “followers” and that the decisions that affect the installation as a whole will affect these facilities directly.

Mr. Potochney then led the ISG in a discussion of fundamental military value approach issues. The ISG agreed with the BRAC DASS’ recommendations that there should be diversity in how the JCSGs weigh criteria, assign attributes to criteria, weigh the same or similar attributes for a given criteria, and develop metrics for same or similar attributes. The ISG also concurred with the BRAC DASS’ recommendation that the JCSGs should generally use consistent measures when they use the same or similar metrics unless there is a well-substantiated reason to use a different measure. For example, when measuring facility condition, the JCGSs should use the same construct.

The ISG next discussed crosscutting issues affecting the military value reports. The ISG reviewed eight crosscutting issues and made the following decisions about them:

- Common definitions of terms will be developed by the DASSs.
- The optimization model is mandatory for JCSGs, but can be supplemented with another tool if the ISG approves the tool.
- The JCSGs, in close coordination with the military departments, decide who should answer the data call questions.

- The ISG in general was opposed to reweighing military value, but agreed that a final decision on the issue should be made later, once an actual issue arises.
- Detailed requirements/capabilities will be defined by the JCSGs based on input provided by the military departments—the ISG agreed that the military department members on the JCSG should have access to the necessary information.
- The DASs will define the cut off dates for using outyear program data.
- The DASs will determine whether it is appropriate for the qualifications (e.g. education level or patents granted) of on-site contractors to be measured as part of military value—the ISG members suggested that output metrics might be a better measure than qualifications. The Chair requested that Dr. Segal (the Chair of the Technical JCSG) present the DASs with his rationale on why on-site contractor qualifications should be measured.
- Surge will be addressed in both capacity and as appropriate as part of military value and scenario development.

The ISG then quickly reviewed specific military department comments on the JCSG military value reports. The ISG agreed that the BRAC DASs would resolve the issues with the JCSGs and present any that could not be resolved to the ISG for resolution. The following are those issues that the ISG specifically discussed:

- Graduate flight training—some ISG members requested that the issue of whether the military departments or the Education and Training JCSG are responsible for analysis of graduate flight training be finally resolved at an ISG meeting in the near future.
- UAVs--the ISG agreed that the Education and Training JCSG could examine the requirements for UAV basing but that the ISG would reserve the right to review their approach again.
- Rescoring military value during scenarios—the ISG agreed that JCSGs would not be permitted to rescore military value during scenario development.

The ISG concluded the military value approach discussion by agreeing that the BRAC DASs review would be completed by April 16, 2004 to be followed by a formal two-week coordination period. The ISG agreed to a target of mid-May for the second data call. The ISG also agreed that data calls such as the COBRA data call and the individual military service military value data calls could go out as soon as the questions are ready. The ISG agreed to empower the Data Standardization Team to resolve differences among JCSG questions, seek consistency between JCSG questions and the Joint Process Action Team (JPAT) questions for criteria 5-8, review accuracy of JCSG scoring methodology, and adjust their membership as necessary. The meeting concluded

with Mr. Potochney stating that the JPATs are working to develop common DoD wide and JCSG approaches for criteria six through eight (economic impact, impact on the community, and environmental impact) which will be presented to the ISG for approval as was the case with the criteria five JPAT (Cost of Base Realignment Actions).

Approved: 
Michael W. Wynne
Acting USD(Acquisition Technology and Logistics)
Chairman, Infrastructure Steering Group

Attachments:

1. List of Attendees
2. Briefing slides entitled “BRAC 2005 Military Value Integrated Review” dated April 2, 2004

Infrastructure Steering Group Meeting April 2, 2004

Attendees

Members:

- Mr. Michael W. Wynne Acting Under Secretary of Defense (Acquisition, Technology and Logistics)
- Mr. Raymond DuBois, Deputy Under Secretary of Defense (I&E)
- Hon. H.T. Johnson, Assistant Secretary of the Navy (I&E)
- Mr. Geoffrey Prosch, for Acting Assistant Secretary of the Army (I&E)
- Hon. Nelson Gibbs, Assistant Secretary of the Air Force (IL&E)
- Admiral William Mullen, Vice Chief of Naval Operations
- General William Nyland, Assistant Commandant of the Marine Corps

