

**STATE OF OHIO
BASE REALIGNMENT &
CLOSURE (BRAC)
COMMUNITY ACTION PLAN**

AUGUST 2017

2017

PROTECTING OUR MILITARY ASSETS

PREFACE

Base Realignment and Closure (BRAC) is the statutory process the Department of Defense (DoD) uses to reorganize its installation infrastructure to more efficiently and effectively support its forces, increase operational readiness, and facilitate new ways of doing business. The BRAC process is intended to enable DoD to better match existing facilities to changing military requirements. Congress previously authorized five rounds of BRAC: BRAC I in 1988, BRAC II in 1991, BRAC III in 1993, BRAC IV in 1995, and BRAC V in 2005. While no new BRAC has been approved, it has been a budget issue for the last five DoD budget submissions. The approaches contained in this plan can help communities protect their military assets from all of these threats.

The legacy of the BRAC process arose from the need to streamline DoD operations in a manner acceptable across the political spectrum. The procedures that were followed — in 1988, 1991, 1993, 1995 and 2005 — to evaluate and ultimately close or realign bases have been refined significantly since the first base closure round, but the essential process has not changed. It is rooted in the existence of an independent, bipartisan commission evaluating DoD recommendations to produce an all-or-nothing list of closures and realignments.¹

This document and the included community action plans are based on the following assertions about what community actions can prevent BRAC closure and in the worst case, reverse BRAC closure decisions:

1. DoD will establish guidelines and criteria for assessing and rank ordering their facilities—thus a community that understands the criteria can make pre-emptive investments and business arrangements that improve the community’s facilities and facilities’ ranking, thus avoiding closure.
2. DoD will research and gather data on all DoD facilities—communities can support this effort by providing the most accurate and positive data possible. If DoD decision data is unfavorable, the community can assist by validating and correcting it.
3. Congress will create a process that provides for community participation—thus a community must rally and interact with all of the key stakeholders to obtain the maximum participation benefit.

¹ Schlossberg, George; How Congress Cleared the Bases: A Legislative History of BRAC; Journal of Defense Communities; February 2012

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1.0 OVERVIEW

1.1. ACTION PLAN ORGANIZATION AND HOW TO USE

The key to minimizing the losses and maximizing the gains from a BRAC is the establishment of a BRAC management organization and a detailed BRAC Action Plan. The management organization should include a sponsoring agency, a program manager (PM), BRAC Advisory Council (BRAC-AC), and BRAC Action Team (BRAC-AT). The BRAC-AC provides senior level guidance and connections to community, political, and military leadership. The BRAC-AT supports the PM by providing hands-on data gathering, analysis, and data generation related to the local mission and installation. The BRAC Action Plan describes the management structure, roles and responsibilities, research and analysis activities, and stakeholder engagements.

This BRAC Action Plan is organized into four major elements: Stakeholder Engagement, BRAC Phases I - IV, Appendices, and Community Action Plan checklist. Each will be discussed briefly.

1.1.1. Stakeholder Engagement

Preparing for and responding to a BRAC requires the coordinated effort of numerous stakeholders. Section 2.0 of this plan details these stakeholders and each group's role in the process. The BRAC PM should develop a communications plan to engage with all stakeholders, continually update that plan, and manage communications throughout the BRAC process.

1.1.2. BRAC Phases

This section includes the detailed action plan describing all the potential actions that a community should consider when preparing for or facing an actual BRAC. It is subdivided into four time phases:

- Phase I: Pre-BRAC Law Period
- Phase II: Passage of the BRAC Law Period
- Phase III: Public Discussion Period
- Phase IV: Congressional Review and Approval Period
- Phase V: Post-BRAC Implementation Period (not included in this document)

Each BRAC phase begins with a summary narrative which is followed by a list of BRAC process events. These are events happening on a national level with regard to BRAC. They are, in effect, *triggers* that signal the need for community action.

Following the BRAC process triggers is the narrative version of the Community Action Plan which details potential action items for that phase of the BRAC process.

Next is a section on stakeholder communications which includes a responsibility assignment (RASCI) matrix that summarizes the primary objective of stakeholder engagement for each of the level 1 action plans during that phase. RASCI is an acronym for five key roles most typically assigned: *Responsible, Accountable, Supports, Consulted, and Informed*. These terms are defined as follows:

- **Responsible:** Those who do the work to accomplish the activity—there is generally only one responsible party, although others may be delegated to assist in the work required.

- **Accountable:** The one ultimately answerable for the correct and thorough completion of the task; typically signs off on or approves work that *responsible* provides. There must be only one accountable party specified for each task.
- **Supports:** Provides resources to help the *responsible* complete the task.
- **Consulted:** Those whose opinions are sought, typically subject matter experts; and with whom there is a two-way communication.
- **Informed:** Those who are kept up-to-date on progress, often only upon completion of the task; and with whom there is typically just one-way communication.

