DCN:11979

The Honorable Anthony J. Principi
Chairman

BASE CLOSURE AND REALIGNMENT COMMISSION

HEARING

MAY 16, 2005

Presentation of Department of Defense BRAC Recommendations and Methodology

Quick Facts from the Department of Defense Regarding 2005 BRAC

- **DoD estimates that, over the next 20 years, the 2005 BRAC round will create a net savings of approximately $50 billion.**

- **After 20 years, annual savings are expected to be $5.5 billion per year.**

- **33 major bases have been recommended for closure and 29 major bases have been recommended for realignment. 775 minor closures and realignments have been recommended, as well.**

- **There are 49 major installations that DoD has recommended gain more than 400 personnel.**

- **Of those 33 bases recommended for closure, 14 are major Army bases, 9 are major Navy bases, and 10 are Air Force installations.**

- **Realignment is defined by the loss of 400 people from a military installation.**

- **Of the 29 military installations recommended for realignment, 5 are from the Army, 11 are from the Navy, and 10 are from the Air Force. The remaining 3 are drawn from Defense agencies and multiple services.**

- **The major Army installations that have been recommended to gain personnel are: Fort Belvoir, VA; Fort Jackson, SC; Fort Sam Houston, TX; Fort Still, OK; Fort Benning, GA; and Fort Bragg, NC.**

- **The major Navy installations recommended to gain personnel are: Naval Air Station Jacksonville, FL; Naval Station Norfolk, VA; Naval Station Newport, RI; Marine Corps Logistics Base Quantico, VA; and Naval Station Bremerton, WA.**

- **The major Air Force installations recommended to gain personnel are: Little Rock Air Force Base, AR; Peterson Air Force Base, CO; Scott Air Force Base, IL; Andrews Air Force Base, MD; and Shaw Air Force Base, SC.**

- **Jointness—the services working together—was a key factor in DoD's evaluation of military value and DoD estimates that cross-service groups will generate $2.9 billion of the predicted $5.5 billion annual savings.**

From "DoD BRAC Recommendations Expected to Save Nearly $50 Billion" and "BRAC 2005: Closings, Realigments to Reshape Infrastructure." Both written on 5/13/05. Also from slides from DoD presentation on 5/13/05.

2005 Base Realignment and Closure Commission
Suggested Q's & A's

An Explanation of the BRAC Commission

Q1. What is the BRAC Commission?
A1. BRAC stands for Base Realignment and Closure and the Commission is an independent entity, authorized by Congress in the Defense Base Closure and Realignment Act of 1990 (Pub. L. 101-510), as amended through the FY05 Authorization Act. The BRAC Commission was created to provide an objective, thorough, accurate, and non-partisan review and analysis, through a process determined by law, of the list of bases and military installations which the Department of Defense (DOD) has recommended be closed.

Q2. What is the purpose of the BRAC Commission?
A2. The BRAC Commission was established by law to provide a transparent review, open to the public, of the recommendations made by the DOD to close certain bases and military installations. The Commission is mindful of the human impact of these decisions and will serve to ensure that a full review of the facts, and full consideration of community and related interests has been made.

Q3. Can the BRAC Commission be kept non-political?
A3. The BRAC Commission is a non-partisan, independent entity that will ensure that transparency will be maintained, and public access to materials, information and hearings will be made available.

Q4. Does the BRAC Commission have a partisan staff?
A4. The Commission has made a great effort to find the very best people available. The Commission has chosen its staff based upon the individuals' qualifications, expertise, and availability to serve, regardless of the individual's political affiliation.

Q5. What is the timeline for the BRAC Commission?
A5. The timeline is as follows:

May 13, 2005:	The BRAC Commission received the list of recommendations from the DOD.
September 8, 2005:	The BRAC Commission delivers its final report to the President by this date.
September 23, 2005:	By this date, the President must forward the report to Congress or return it to the Commission for further deliberations.
October 20, 2005:	If the report is returned to the BRAC Commission, the Commission must resubmit its report to the President by this date.
November 7, 2005:	Should the report have been returned to the Commission and then resubmitted to the President, the President must transmit his approval and certification of resubmitted report to Congress.

A5. (Continued)
Congress has 45 legislative days from the day it receives the report from the President to enact a joint resolution to reject the report, or the report becomes law. If the President fails to approve and transmit either the initial or revised Commission recommendations by the dates discussed above, it will terminate the BRAC process.

April 15, 2006: The Commission will be terminated by law.

Q6. How is the BRAC Commission funded and what will be the cost?
A6. The Congress authorized DoD to fund BRAC operations, including the Commission, with money that was appropriated for Operations and Maintenance (O & M). The total estimated cost of the Commission will be $10 million.