Alternates:

- Lieutenant General James Cartwright, Director, Force Structure, Resources and Assessment, Joint Staff for General Peter Pace, Vice Chairman, Joint Chiefs of Staff
- Major General Gary W. Heckman, Assistant Deputy Chief of Staff of the Air Force for Plans and Programs for General Michael Mosley, Vice Chief of Staff of the Air Force
- Major General Larry Lust, Assistant Chief of Staff for Installations for General George Case, Vice Chief of Staff, Army

Education and Training JCSG

- Mr. Michael Dominguez Assistant Secretary of the Air Force, Manpower and Reserve Affairs

Technical JCSG

- Mr. John Erb, Deputy Director for Strategic Logistics, J-4
- Dr. John Foulkes, Director, Army Test & Evaluation Management Agency

Medical JCSG

- Lieutenant General Peach Taylor, Surgeon General of the Air Force

Headquarters and Support Activities JCSG

- Mr. Don Tison, Assistant Deputy Chief of Staff of the Army, Programs

Industrial

- Major General “Hamp” McManus, Commander, Operations Support Command
- Brigadier General Willie Williams Director, Facilities and Services Division, HQ USMC
- Major General Saunders Vice Director Defense Logistics Agency
- Brigadier General Henry Taylor, Vice Director, Logistics (J4)
- Rear Admiral Bill Klemm, Deputy Commander, Maintenance and I&D Operations, Naval Sea Systems Command
- Mr. Gary Motsek Deputy G-3 for Support Operations Army Materiel Command

Intelligence

- Ms. Debbie Dunie, Director, Analysis Office of the Deputy Under Secretary (Counterintelligence and Security)

Others:

- Mr. Phil Grone, Principal Assistant Deputy Under Secretary (Installations and Environment)
- Mr. Pete Potochney, Director, OSD BRAC
- Colonel Kurt Weaver, Military Assistant for the Deputy Assistant Secretary of the Army (I&A)
- Ms. Anne Davis, Deputy Assistant Secretary of the Navy (I&A)
- Mr. Mike Aimone, Deputy Assistant Secretary of the Air Force (B&IA)
- Mrs. Nicole Bayert, Associate General Counsel, Environment and Installations, DoD
- Ms. Deborah Culp, Program Director, Contract Management Directorate, Office of the Inspector General
- Mr. Andrew Porth, Assistant Director, OSD BRAC
- Commander John Lathroum, Force Integration Branch Officer, Forces Division, J-8
- Colonel Mark Hamilton, Executive to the Air Force Surgeon General
- Colonel Robert Buckstad, Military Assistant for the Technical Joint Cross Service Group, Office of the Director, Defense Research and Engineering
- Ms. Willie Smith, Chief BRAC Division, Joint Munitions Center Group
- Mr. Jay Berry, Acting Executive Secretary to the Industrial Joint Cross Service
- Colonel Carla Coulson, Army G-8
- Captain Dave England, Joint Staff Logistics
- Mr. Robert Howlett, Director, Institutional Military Training, OUSD(Personnel and Readiness)