1.1.3. Appendices

Additional information and resources are attached to this report as appendices. In addition to a references and acronym list, various topic papers are provided to help users understand and execute the Community Action Plans. Appendix F provides additional resources, including two imbedded files summarizing United States (US) military installations and BRAC management organizations across the US and summaries of relevant articles, studies, etc., to support the community effort.

1.1.4. Community Action Plan Checklist

This resource is available in electronic form only and is designed to be a working copy of the Community Action Plan that a BRAC management organization can edit or expand to match their community's needs. It can be used as a detailed integrated master plan to execute actions and track progress during the BRAC phases.

1.1.5. Electronic Files

This report and all of the above-mentioned resources are available in digital form on a DVD.

1.2. BRAC HISTORY

Future BRACs will have both similarities and differences to prior BRACs. A good understanding of the BRAC history allows a community to consider all the factors that may come into play in the future.

1.2.1. Before There was a BRAC Law

Prior to 1977², the President, as Commander-in-Chief and acting through the Secretary of Defense (SECDEF), possessed virtually unlimited authority to relocate military forces. This was generally accepted as a unique and necessary constitutional prerogative of the Commander-in-Chief in executing the national defense mission. Congress' role was limited to approval of annual authorization and appropriation acts which could, and often did, direct certain actions or limit DoD from carrying out particular actions, such as the retirement of specified systems or the closure of a specific installation.

During the term of Defense Secretary Robert McNamara (1961 to 1968), Presidents Kennedy and Johnson approved massive reorganizations across DoD to increase efficiency and refocus assets in response to changing defense priorities. These actions resulted in the closure of multiple installations that were judged to be "unnecessary to national security." The dislocations caused by the closures led to Congressional concerns that base closures were being used to reward friends and punish political enemies. While Congress was successful in stopping specific

² Much of this history is derived from: Schlossberg, George; How Congress Cleared the Bases: A Legislative History of BRAC; Journal of Defense Communities; February 2012.

actions through language in individual appropriation acts, attempts at broader restrictions were twice met by Presidential vetoes.

The second veto occurred when President Ford vetoed the Military Construction Authorization Act for fiscal year 1977 because it attempted to limit the President's power over military bases; however, an uneasy compromise was reached later that year when Congress enacted what initially appeared to be an acceptable "report and wait" rule (Public Law 98-52, 10 USC 2687). The law invoked the National Environmental Policy Act of 1969, obligating DoD to submit comprehensive environmental impact statements before closing a base. In practice, the law virtually eliminated major base closures due to the extensive statutory reports required and opportunities for court challenges on environmental grounds or insufficient studies.

1.2.2. The First BRAC Law

In early 1987, there was a growing recognition that the changing global environment and budgetary pressures made DoD down-sizing a necessity. The 1977 law (10 USC 2687) was amended (Public Law 100-526) to authorize a 1988 BRAC round using an independent bipartisan commission, chartered by the SECDEF, to review the entire domestic military infrastructure. The law was designed to insulate the Base Closure Commission from political interference and favoritism by including a so-called "all-or-nothing" provision that required both the President and Congress to adopt or reject the final recommendations of the Commission as a package. Neither the President nor Congress could add or subtract individual installations. The only mechanism for either branch of government to remove bases recommended for closure or realignment by the Commission was to reject the entire package and suffer the political cost of scuttling the historic opportunity to restructure the defense establishment.

After the 1988 BRAC round was complete, closing 86 installations and realigning 59 others, the burdensome 1977 procedures continued to govern future closure and realignment actions. With the fall of the Berlin wall and the dissolution of the Soviet Union, then Secretary of Defense Dick Cheney attempted to use that process to carry out another major round of base closures in 1990. Cheney's attempt was unsuccessful for a variety of administrative, environmental, and political reasons, but Congress ultimately acknowledged that there was a valid need for continued DoD down-sizing.

1.2.3. Defense Base Closure and Realignment Act of 1990

As part of the National Defense Authorization Act (NDAA) for Fiscal Year 1991³ (Public Law 101-510), Congress again amended the base closure law (10 USC 2687) authorizing three BRAC rounds in 1991, 1993 and 1995. The new law, Defense Base Closure and Realignment Act of 1990, authorized the creation of an independent, executive branch Defense Base Closure and Realignment Commission consisting of eight members appointed by the President with the advice and consent of the Senate. To ensure the bipartisan nature of these Commissions, the law specifically required the President to consult with the following individuals in making nominations to the Commission:⁴

- The Speaker of the House of Representatives concerning the appointment of two members
- The Majority Leader of the Senate concerning the appointment of two members
- The Minority Leader of the House of Representatives concerning the appointment of one member
- The Minority Leader of the Senate concerning the appointment of one member

³ National Defense Authorization Act for Fiscal Year 1991 (Public Law 101-510), Title XXIX—Realignment and Closure of Military Installations and Preparation of Infrastructure Plan for the Nuclear Weapons Complex, 28 December 2001.