Q7. How was the BRAC Commission established and what has been its history?
A7. After difficulty, throughout the 1980s, in matching the size of our infrastructure with our strategic needs, the Congress passed The Defense Authorization Amendments and Base Closure and Realignment Act (P.L. 100-526, as codified at 10 U.S.C. 2687 note), which established the 1988 BRAC Round. This act authorized the Secretary of State to appoint a bi-partisan commission to suggest to the Congress a list of bases for closure or realignment. The Congress then was to vote on the list as a whole. The Defense Base Closure and Realignment Act of 1990 (P.L. 101-510, as amended, 10 U.S.C. 2687 note) established the 1991, 1993 and 1995 BRAC rounds, authorizing the President to appoint Base Realignment and Closure commissions, with the advice and consent of the Senate, and resulting in 97 major base closures. The Defense Base Closure ad Realignment Act of 1990 was amended by the FY 2002 Department of Defense Authorization Act (P.L. 107-107) which authorizes the 2005 BRAC Round.

Q8. How many closures resulted from the past four rounds of BRAC?
A8. In 1988, 16 major installations were closed; in 1991, 26 major installations were closed; in 1993, 28 major installations were closed; and in 1995, 27 major installations were closed. This resulted in a total closure of 97 major installations out of 495 military installations.

Information about the Factors Contributing to, and the Process of, Base Closure

Q9. What Criteria will the Commission use in making its decisions?
A9. The statute establishes the criteria. As outlined by the statute, the Commission will place a priority on military value, while also taking into consideration economic, environmental, and other effects that the closure or realignment of a base would have on the community surrounding that base. Information that is gathered in the analysis of a base, with the exception of information that is sensitive to national security, will be made accessible to the public.

Q10. What factors contribute to the decision to close or realign a base?
A10. The first and most important factor is military value. After that, the economic effect on the surrounding community, the extent and cost of potential future savings, the ability of the community's infrastructure to support the base, and the environmental impact of the closure of the base will be considered.

The Commissioners will be sensitive to the needs in the community and will weigh those needs against the military value of the base.

Q11. How will encroachment issues affect the decision-making process?
A11. Encroachment of non-base construction--such as a freeway being built at the end of a military runway, creating a hazard--will be factored into the decision-making process if it hinders a military installation from performing its mission. The law requires the analysis of whether the local community will be able to handle both the existing and potential infrastructure of the base.

Q12. How will environmental costs be factored in the decision?
A12. The DOD has the responsibility to maintain appropriate environmental conditions of a base, whether or not it is a candidate for closing. The law requires that the costs of the environmental restoration of a base that is closed, be factored into the decision of whether or not to actually close the base.

Q13. How much weight will the Commission give to DoD's original proposal?
A13. As prescribed by law, the Commission will review the proposed list against the criteria set forth in statute by the Congress.

Q14. Are there a specific number of bases that will be closed?
A14. There is no specific number of bases and military installations that must be closed; however, the BRAC list does have a specific number of bases recommended for closure or realignment. The BRAC Commission will use criteria, set forth by law, to evaluate and analyze the military value of the bases suggested for closure by the DOD, as well as the impact their closure will have on the community, before forwarding its recommendations on to the President.

Q15. Can bases be added to the list?
A15. The BRAC Commission has the authority to add to the Secretary of Defense's BRAC list if a series of legal requirements are followed. First, the BRAC Commission must notify the Secretary of Defense of its intent to possibly add installations to the list, giving the Secretary 15 days to respond with an explanation of why those military installations were not on the original list submitted to the Commission.

Secondly, the Commissioners must vote in a public session after receiving the Secretary's response to add installations to the BRAC Commission's list, and publish their proposed additions in the *Federal Register* at least 45 days before 08 September 2005. At least two

A15. (Continued)
Commissioners must visit the proposed sites and conduct public hearings. Finally, if seven (7) of the nine (9) Commissioners vote in favor of the proposed additions, then those sites may be added to the Commission's list for further consideration by the President. If no proposed additions are made to the original BRAC list submitted by the Secretary of Defense, then a simple majority of the Commissioners may either approve or disapprove the recommendations made by the Secretary.

Q16. Is military construction currently taking place on a base an indicator that the base will not be closed?
A16. No. Military construction may take place on a base regardless of the base's intended future.

Q17. Does how a base "scored" during a prior BRAC Commission's analysis affect the 2005 BRAC Commission's analysis?
A17. How a base scored in a previous BRAC analysis has no impact on how it will score in the 2005 BRAC Commission's analysis. Information will be objectively and methodically gathered and analyzed in order to support the Commission's final recommendations.

Q18. Is a governor's permission required to close a National Guard base in his state?
A18. The BRAC Commission is aware of certain legal restrictions that may apply in this matter, but while this issue is being resolved, the Commission will proceed with fulfilling its statutory duties.

Q19. What has been the effect on communities after base-closures enacted after previous BRAC Commissions?
A19. According to information provided by DoD, base closures have been shown to have a quite positive effect on surrounding local economies--in some instances--despite the initial economic impact. An important thing to keep in mind is the importance of the participation of the local community in development efforts.

Q20. If the list of bases suggested by DoD for closure and realignment becomes final, how long will the process of closure and realignment take?
A20. It must be completed within six years of the day that the list becomes law.

Q21. Must a base remain vacant during its closure until the environmental cleanup has been finished?
A21. In some cases the property could be leased while undergoing environmental cleanup in preparation for transfer. Other options may also be considered.