BRAC 2005 Military Value Integrated Review

Briefing to the
Infrastructure Steering Group

April 2, 2004



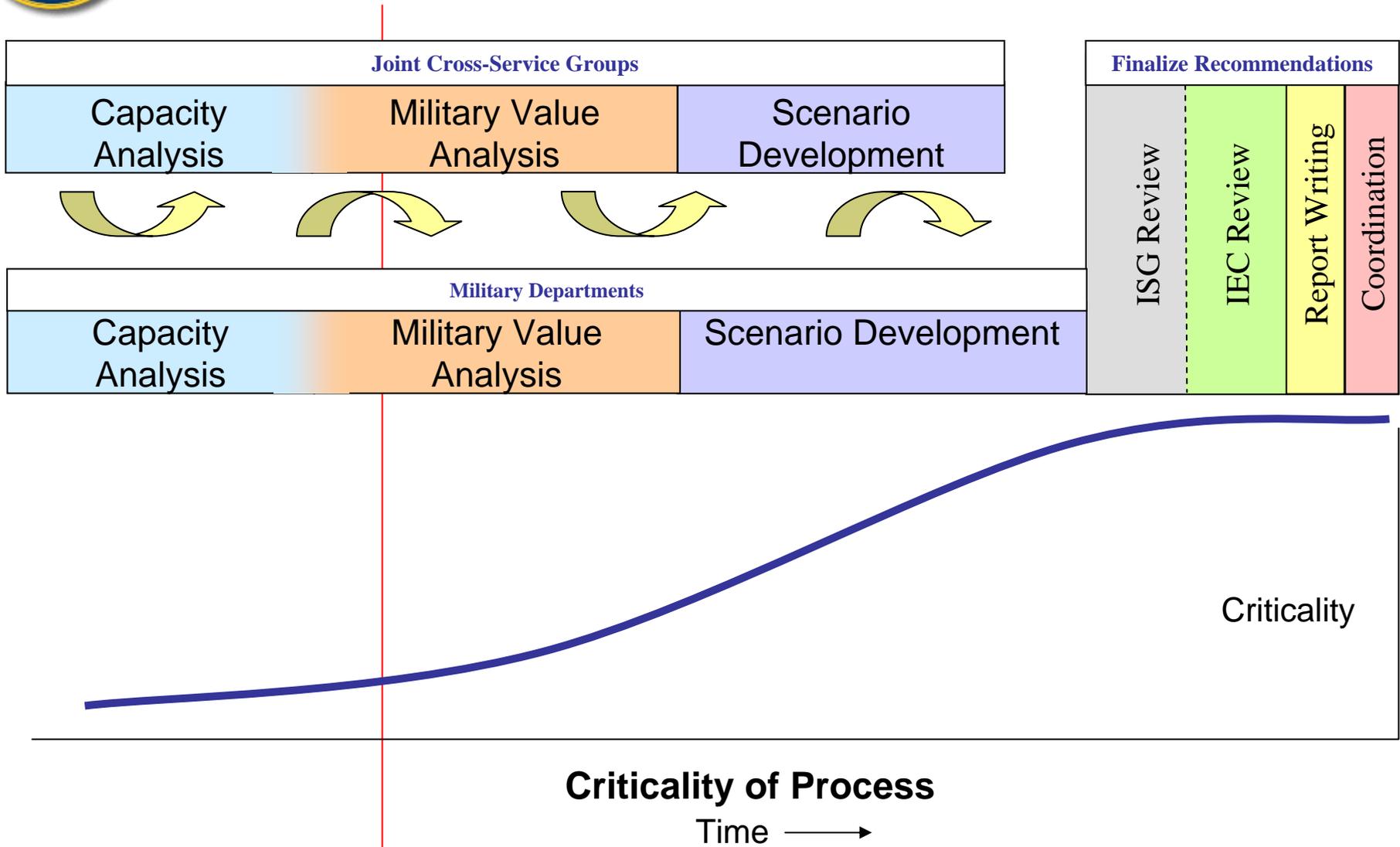
Purpose

- Process Overview
- Data Call 1
- Military Value Report Review
 - Fundamental Issues
 - Cross-Cutting Issues
 - Specific JCSG Report Issues

Principles & Imperatives will be addressed at a separate meeting



Process Overview



Having a solid foundation with which to conduct analysis and scenario development is essential, but now we need true partnering to complete the task at hand



Data Call 1

- ISG Decided:
 - Data call released 6 Jan 04 for 60 days in field
 - Usable data to JCSGs by April 5th
- Usable Data Requires (~1 week process):
 - Receiving capacity data from 3 military departments and 6 defense agencies that used Web-based data collection tools
 - Verifying that all data was extracted correctly from tools
 - Extracting data for each JCSG
 - Restructuring that data so the JCSGs can view it
 - Providing each JCSG the data it requested (Access database)