⁴ NDAA FY 1991, Title XXIX, Section 2902—The Commission, paragraph (c).

The President was free to select the final two members without any directed consultation, subject to Senate confirmation. The President was also required to designate a Commission Chair, concurrent with submission of member nominations.

The 1990 Base Closure Act required DoD to accomplish three things⁵ prior to the Commission commencing their deliberations.

First, as part of the President's budget request, DoD was required to submit to Congress a Force Structure Plan based on an assessment by the SECDEF of the probable threats to the national security.

Second, DoD had to transmit to Congress and publish in the Federal Register the criteria proposed to be used by DoD in making recommendations for the closure or realignment of US military installations.

Third, the SECDEF was required to transmit to Congress and the Base Closure Commissions, by specific dates, a list of the military installations inside the US recommended for closure or realignment on the basis of the Force Structure Plan and the final criteria.

As DoD and Congress became familiar with how the BRAC process would actually work, several attempts were made to adjust the law to deal with lingering concerns. Congress made several changes to the law before the first BRAC round (1991) under the Base Closure and Realignment Act of 1990.⁶

To ensure the timely nomination of Commission members, specific not-later-than dates were established for the President's nomination of BRAC Commissioners for each BRAC round (3 Jan 1991, 25 Jan 1993, and 3 Jan 1995). If the nominations were not made by the deadline, there would be no BRAC round that year.

To address concerns that the Commission would attempt to substitute its judgement for that of SECDEF (versus assessing and validating the basis for DoD's recommendations), the law was changed to limit the size of the Commission staff as well as limiting the number of staffers with prior DoD experience.

Most significantly, the law was modified to limit the Commission's authority to make changes to the DoD recommendations. Changes could only be made if the changes were consistent with the Force Structure Plan and Evaluation Criteria. Furthermore, such changes required that the Commission provide for public review by publicizing the change in the Federal Register and conducting public hearings. This public review was to be completed within the limited time frames established for the BRAC process as set forth in the law.

Lastly, to address concerns regarding the accuracy and timeliness of information submitted by DoD to the members of the Commission as the Commission evaluated concerns raised by the public, the law was modified to mandate that government personnel certify that information submitted to the Commission was accurate and complete to the best of that person's knowledge and belief.

The BRAC rounds in 1991, 1993, and 1995 resulted in 81 major base closures and 51 major realignments. Controversy occurred during the execution of the 1995 BRAC round when President Clinton issued a directive that allowed for the privatization in-place of existing work at two USAF Air Logistics Centers in San Antonio, TX and Sacramento, CA. Partly due to this, Congress rejected proposals included in Clinton's budget request for 1999,

⁵ NDAA FY 1991, Title XXIX, Section 2903—Procedures for Making Base Closure and Realignment Recommendations, paragraphs (a), (b) and (c).

⁶ Schlossberg; A Legislative History of BRAC.

2000 and 2001, to authorize two more BRAC rounds in 2001 and 2005. It was not until George W. Bush became President in 2001, that Congress was willing to authorize another round of BRAC.⁷

1.2.4. 2005 BRAC – The Most Recent Experience

In August 2001, Defense Secretary Donald Rumsfeld proposed a single round of base closures under its Efficient Facilities Initiative. After much debate, Congress eventually included authorization for a BRAC round to be conducted in 2005 as part of the NDAA for Fiscal Year 2002 (Public Law 107-107).⁸ This law was also implemented by amending the original BRAC law (10 USC 2687). Similar to the 1990 law, the SECDEF was required to submit a Force Structure Plan as part of the President’s 2005 budget request. It also required each military department to provide a comprehensive inventory of their military installations worldwide describing the number and type of facilities in the active and reserve forces. DoD was required to relate its Force Structure Plan to the infrastructure necessary to support that plan and then use that analysis to identify excess facilities and capacity. Then an economic analysis of the effect of the closure or realignment of installations to reduce excess infrastructure was required.⁹ Like the 1990 Act, DoD was required to develop, make public, and submit to Congress the criteria to be used in the selection of facilities proposed for closure or realignment, no later than the date set by law (31 December 2003). The early date provided time for Congressional review and approval, as well as public comment, before the final selection criteria were determined.