Q22. Will data relating to the BRAC Commission's process be made available to the public?
A22. The Commission's process is completely open and transparent. The public will have the opportunity to review all the BRAC data which has been provided to the

A22. (Continued)
Commission, including that by the DoD and other sources, as well as all documents created by the BRAC Commission with the exception of documents which are sensitive to national security. The public is also encouraged to provide suggestions to the Commission, participate in hearings, and make the Commission aware of its concerns.

All of the data upon which the Commission's decisions will be made, apart from data sensitive to national security, will be made available on the BRAC Commission's website, which is: www.brac.gov. Additionally, the Commission's BRAC library will contain all documents, materials, hearing transcripts, and other information which either came to the Commission or were produced by the Commission, excluding items sensitive to national security.

Q23. Can the general public access the historical information about previous BRAC rounds?
A23. According to DoD, the Office of the Secretary of Defense maintains the documentation used by the previous BRAC Commissions at 1745 Jefferson Davis Hwy., Crystal Square 4, Ste .105, Arlington, VA. The information is open to the public; however, due to security requirements for building access, the DOD has requested that persons requesting access call their office at 703-602-3207, before arriving to ensure a government representative is present. There is a copier available.

Q24. How can communities provide input into the decision-making process?
A24. In the interest of keeping the BRAC process fair and objective, the BRAC Commission intends to hold approximately 15 public hearings in various parts of the country, and solicit public involvement in the process. The contact information for the BRAC Commission is as follows:

2521 S. Clark St., Ste. 600
Arlington, VA 22202
(703) 699-2950

Q25. What is the BRAC Commission's website?
A25. It is www.brac.gov. This website is entirely separate from, and independent of, DoD's BRAC website, which is at www.defenselink.mil/brac.

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BASE CLOSURE AND REALIGNMENT COMMISSION

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Statement
of
Anthony J. Principi

Chairman
2005 Base Closure and Realignment Commission

Hearing of the Commission

1:30 PM
May 16, 2005

Washington D.C.

**

Good Afternoon,

I'm Anthony J. Principi, Chairman of the 2005 Base Closure and Realignment Commission, or BRAC. I'm pleased to welcome Donald Rumsfeld, the Secretary of Defense, ~~and~~ General Richard B. Myers, Chairman of the Joint Chiefs of Staff to this afternoon's hearing.

There can be few burdens heavier than the responsibility of waking up each morning knowing that you are answerable to the American people, and to history, for the defense of America's 229 year experiment in democracy.

Secretary Rumsfeld and General Myers, I commend you both for your decades-long careers of public service and for the vigor and energy you demonstrate daily in the exercise of your responsibilities.

The Congress entrusts our Armed Forces with vast, but not unlimited, resources. Your responsibilities to our nation, and to the men and women who bring the Army, Navy, Air Force and Marine Corps to life, demand that you make the best possible use of the limited resources available to you.

As I observed in the Commission's first hearing: Every dollar consumed in redundant, unnecessary, obsolete, inappropriately designed or located infrastructure is a dollar not available to provide the training that might save a Marine's life, purchase the munitions to win a soldier's firefight, or fund advances that could ensure continued dominance of the air or the seas.

The Congress recognized that fact when it authorized you to prepare a proposal to realign or close domestic bases. However, it is important to remember that the Congress did not ~~give you a blank check~~. ~~The Congress insists on~~ an independent, fair, and equitable assessment and evaluation of both your proposal and the data and methodology used to develop that proposal. This Commission will provide that assessment -- openly and transparently, applying the criteria set forth in the statute.

If your proposals are accepted, ~~their implementation will not be exercises in sterile cost-accounting. If accepted by~~ the President and the Congress, what you propose will have profound effects on communities and on the people who bring them to life. They will also shape our military capabilities for decades to come.

That is why the Congress and the President look to us for an unbiased assessment and clear-eyed reality check.

The Congress, in establishing this Commission and in setting forth the standards against which we are charged to measure your proposal ensured these decisions would

not made in a vacuum..... and that your proposals, and their rationale and supporting data, would be subject to independent, objective analysis and assessment.

The members of this Commission accepted the challenge, and necessity, of providing that assessment.

We committed to the Congress, to the President, and to the American people, that our deliberations and decisions would be based on the criteria set forth in statute.

We will examine the proposed plan and measure it against the criteria for military value set forth in law, especially the need for surge manning and for homeland security.

We will assess your proposal's ability to support military force structure, including the reported 70,000 military personnel anticipated to return to our shores.
We will consider the economic impact your proposals will have on the communities which have supported our
We also committed that our deliberations and decisions would be devoid of politics and that we would address our own conflicts of interest should any arise.

In addition, we will be open, independent, fair and equitable, and, we will ensure the people and communities affected by your proposals have, through our site visits and public hearings, a chance to provide us with direct input on the substance of your proposal and the methodology and assumptions behind it.

We will seek a consensus in our decisions by integrating the views of all members of the Commission.

And, perhaps most challenging of all, we will adhere to the rigid timeline for completing our deliberations and provide our report to the President by September 8, just over four months from now.

Mr. Secretary, and General Myers, in turn we look to you, your staffs, the leadership of the Department of Defense and of the military services, to provide us with complete and accurate information and expedited responses to our requests for additional data.