Status of Data Call

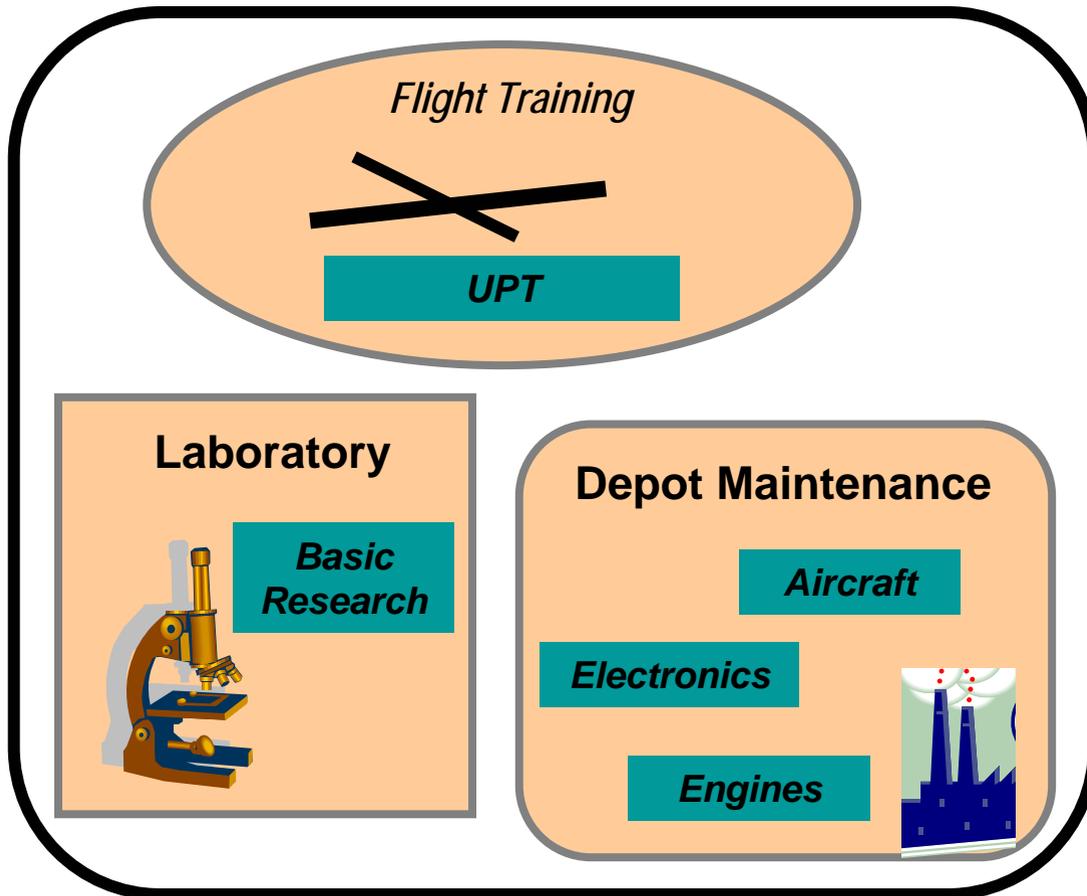
- “Paper” copy responders: ready to go
- Electronic data responders:
 - Army: Will provide fully certified data to OSD on 5 Apr for merging
 - Navy: Will provide fully certified data to OSD on 5 Apr for merging
 - Air Force: Will provide partially certified data (529/723 questions) to OSD on 5 Apr for merging
 - Expects complete certification by 30 Apr
 - Defense Agencies completed-proceeding with electronic transfer to common media

Usable data to JCSGs approximately April 12



Military Value Key Concepts

Installation



- JCSGs populated with functional experts designated by MilDeps
- Task is to look across DoD, balanced with Service and Joint perspective
- Equivalent to 10 MilDep BRAC efforts
- Military value reports reflect differences in approaches based on disparate functions