The law mandated that military value was to be the *primary consideration* in recommending the closure or realignment of military installations and specified that, as a minimum, military value would include:¹⁰

- Preservation of training areas suitable for maneuver by ground, naval, or air forces to guarantee future availability of such areas to ensure the readiness of the Armed Forces;
- Preservation of military installations in the US as staging areas for the use of the Armed Forces in homeland defense missions;
- Preservation of military installations throughout a diversity of climate and terrain areas in the US for training purposes;
- The impact on joint warfighting, training, and readiness; and
- Contingency, mobilization, and future total force requirements at both existing and potential receiving locations to support operations and training.

The law further specified certain criteria¹¹ that the Secretary was to use in making recommendations for the closure or realignment of military installations under the 2005 BRAC, as follows:

- 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;
- The economic impact on existing communities in the vicinity of military installations;
- The ability of the infrastructure of both the existing and potential receiving communities to support forces, missions, and personnel; and

⁷ Powers, Robert C., Base Realignment and Closure (BRAC) 2005: Congressional Dialogue and Decision, Master’s Thesis, Naval Postgraduate School, Monterey CA, June 2003.

⁸ Schlossberg; A Legislative History of BRAC.

⁹ National Defense Authorization Act for Fiscal Year 2002 (Public Law 107-107), Title XXX, Section 3001—Authorization of Round of Closures and Realignments of Military Installations in 2005, 28 December 2001.

¹⁰ NDAA FY 2002, Title XXX, Section 2913, paragraph (b).

¹¹ NDAA FY 2002, Title XXX, Section 2913, paragraph (c).

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

The 2005 BRAC law also added two special considerations to enter into the SECDEF's recommendations:¹²

- The anticipated continuing need for and availability of military installations outside the US, taking into account current restrictions on the use of military installations outside the US and the potential for future prohibitions or restrictions on the use of such military installations; and
- Any efficiency that may be gained from joint tenancy by more than one branch of the Armed Forces at a military installation.

New for the 2005 BRAC round was an authority that permitted DoD to recommend that an installation be closed and placed on inactive status if the installation had future national security uses or retention was otherwise in the best interest of the US.¹³ This provision potentially complicated impacts to communities because they not only lost the jobs associated with the realigned mission(s), they also lost the opportunity to redevelop the vacated installation.

Other statutory differences between the 2005 base closure law and prior rounds include:

- A nine-member commission¹⁴ instead of the prior eight members—this potentially served to eliminate the risk of tie votes (an installation could be removed from DoD's recommended closure and realignment list by a simple majority)
- The Commission could not add an installation to the closure/realignment list unless at least two Commissioners had visited the base and a super majority (at least seven of nine members) supported the decision to add the installation to the list¹⁵

Lastly, in response to the activity in BRAC in 1995, the law specified that DoD could only privatize military installation activities in-place if privatization in-place was the method of closure or realignment specified in the recommendations of the Commission to be the most cost-effective method of implementation.¹⁶

In the 2005 BRAC round, DoD recommended 190 closures and realignments and 837 distinct individually identifiable "close" or "realign" actions. The 2005 recommendations exceeded the total number of actions from all four prior BRAC rounds combined, in terms of both the number of individual actions and overall complexity. The Commission approved 119 of those recommendations with no change and accepted another 45 with amendments. The Commission rejected 13 of DoD's recommendations in their entirety and significantly modified another 13.¹⁷ This BRAC fully closed only a small number of installations (Army: 12, Navy: 5, Air Force: 5); most final approved actions represented realignment and consolidation activities. BRAC 2005 also created 12 DoD Joint Bases from 26 military service installations that were in close proximity or shared a boundary.

¹² NDAA FY 2002, Title XXX, Section 2912, paragraph (a)(3).

¹³ NDAA FY 2002, Title XXX, Section 2914, paragraph (c).

¹⁴ NDAA FY 2002, Title XXX, Section 2912, paragraph (d)(3).

¹⁵ NDAA FY 2002, Title XXX, Section 2914, paragraph (d).

¹⁶ NDAA FY 2002, Title XXX, Section 2904, paragraph (a)(3).

¹⁷ 2005 Defense Base Realignment and Closure Commission, Final Report, 8 September 2005, <http://www.brac.gov/Finalreport.html>.

1.2.5. Summary of BRAC Results

Table 1 summarizes the overall results from the last five BRAC rounds.¹⁸ The general expectation is that the one-time closure and realignment expense will be offset by annual recurring savings within a 3 to 5-year period following implementation. Earlier BRAC rounds appear to have met those expectations. BRAC 2005 was, however, different because DoD used BRAC 2005 to further transformation and related efforts such as re-stationing of troops from overseas, as well as efforts to further joint basing among the military services. In its review of the 2005 BRAC savings, the Government Accountability Office (GAO) found that implementation costs grew to about \$35 billion, exceeding the initial 2005 estimate of \$21 billion by 67 percent.¹⁹ This cost growth has resulted in some Congressional skepticism regarding the potential value of a future BRAC round.