This hearing, your statements, and your responses to our questions, will be the first steps in that process..... but surely not the last.

I look forward to our discussion this morning and to a continuing cooperative relationship as the Commission embarks on the very arduous independent assessment that we will complete before the summer is ended.

Following the testimony of Secretary Rumsfeld and General Myers, the Commission will hear witnesses from the Office of the Secretary of Defense describe the methodology used to arrive at the decisions on realignment or closure embodied in the Secretary's proposal.

I now request our witnesses to stand for the administration of the oath required by the Base Closure and Realignment statute. The oath will be administered by Mr. Dan Cowhig, the Commission's Designated Federal Officer for administering oaths and opening and closing our hearings.

Mr. Cowhig.

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BASE CLOSURE AND REALIGNMENT COMMISSION

Presentation of Department of Defense BRAC Recommendations and Methodology

OPEN SESSION

Monday, May 16, 2005
1:30 p .m.
216 Hart Senate Office Building

WITNESS LIST

Panel I

The Honorable Donald H. Rumsfeld
Secretary of Defense

General Richard B. Myers, USAF
Chairman, Joint Chiefs of Staff

Panel II

The Honorable Michael W. Wynne
Under Secretary of Defense for Acquisition, Technology and Logistics

The Honorable Philip W. Grone
Deputy Under Secretary of Defense for Installations and Environment

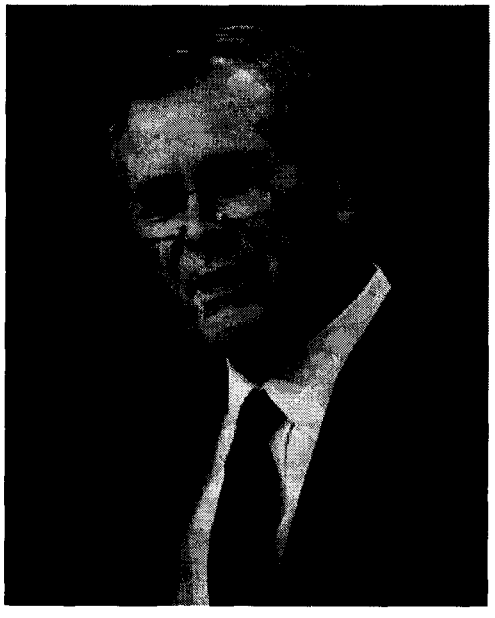
SWEARING IN OATH

Do you swear or affirm that the testimony you are about to give, and any other evidence that you may provide, are accurate and complete to the best of your knowledge and belief, so help you God?

DCN:11979

DONALD H. RUMSFELD

Secretary of Defense



Donald H. Rumsfeld was sworn in as the 21st Secretary of Defense on January 20, 2001. Before assuming his present post, the former Navy pilot had also served as the 13th Secretary of Defense, White House Chief of Staff, U.S. Ambassador to NATO, U.S. Congressman and chief executive officer of two Fortune 500 companies.

Secretary Rumsfeld is responsible for directing the actions of the Defense Department in response to the terrorist attacks on September 11, 2001. The war is being waged against a backdrop of major change within the Department of Defense. The department has developed a new defense strategy and replaced the old model for sizing forces with a newer approach more relevant to the 21st century. Secretary Rumsfeld proposed and the President approved a significant reorganization of the worldwide command structure, known as the Unified Command Plan, that resulted in the establishment of the U.S. Northern Command and the U.S. Strategic Command, the latter charged with the responsibilities formerly held by the Strategic and Space Commands which were disestablished.

The Department also has refocused its space capabilities and fashioned a new concept of strategic deterrence that increases security while reducing strategic nuclear weapons. To help strengthen the deterrent, the missile defense research and testing program has been reorganized and revitalized, free of the restraints of the ABM treaty.

Mr. Rumsfeld attended Princeton University on academic and NROTC scholarships (A.B., 1954) and served in the U.S. Navy (1954-57) as an aviator and flight instructor. In 1957, he transferred to the Ready Reserve and continued his Naval service in flying and administrative assignments as a drilling reservist until 1975. He transferred to the Standby Reserve when he became Secretary of Defense in 1975 and to the Retired Reserve with the rank of Captain in 1989.

In 1957, he came to Washington, DC to serve as Administrative Assistant to a Congressman. After a stint with an investment banking firm, he was elected to the U.S. House of Representatives from Illinois in 1962, at the age of 30, and was re-elected in 1964, 1966, and 1968.

Mr. Rumsfeld resigned from Congress in 1969 during his fourth term to join the President's Cabinet. From 1969 to 1970, he served as Director of the Office of Economic Opportunity and Assistant to the President. From 1971 to 1972, he was Counsellor to the President and

Director of the Economic Stabilization Program. In 1973, he left Washington, DC, to serve as U.S. Ambassador to the North Atlantic Treaty Organization (NATO) in Brussels, Belgium (1973-1974).

In August 1974, he was called back to Washington, DC, to serve as Chairman of the transition to the Presidency of Gerald R. Ford. He then became Chief of Staff of the White House and a member of the President's Cabinet (1974-1975). He served as the 13th U.S. Secretary of Defense, the youngest in the country's history (1975-1977).