Fundamental Military Value Approach Issue

- JCSGs conduct analysis and develop closure and realignment recommendations for the facilities supporting their functions
- Should the ISG require each JCSG (or subgroups within each JCSG) to approach military value in the same way? What about MilDeps?
 - Weigh criteria the same?
 - Assign the same attributes to each criteria?
 - When using the same or similar attributes for a given criterion should they weigh them the same?
 - When using the same or similar attributes for a given criterion, must they use the same metrics?
 - When using same or similar metrics for a given attribute, should they measure them the same?
- BRAC DAS consensus: diversity appropriate in first four and consistency generally required in the last



Cross-Cutting Issues

- Do we need common definitions of terms? (Air Force)
- Is the optimization model mandatory for all JCSGs? (Navy)
- Who decides recipients of second data call questions: JCSGs or MilDeps? (Navy)
- Is reweighting of attributes/metrics after data received allowable? (Army/Air Force)
- Who defines requirements/capabilities to support the 20 year force structure plan: JCSG Members or MilDeps? (Navy)
- Should JCSGs be using out-year program data? (Army/Air Force)
- Should contractor characteristics affect military value? (Navy)
- Should JCSGs reports specifically address how surge is considered? (Army)



Specific JCSG Report Issues

■ Technical:

- Question would request personnel names as well as qualifications. Is this appropriate? (Army)
- Reconsider weights for criteria 4 (Navy)
- Articulate rationale for weighting and scoring (Navy)
- Inconsistent availability of funding plans for “high value warfighting capabilities/technologies” from all MilDeps (Navy)
- Use of percentages vice absolute numbers for people-related metrics (Navy)
- Use of DAWIA certification by MilDeps not a good military value metric since MilDeps apply it differently (Navy)



Specific JCSG Report Issues

- Education and Training:
 - Graduate Flight Training (Navy)
 - Remand F-35 (JSF) to MilDeps (Air Force)
 - Monitoring coordination with Tech on ranges (Navy)
 - Unclear how cost implications to training (which could be significant in training ranges) is factored into military value (Navy)
 - Identify which questions in report are new or exist in first data call (Army)
 - How should the JCSG assess future UAV training? (Navy)



Specific JCSG Report Issues

■ Industrial:

- Military value construct for commodities does not reflect value of multifunction facilities (Army)
- Proximity metric penalizes Army (Army)
- Consider using Supply & Storage weighting of transportation mode to munitions distribution network (Navy)
- Will JCSG be rescoring military value during scenario development? (Navy)
- Method 2 scoring/formula on page 4 may be incorrect (Army)



Specific JCSG Report Issues

- Supply and Storage:
 - Use of labor pool availability metric appears inappropriate (Army/Air Force)
 - Time to fill supply/storage positions is not a measure of available skilled workforce (Air Force)
 - Did not reassess military value weights for capacity, condition, and location (Navy)
 - Use of outyear POM data as an indicator of IT quality is inappropriate (Army)
 - Percent of contract error metric is being addressed by Technical JCSG (Air Force)
 - Overemphasis on transportation nodes; none on proximity to customer (Air Force)



Specific JCSG Report Issues

- Headquarters & Support Activities:
 - Redefining common administration functions to include regional HQs does not provide credit for previous consolidations (Navy)
 - No standard measure of fill time; should metric remain? (Air Force)
 - Space standards: need approved DoD size standard for office space allocation (pending issue) (Air Force)
- Medical:
 - Assumptions regarding unique facilities (Army)



Way Ahead

- BRAC DASs to recommend solutions for remaining crosscutting issues for ISG decision
 - Complete DAS review – April 16
 - Complete Formal coordination – April 30
 - Second data call to field – ~ mid-May
- Direct/Empower Data Standardization Team to:
 - Deconflict/resolve difference among JCSG questions
 - Seek consistency between JCSG questions and the Joint Process Action Teams questions for criteria 5-8
 - Review accuracy of JCSG scoring methodology
 - Adjust membership as necessary



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- Recap
 - Next Steps/Work in Progress
 - Criteria 6-8 JPAT briefings
 - Guiding Principles/Imperatives
 - Overseas basing update
 - BRAC funding allocation rules
 - Transformational ideas