Table 1 – Summary Results Comparing Prior BRAC Rounds

Year	Major Base Closures	Major Base Realignments	Minor Closures and Realignments	One-time Cost (\$B)	Annual Recurring Savings (\$B)
1988	16	4	23	2.7	0.9
1991	26	17	32	5.2	2.0
1993	28	12	123	7.6	2.6
1995	27	22	57	6.5	1.7
2005	22	88	685	21.0	4.2
Total	119	143	920	43.0	11.4

Table 2, summarizes the Commission's changes to the DoD recommendations for the last four BRAC rounds.²⁰

Table 2 – Summary DoD Recommended vs. Commission Approved

Year	DOD Recommended	Commission Approved	Commission Added
1991	71	59 (83%)	1
1993	181	152 (84%)	17
1995	146	123 (84%)	9
2005	190	164 (86%)*	5

¹⁸ 2005 Defense Base Realignment and Closure Commission, Process Briefing, 6 October 2005, <http://www.brac.gov/Process.html>.

¹⁹ United States Government Accountability Office, MILITARY BASES: Opportunities Exist to Improve Future Base Realignment and Closure Rounds, March 2013.

²⁰ 2005 Defense Base Realignment and Closure Commission, Process Briefing, 6 October 2005

* 2005 “Approved” includes 119 “Accept” and 45 “Accept with Amendment”

1.3. BRAC TIME LINE

For purposes of this action plan, the BRAC process is divided into five sequential phases. Each phase is briefly described in the below paragraphs. A notional time period is identified for each phase based upon the BRAC 2005 process.



Figure 1 – Notional BRAC Timeline

1.3.1. Phase I: Pre-BRAC Law Period

This phase covers the period from the current date through passage of law authorizing a BRAC round. DoD Phase I offers the greatest opportunity for community actions in preparation for BRAC, but because there is no immediate threat and great uncertainty regarding when and how the BRAC process will happen.

Duration: Indefinite.

DoD currently has no statutory authority to conduct a BRAC review. In fact, Congress periodically includes language in the annual NDAA or Appropriation Act which prohibits DoD from expending any effort to even prepare for a potential BRAC.²¹ The best estimate, as of this writing, is that Congress might authorize another BRAC round as part of the NDAA for Fiscal Year 2019, which should be signed into law by 30 September 2018. In recent years, however, Congress failed to enact authorization and appropriation acts before the start of the fiscal year; typically, Congress passed continuing resolutions authorizing temporary funding to avoid a government shutdown but no new programs or initiatives could be initiated without passage of both the authorization and appropriation acts. Even without BRAC, however, cuts to DoD budgets and programs are a regular occurrence.

1.3.2. Phase II: Passage of BRAC Law Period

This phase encompasses the period after the BRAC law is signed by the President through the submission of DoD’s recommendations. The independent BRAC Commission is established during this period and the military services are gathering data and conducting analysis to support issuance of the DoD BRAC recommendations. While communities may continue to engage with organizational mission leaders, they may find those leaders reluctant to discuss anything remotely related to the upcoming BRAC. All DoD employees working on the recommendations for closure or realignment are required to sign non-disclosure agreements and keep internal information closely held. Although communications are restricted, there are many actions the community should take to shape the environment and prepare for the next critical phase.

Duration: 24 to 36 months.

²¹ For example, the FY 2014 Defense Appropriations Act included the following language: “None of the funds made available by this Act may be used to propose, plan for, or execute a new or additional Base Realignment and Closure (BRAC) round.”

If BRAC was authorized in the FY 2019 NDAA, the actual BRAC process might not take place until fiscal year 2020 or 2021.

1.3.3. Phase III: Public Discussion Period

This phase begins after the BRAC Commission is established and has begun its review and analysis activities. The official phase start is when DoD publicly discloses its proposed closure and realignment actions concurrent with the submission of that proposal to the Commission. The phase ends when the Commission reaches its conclusions and submits its closure and realignment recommendations to the President. This phase is deliberately structured by law to provide for an open and transparent process involving multiple public hearings.

Duration: 120 Days

The time allotted to this period is specifically constrained by the BRAC law, so communities must act quickly to ensure they don't miss critical opportunities for engagement.

1.3.4. Phase IV: Congressional Review and Approval Period

This period begins when the BRAC Commission sends its closure and realignment recommendations to the President and Congress. The President must act to either approve or reject within a prescribed timeframe. If rejected, previous BRAC law permitted the President to forward reasons for the rejection to the Commission and for the Commission to make changes to its initial recommendations before resubmitting a final closure and realignment recommendation. If the President fails to submit the approved recommendations to Congress by the date specified by law, the process ends. Assuming the President approves the recommendations, they are then subject to Congressional review. Congress must enact a joint resolution to disapprove the Commission's recommendations in their entirety but does not have to act to approve the plan. If Congress is in session and fails to act within the timeframe prescribed by law (45 days), DoD is authorized to proceed with the closure and realignment plan as approved by the President. Communities have limited opportunities to impact the outcome at this point but should ensure the relevant Congressional delegation fully understands local impacts and are aware of community concerns.