From 1977 to 1985 he served as Chief Executive Officer, President, and then Chairman of G.D. Searle & Co., a worldwide pharmaceutical company. The successful turnaround there earned him awards as the Outstanding Chief Executive Officer in the Pharmaceutical Industry from the Wall Street Transcript (1980) and Financial World (1981). From 1985 to 1990 he was in private business.

Mr. Rumsfeld served as Chairman and Chief Executive Officer of General Instrument Corporation from 1990 to 1993. General Instrument Corporation was a leader in broadband transmission, distribution, and access control technologies. Until being sworn in as the 21st Secretary of Defense, Mr. Rumsfeld served as Chairman of the Board of Gilead Sciences, Inc., a pharmaceutical company.

Before returning for his second tour as Secretary of Defense, Mr. Rumsfeld chaired the bipartisan U.S. Ballistic Missile Threat Commission, in 1998, and the U.S. Commission to Assess National Security Space Management and Organization, in 2000.

During his business career, Mr. Rumsfeld continued his public service in a variety of Federal posts, including:

- Member of the President's General Advisory Committee on Arms Control (1982 - 1986);
- Special Presidential Envoy on the Law of the Sea Treaty (1982 - 1983);
- Senior Advisor to the President's Panel on Strategic Systems (1983 - 1984);
- Member of the U.S. Joint Advisory Commission on U.S./Japan Relations (1983 - 1984);
- Special Presidential Envoy to the Middle East (1983 - 1984);
- Member of the National Commission on Public Service (1987 - 1990);
- Member of the National Economic Commission (1988 - 1989);
- Member of the Board of Visitors of the National Defense University (1988 - 1992);
- Member of the Commission on U.S./Japan Relations (1989 - 1991); and
- Member of the U.S. Trade Deficit Review Commission (1999 - 2000).

While in the private sector, Mr. Rumsfeld's civic activities included service as a member of the National Academy of Public Administration and a member of the boards of trustees of the Gerald R. Ford Foundation, the Hoover Institution at Stanford University, and the National Park Foundation, and as Chairman of the Eisenhower Exchange Fellowships, Inc.

In 1977, Mr. Rumsfeld was awarded the nation's highest civilian award, the Presidential Medal of Freedom.

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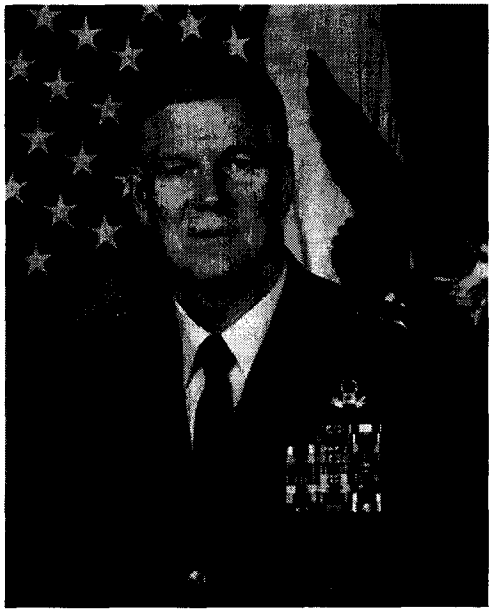
GENERAL RICHARD B. MYERS

Chairman of the Joint Chiefs of Staff



General Richard B. Myers became the fifteenth Chairman of the Joint Chiefs of Staff on Oct. 1, 2001. In this capacity, he serves as the principal military advisor to the President, the Secretary of Defense, and the National Security Council. Prior to becoming Chairman, he served as Vice Chairman of the Joint Chiefs of Staff for 19 months.

General Myers was born in Kansas City, Missouri. He is a 1965 graduate of Kansas State University, and holds a Masters Degree in Business Administration from Auburn University. The General has attended the Air Command and Staff College at Maxwell Air Force Base, Alabama; the U.S. Army War College at Carlisle Barracks, Pennsylvania; and the Program for Senior Executives in National and International Security at the John F. Kennedy School of Government, Harvard University.

General Myers entered the Air Force in 1965 through the Reserve Officer Training Corps program. His career includes operational command and leadership positions in a variety of Air Force and Joint assignments. General Myers is a command pilot with more than 4,100 flying hours in the T-33, C-37, C-21, F-4, F-15 and F-16, including 600 combat hours in the F-4.

As the Vice Chairman from March 2000 to September 2001, General Myers served as the Chairman of the Joint Requirements Oversight Council, Vice Chairman of the Defense Acquisition Board, and as a member of the National Security Council Deputies Committee and the Nuclear Weapons Council. In addition, he acted for the Chairman in all aspects of the Planning, Programming and Budgeting System including participation in the Defense Resources Board.

From August 1998 to February 2000, General Myers was Commander in Chief, North American Aerospace Defense Command and U.S. Space Command; Commander, Air Force Space Command; and Department of Defense manager, space transportation system contingency support at Peterson Air Force Base, Colorado. As commander, General Myers was responsible for defending America through space and intercontinental ballistic missile operations. Prior to assuming that position, he was Commander, Pacific Air Forces, Hickam Air Force Base, Hawaii, from July 1997 to July 1998. From July 1996 to July 1997 he served as Assistant to the Chairman of the Joint Chiefs of Staff, the Pentagon; and from November 1993 to June 1996 General Myers was Commander of U.S. Forces Japan and 5th Air Force at Yokota Air Base, Japan.

Questions for Chairman Principi
Base Closure and Realignment Commission

Panel I
The Honorable Donald Rumsfeld, Secretary of Defense
and
General Richard Myers, Chairman of the Joint Chiefs of Staff
May 16, 2005

1. During the Commission's hearing on May 4th, the question of conducting a BRAC round before completing the ongoing Quadrennial Defense Review arose. Given that the QDR has review groups focusing on such issues as roles and missions, capability mix, manning and force balancing, and business practices, are you putting the proverbial "cart before the horse" in making BRAC recommendations to this commission without having benefit of the completed QDR?

2. Legal controversy has erupted over the role of state governors in approving the closure or relocations of guard units and bases even before we had the BRAC list and were able to see just how significant this BRAC round would be to the National Guard.

    a. What counsel do your legal advisors give regarding the applicability of provisions of law [10 USC 18238 (e), or Title 32, Section 104(c)] to BRAC decision making or any other provisions giving governors approval authority over such decisions?
    b. Please tell us the extent to which state governors, adjutant generals, or other state officials have been consulted in advance regarding your proposed BRAC recommendations.

    c. Do you believe such consultation is required?

    d. How do you see the legal uncertainty about your authority to close such facilities affecting your recommendations and the work of the Commission?

3. Thousands of reservists and National Guard personnel are concerned that they will have to travel great distances to perform their weekly or weekend drill. What standard in miles or time was used to make determinations for travel distances?

4. If all of your BRAC recommendations were approved, would there still be excess infrastructure within DOD? Infrastructure capacity is sometimes "in the eyes of the beholder." Are you confident with the post BRAC capacity projections?

5. The legislation authorizing this BRAC round required that DOD develop a 20-year force structure plan to help guide planning for the BRAC round, and presumably DOD and the military services were guided by that plan in developing their BRAC recommendations. Yet, there seems to be much uncertainty regarding future force structure requirements, particularly in the Navy over future ship requirements, and in the Army over future needed end-strength levels.

    a. How were those uncertainties taken into consideration in developing the BRAC recommendations for each of the military services?

    b. Given uncertainties regarding future force structure requirements, how can the BRAC Commission be confident that it isn't being asked to approve reductions in installations that may be needed in the future?

Additional Questions for Chairman Principi
Base Closure and Realignment Commission

Panel I
The Honorable Donald Rumsfeld, Secretary of Defense

1. The Commission appreciates the May 13th release of your recommendations and the associated receipt of Volume 1, detailing the recommendations at a macro level. Given the daunting and fast paced task we have over the next several weeks, the earlier we can start the better. We are however disappointed that not only have we not received the service and joint cross-service volumes as of this morning, but we have yet to see any specifics whatsoever regarding the details and specifics that the services and groups used in determining and evaluating military value. The Commission and the public will be hard pressed to evaluate your methodology until we lay hands on it.

   Mr. Secretary, when might we expect to receive the remaining volumes, the back-up data, and specifically your detailed evaluations based on the Criteria and the Force Structure?

2. Mr. Secretary, as a result of this and other hearings over this week, we will be asking for yours and the Service Secretaries timely replies to numerous questions for the Record. As you can imagine, these replies are critical to our deliberations.

   How quickly will we expect to receive your replies to our questions for the record?

3. The legislation authorizing this BRAC round required that DOD develop a 20-year force structure plan to help guide planning for the BRAC round, and presumably DOD and the military services were guided by that plan in developing their BRAC recommendations. Yet, there seems to be much uncertainty regarding future force structure requirements, particularly in the Navy over future ship requirements, and in the Army over future needed end-strength levels.

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Suggested Commissioner Questions
Base Closure and Realignment Commission

Panel I
The Honorable Donald Rumsfeld, Secretary of Defense
and
General Richard Myers, Chairman of the Joint Chiefs of Staff
May 16, 2005

PROCESS

1. As I understand it, the Infrastructure Executive Council (IEC), chaired by the Deputy Secretary of Defense, has played an important role in overseeing the BRAC process. Please outline for us the role of the IEC in BRAC and how often it has met within the past year.

    a. To what extent did you or Secretary Wolfowitz participate in the meetings of the Infrastructure Executive Council as it deliberated over specific BRAC recommendations?

    b. How often were you otherwise briefed on progress of the BRAC process within the past year?

    c. To what extent did you and/or the members of the IEC take an action either adding or deleting specific bases as candidates for closure or realignment within the past 2-3 weeks? To the extent you did act in this regard, what was the basis for those individual actions? To what extent did you or the IEC change any candidate closure actions to a realignment action instead? If so, what was the basis for those decisions?

2. The November 2002 BRAC kick-off memo outlined several goals for BRAC 2005 including reducing infrastructure and achieving savings, maximizing jointness among the military services, and furthering transformation efforts.

    a. Could you briefly describe how well you think the proposed recommendations achieve your goals, particularly in the areas of maximizing jointness and furthering transformation?

    b. What were the various metrics that you established to help you determine the extent to which the goals would be achieved?