Duration: 90 Days

1.3.5. Phase V: BRAC Implementation Period

This phase covers a six-year period during which BRAC decisions are implemented. The period begins after the President forwards the approved realignment and closure recommendations to Congress, assuming Congress does not act to reject the recommended closure and realignment actions. At this point, the closure and realignment plan is legally approved and must be fully executed by DoD; however, practical and community concerns may still affect the actual implementation plans. Communities should focus on monitoring and supporting beneficial realignment actions and finding ways to mitigate negative impacts of adverse closure and realignment actions. Action plans for this phase are not provided in this document.

Duration: 72 months

1.4. THE NEXT BRAC

DoD leaders have advocated for another round of BRAC since the 2005 BRAC was fully implemented in 2011. They claim excess capacity is causing an ever-increasing drain on constrained DoD budgets, threatening both

military readiness and modernization.²² Congress continues to resist BRAC with some members pointing to the larger than expected costs of BRAC 2005 implementation as a reason for avoiding another BRAC round. Others claim the global security environment is such that more closures would be detrimental to national defense. But some members recognize that declining budgets are, in effect, causing BRAC-like reductions as DoD makes incremental cutbacks to live within the current budget environment. As Congressman Michael Turner (Republican – Ohio 10th District) recently noted, *“The problem we have had with sequestration is it has in effect been an uncoordinated BRAC. With BRAC you have a commission, you have legislative input, and sequestration has reduced funding that has caused (the Defense Department) to make decisions that have not had the oversight that we give in the BRAC process.”*²³

It is possible that Congress will eventually approve another round of BRAC in 2019 or 2020, especially now that the Presidency and both Houses of Congress are in the control of a single party. While some in Congress have claimed BRAC could be accomplished without the use of an independent commission,²⁴ it is unlikely any member would be willing to vote for a plan that negatively impacts their constituency. So, how might the next BRAC differ from the 2005 experience?

In general, we anticipate only incremental refinements to the prior BRAC laws. The use of an independent bipartisan BRAC Commission may continue but could also be eliminated by Congress. Likewise, the all-or-none acceptance or rejection of the plan will likely continue because it insulates individual members from constituent backlash. Given the concerns over cost growth related to BRAC 2005 implementation costs, Congress may add some form of independent review and validation of cost estimates—especially the costs of facility construction. There is also likely to be a greater focus on closing installations versus realignments intended to improve efficiency, because the return on investment does not appear to be as great with the latter approach. While the next BRAC will have some differences from previous BRACs, it could require the same phases described in this document but potentially with different timelines.

Now that the country has experienced five rounds of BRAC, communities in other states have refined their efforts to defend their military installations. Communities can no longer wait to react to BRAC and rely the intervention of individual members of Congress to protect their military resources. The majority of communities with a large military presence are taking proactive approaches well in advance of an actual BRAC.

1.5. KEY STRATEGY CONSIDERATIONS FOR COMMUNITIES

For this community action plan, the authors researched previous BRACs and communities with the most successful outcomes to identify lessons learned. The following top-level strategy considerations are key to a community’s success:

1.5.1. BRAC Process

Communities must learn, understand, and engage in the detailed BRAC process to affect the decision process. A well-developed and executed stakeholder engagement plan is critical to securing desired outcomes. Success in

²² DoD, Department of Defense Infrastructure Capacity, March 2016. This report submitted to Congressional Defense Committees showed 22% excess capacity distributed as follows: Army - 33 percent, Navy - 7 percent, Air Force - 32 percent, and the Defense Logistics Agency - 12 percent.

²³ Barrie Barber, “Turner Warns of Another Round of Base Closures,” WHIO News, 4 Oct 2016, <http://www.whio.com/news/local-govt--politics/turner-warns-another-round-base-closures/SwvgBtByGnfbPMSrcbgonI/>, Accessed 7 Dec 2016.

²⁴ Maucione, Scott, “Democratic VP Candidate has a BRAC Plan,” Federal News Radio, 22 July 2016, <http://federalnewsradio.com/defense/2016/07/democratic-vp-contender-brac-plan/>.

influencing a BRAC outcome is a function of which BRAC phase is engaged and who has information and authority, at the right time and place, to make an impact.