3. The Department is proposing what appears to be over 200 recommendations but, within that number, the number of proposed closures and realignments are much, much larger—over 800 recommended closures and realignments--a number that dwarfs all other BRAC rounds combined. The overwhelming majority of them are minor closures and realignments. But, if we exclude the reserve BRAC actions and other below threshold actions from the Department's list of BRAC closures, it seems that some of the services are limited players in this BRAC round in terms of active bases.

    a. Are you satisfied with the Army's and Air Force's consideration of active component bases for this BRAC round? What percent of the active component excess capacity is being reduced?

    b. To what extent do you think an additional BRAC round will be needed in the future? If so, when?

    c. Given that significant savings are realized through complete closures; and given that there are many realignments but relatively few closures, the anticipated BRAC savings seem somewhat high. Would you care to comment?

4. To further jointness, we understand that you established 7 joint cross service groups to analyze common support functions across the department.

    a. How successful do you think the groups were in developing recommendations, and the recommendations being accepted by the military services?

    b. Could you highlight the most significant recommendations that were proposed by these groups and what impact they might have on transformation and jointness?

5. A number of your recommendations seem to suggest some degree of jointness is to be achieved through implementation of the recommendations. To what extent will those recommendations achieve meaningful breakthroughs toward joint operations or simply reflect collocation of activities with business as usual? How much progress are we really making in terms of jointness in your recommendations?

6. More so than in prior BRAC rounds, this year's round appears to shift various organizations and bodies of work from one base to another without closing many active component bases. How does emptying space on a base that remains open create savings in overall costs of maintaining those facilities, particularly when we know that when there is vacant space on base, someone will usually fill it?

7. Your recommendations include a reduction in the number of Air National Guard bases and aircraft and the realignment of others.

    a. What are your plans for the Guard's current end-strength?

    b. What analysis was done to examine the most efficient unit size in the active and reserve component?

    c. Given the fact that Guard units are often less expensive to operate than active units partly because they often operate at civilian or state-owned facilities, will the consolidation of Guard units achieve enough savings to justify the personnel turmoil associated with consolidating units?

d. To what extent do the proposed BRAC realignments and closures retain sufficient flexibility in reserve and guard facility capacity to meet unanticipated future needs?

e. What plans does the Department have for utilizing the personnel that are going to be without a mission as a result of these recommendations?

8. As you know, there has been some resistance to BRAC given today's security environment and at a time when the U.S military is involved in two major operations.

   a. How can we ensure that BRAC decisions in CONUS do not negatively affect ongoing operations in Iraq and Afghanistan?

   b. How will any potential risks be mitigated?

9. As we discussed at a previous hearing with a member of your staff (Principal Deputy of Defense for Policy, Ryan Henry), the ongoing QDR and BRAC are interrelated. We are concerned that there is a possibility that decisions made as a result of the ongoing QDR may contradict some of your BRAC recommendations to the Commission.

   a. Did you attempt to integrate QDR and BRAC analyses and decisions?

   b. How can we ensure that decisions made in the ongoing QDR do not contradict?

   c. Can you or your staff keep us routinely informed on QDR activities and whether any QDR recommendations may appear to contradict your BRAC recommendations?

10. In testimony before the Senate Armed Services Committee on 23 Sep 04, Secretary Rumsfeld, you noted that "U.S. forces in the next century must be agile…[and] readily deployable…[and] must be able to project our power over long distances, in days or weeks, rather than months."

a. Has DOD's BRAC submission accounted for results of the recent department-wide Mobility Capabilities Study? If so, how?

b. If not, how can we ensure that our decisions on base closure and realignment do not conflict with these studies findings?

11. Mr. Secretary, we cannot review and analyze your recommendations for base closures and realignments without the certified data on which they were based. We have yet to receive that data from you. Time is of the essence since we have so much to accomplish between now and September 8th when our report must be submitted to the President. When can we expect that data from you?

12. If all the BRAC 2005 recommendations are implemented, can you tell us what the overall capacity reduction is projected to be for the Department of Defense, in terms of actual operational forces reduced, military and civilian support personnel positions reduced, square miles of bases and training ranges reduced, storage space eliminated, etc?

13. Until shortly before the report was issued, we and the rest of the country understood that the BRAC would close 20-25% of the bases, yet only about one-third of the amount is reported to be the current figure. What changed?

14. After optimum base realignment scenarios were run and costs developed, were the Services allowed to adjust the final recommendations by removing, adding or realigning their base infrastructures? If so, what were those changes and what was the rationale for allowing them?

15. The initial DOD BRAC impact by state report shows fewer than 15,000 personnel, including 668 civilians, returning from Germany and Korea while we understand that the number returning to the US will be closed to 70,000. Where to you intend to base the other 55,000? When will we know this? How does this affect your recommendations and be projected savings of $49Billion?

FORCE STRUCTURE

16. DOD recently provided Congress with an updated 20 year force structure plan to be used in developing BRAC recommendations.

    a. What key assumptions was the Air Force's force structure plan based on?

        i. For example, what assumption does it make regarding replacement of existing aircraft—one for one replacement, or something smaller?

        ii. What assumption does it make regarding the future of UAVs relative to other aircraft?

    b. Does the force structure plan submitted in March 2005 reflect OSD's decision to reduce the number of F-22s that will be bought?

    c. To what extent is the force structure likely to change as a result of the QDR and how much flexibility will the Air Force have to accommodate a different and potentially larger force structure under the proposed BRAC closing and realignment plan?

COST

17. Your report indicates that the level of projected annual recurring savings from this BRAC round is almost as much as the last four rounds combined. What are the major areas of savings?

    a. To what extent are those savings related to reductions in costs of facility maintenance and repair and recapitalization?

    b. To what extent are those savings related to civilian personnel reductions?

c. To what extent are those savings related to reductions in military personnel end-strength levels? To what extent will authorized military personnel end-strength levels be reduced? If not, why not?

18. With the cost of implementing BRAC, overseas rebasing, the global war on terrorism, and the cost of several big ticket acquisition items such as F22, JSF, and Army modularity competing for funding, how does the Department plan to pay for all of these investment needs?

19. Historically, one way of measuring the magnitude of savings expected from BRAC is the net present value of savings for a 20-year period. In that regard, the Department seems to be making two different 20-year savings projections from this BRAC round, one of which suggests the savings are about $ 50 billion and another which suggests the figure would be $64.2 billion if you include anticipated savings from overseas basing realignments around the world. Given what appear to be significant uncertainties regarding the level of costs and savings from yet to be finalized changes planned in overseas basing, isn't it a bit unrealistic to be trying to add $14 billion more to your projected domestic BRAC savings.

RECOMMENDATION / FUNCTION SPECIFIC

20. So many of your recommendations pertain to reserve component activities, where the applicable personnel levels would seem to be below the personnel threshold levels (i.e. 300 authorized civilians) where closure action under the BRAC law would be required. In fact, the number of reserve actions proposed is so great one is almost inclined to call this the "2005 Reserve BRAC Round."

    a. Why are you proposing these reserve component actions under BRAC when BRAC is not needed to authorize them? If we were to look closely at each of these reserve actions, how many of them actually save money?

    b. To what extent have you assessed the potential impact of these reserve component recommendations on recruiting and retention of reserve personnel?

21. Your Headquarters Cross-Service Group has proposed creation of a number of joint bases whereby a single military service is being given responsibility for installation management functions for two or more bases located in close proximity to each other. How do you envision this working and where do you see savings occurring?

    a. Historically, the Air Force has been known for maintaining a higher standard of living, services, etc. on its bases than the other military services. That aside, will the joint service bases use the standards of the service that has the lead in managing the facilities of the other military services and will this result in the quality and standards being upgraded or possibly degraded for everyone? If so, what are the impacts on savings?

    b. For those instances where installation management for an Air Force base will be the responsibility of the Army or Navy, how will the Air Force standard be upheld or will the level of services be equivalent to existing practices of the Army or Navy?

22. There are many BRAC recommendations that would relocate military activities out of leased space and onto military bases where new construction will be required. To some extent these relocations are being justified in terms of meeting new force protection requirements.

    a. To what extent has this been coordinated with GSA in terms of impact on their costs and impact on their portfolio of facilities?

    b. To what extent do your intelligence assessments indicate a greater threat to DOD tenants in leased space compared with other government civilian tenants given today's threat environment? Would GSA and the Department of Homeland Security agree with your assessment?

    c. How realistic is it to expect that force protection requirements would be enacted at the affected sites in the absence of BRAC?

23. Your recommendations also include the closure of the Portsmouth Naval Shipyard. With Portsmouth being only 1 of 4 remaining major Navy shipyards that perform depot maintenance work—primarily on nuclear–powered submarines—can you assure us that the closure of this non-reconstitutable asset is in the best interest of DOD. We further understand that Portsmouth is considered by many to be one of the more efficient of the Navy shipyards.

    a. In your analysis of realigning Portsmouth's projected workload to other shipyards, what is your assessment of the amount of overall surge capability you have in the short and long term if you close this facility?

    b. What is your assessment of the impact of losing Portsmouth workers who are experienced in the highly technical field of maintaining nuclear-powered Navy vessels and how quickly do you thing it would take to train personnel or acquire the needed capability at the other shipyards?

24. Your package of recommendations includes a realignment of Walter Reed Army Hospital. Yet, for all intents and purposes, it looks like a closure to us. Would you care to comment?

25. There are several BRAC recommendations that support Joint and Cross-Service objectives. Was consolidating the Service Senior War Colleges into a Joint Center of Excellence for War Colleges considered?

ENVIRONMENTAL

26. In authorizing the 2005 BRAC round, Congress required the department to consider the impact of environmental restoration costs in its BRAC decision making process. Could you please explain how these costs were considered in the decision making process, particularly in assessing costs and savings, and whether those costs affected any BRAC decisions?

ECONOMIC

27. To what extent were considerations of economic impact, or regional impact in general, factors in final decisions of which bases would be recommended for closure or realignment?