It is critical to establish a close working relationship with the local DoD mission to gather information and develop partnerships which enhance mission effectiveness. Once BRAC is authorized, access to DoD mission leadership may be limited. It is also important to understand that the local federal facilities' leadership plays very little role in the BRAC decision process other than to provide data and information about their organization and mission. DoD leaders are required to support the DoD proposed closure and realignment proposal and are not allowed to defend their installation if it is proposed for closure or realignment.

1.5.2. Organization

All successful communities have stated that early organization and empowerment of the right group of people is the number one key to success. The community must establish and support a dedicated group—the BRAC Action Team—with a strong leader to support the BRAC effort and provide data gathering, analysis, and strategy development. This group must be closely integrated with community, state, and federal government leadership to participate with and affect the BRAC process.

1.5.3. Strategy Timeline

This BRAC Action Team must start early to develop plans, projects, and recommendations that can be completed in time to affect the BRAC process. They must also take a long-term view in the evaluation of the military value of their facilities and their projects in order to provide analysis and studies that might sway DoD and BRAC Commission recommendations. More importantly, the community should start early if they wish to make investments that improve the military value of their facility.

1.5.4. Installation Capacity

Previous BRAC laws focused on whether DoD had substantial “excess capacity.” The 2005 law, however, required the additional consideration of “surge capacity.” Surge capacity is the reverse concept of excess capacity; it speaks to whether there is enough excess capacity to meet foreseeable, even if arguably remote, emergency needs. As an example, DoD often uses excess airfield capacity to support the safe bedding down of coastal flying units threatened by hurricanes. The same excess capacity can also be used to stage assets for contingency deployments.

1.5.5. Military Value

The 2005 BRAC statute mandated that military value was the primary consideration in recommending the closure or realignment of military installations and specified that, as a minimum, military value included the following five criteria:

- Preservation of training areas suitable for maneuver by ground, naval, and air forces to ensure readiness
- Preservation of US installations as staging areas for homeland defense missions
- Preservation of US installations throughout a diversity of climate and terrain for training
- Impact on joint warfighting, training, and readiness
- Contingency, mobilization, and future total force requirements to support operations and training

The law also identified other criteria as secondary considerations, including:

- The extent and timing of potential costs and savings and the time for savings to exceed cost
- Economic impact on communities in the vicinity of military installations
- Ability of infrastructure at existing and potential receiving communities to support forces and missions
- The environmental impacts, including costs of restoration and compliance

The key point is that while savings are important and impact to the community is included, along with the community's infrastructure capability, these are all secondary considerations to an overriding focus on military value. A harmful impact to the community is unlikely to be sufficient grounds to remove a base from the closure list. For more information regarding the evaluation of military value see Appendix D.

1.5.6. DoD Force Structure Plan

As part of the process, DoD must submit a plan to the BRAC Commission which details all estimated future weapons systems and resources required to meet projected mission requirements. This force structure plan is then compared to a comprehensive inventory of existing facilities to identify excess capacity. Using the results of this comparison, DoD then conducts an economic analysis to identify the most cost effective means (considering closure and realignment) of reducing infrastructure to reduce or eliminate the excess capacity. The community must be ready to perform their own analyses and ensure the commission data is correct and/or being correctly interpreted.

1.5.7. Data is Power

Past BRAC Commissions have been transparent and have allowed, if not encouraged, the submission of new or more accurate data to correct a mistake or challenge a decision. A community should start early and research the data in advance. The community should also understand the data analysis models used by the BRAC Commission staff and reproduce critical analyses to validate the commission results.

2.0 STAKEHOLDER ENGAGEMENT

2.1. THE IMPORTANCE OF STAKEHOLDERS AND STAKEHOLDER ENGAGEMENT

Throughout the BRAC process, one of the most critical activities is the identification and coordination of numerous stakeholders who will play key roles in protecting installations and supporting community action plans. This collection of stakeholders includes members of the local community leadership, community and regional governments, state government, federal legislature, and the DoD.

Balancing the involvement of these stakeholders is one of the key challenges in BRAC preparation. In the Pre-BRAC phase, BRAC can often be viewed as “far off on the horizon” and is not a priority for many stakeholder groups. This view can ultimately be damaging to communities as the Pre-BRAC period is when valuable information can be gathered and analyzed and bonds can be formed with key leaders in various organizations. After the BRAC law has been passed, the counter is often true – everyone wants to be involved in some aspect and it is often difficult to maintain the proper confidentiality as numerous stakeholders attempt to insert themselves at improper times. Therefore, one of the challenges a BRAC focused team faces is balancing the need to communicate with numerous stakeholders, including the general public, while ensuring the right information is exchanged at the right times.

2.2. KEY STAKEHOLDERS AND THEIR ROLES

The following paragraphs focus on identifying the stakeholder groups that the BRAC management organization must engage at various points throughout the BRAC process. Each group has a distinct role and involvement in the various community action plans described in this document. The following paragraphs describe why each of the various stakeholder groups should be included and the potential role the group can play throughout the process.

2.2.1. Community Government Lead Agency

Role: Lead community effort in organizing, implementing, and managing DoD related activities.

This organization should already be recognized across the community and region for having responsibilities in job growth, economic development, workforce development, and military installation issues. The agency’s previous experience in these areas are those that are typically leveraged in BRAC support and can help a community improve their situation and prepare for BRAC.

If there are multiple organizations within a community that share these responsibilities, it is beneficial that the community choose a lead organization and define clear roles and responsibilities. Clear communication is essential during the BRAC process and these practices should be established during the Pre-BRAC phase so they become a consistent way of doing business. During subsequent BRAC phases, communication and other activities must move swiftly and decisively; therefore, establishing clear responsibilities early in team formation is essential.

Finally, a relationship with, or at least an understanding of, the local military organization is an important component of this responsible organization. The organization must be able to reach out to military leadership on a regular basis and engage in shared activities and events. Having a firm understanding of the installations missions, leaders, history, and challenges will help the community and installation form a strong bond and working relationship.

This organization owns the BRAC-AT and PM for the local DoD installation BRAC-related efforts. The PM is the designated leader, preferably full-time, for the BRAC planning and response efforts spanning all five phases of the BRAC process. The PM must be very familiar with the local DoD mission and engaged with the various stakeholders. The PM directs the effort of the BRAC-AT whose members provide research, data analysis, stakeholder communications, recommended strategies, and other work products. The BRAC-AT is sized appropriately given the complexity of the local DoD mission and available resources.

2.2.2. BRAC Advisory Council (BRAC-AC)

Role: Provide senior guidance to BRAC-AT and community leadership.

Successful communities engage an executive council to guide strategic activities and contact senior levels of the DoD. This senior group provides insight into DoD operations and how decisions can affect the local installation. The members of this council leverage their previous experience as DoD senior leaders to assess DoD BRAC impacts and potentially influence current DoD leaders. The BRAC-AC provides guidance and feedback to help the community in establishing direction and objectives. The council also provides critical assessments of the work products developed by the PM and BRAC-AT.

2.2.3. Community Organizations

Role: Provide information, insight, communication, and connections in support of BRAC effort based on local expertise and responsibilities.

The key to working with the federal installation is leveraging the capabilities, expertise, and leadership of the local community to help identify and solve challenges. Typically, in BRAC scenarios, these types of challenges fall within three areas: DoD Technical Mission, Infrastructure, and Workforce. The community may already have organizations that focus on these areas. If not, the BRAC-AT needs to encourage community collaborations to support BRAC efforts. The focus areas for these organizations are discussed below:

- **DoD Technical Mission:** Depending on the size and complexity of the local installation, most have some sort of community network that interacts with and provides support to the installation on a regular basis. Typically, this type of organizational relationship is through defense contractors – organizations that provide goods and services to the DoD on a contractual and monetary basis. For larger installations and regions, it is reasonable to expect numerous defense contractors to form meeting groups to discuss contractual issues, DoD leadership changes, opportunities, and partnering efforts. This type of meeting forum is a perfect scenario for the BRAC-AT to gather and deliver information regarding installation issues. By working with the installation and DoD on a regular basis, the contractors can hold valuable insights into local missions and capabilities, relationships with key leadership, and potential risks and challenges.

If the local contractors have not formed a collaborative group or forum in your region, the lead agency should consider reaching out to some of the larger firms and attempt to establish regular meetings. The contractors offer potential insight and information that can be very valuable in performing BRAC analysis efforts. Though these firms may be competitors in the market place, the idea of coming together to ensure the market place remains, and potentially grows, should drive integration and information sharing relevant to BRAC efforts.

- **Infrastructure:** Reaching out to the infrastructure-related community organizations is helpful for assessing the infrastructure challenges for the local installation and determining potential solutions. The infrastructure of the installation and the surrounding communities often plays a major role in BRAC decisions in mission expansion or even contraction if the installation is faced with environmental or encroachment issues. In terms of BRAC, infrastructure is a broad term, used to describe everything from land acquisition, roads, buildings, security fences, IT networks, runways, electrical power grids, and hangars. Due to cutbacks in military construction (also referred to as MILCON) the DoD is not able to fund most of the infrastructure requirements on its own, therefore the community's ability to support infrastructure improvements plays an important role in reducing cost and increasing military value.
- **Workforce:** If the installation has a large civilian workforce or depends on local contractor support, the availability of a qualified workforce may be an important consideration. Workforce issues are broadly defined to include education, training, veteran transition, ability to fill installation jobs with local workers, and more. As a starting point, local colleges and universities should be involved with installations to provide focused education and training. Other workforce organizations include the human resources (HR) departments of the larger corporations in the region, as well as local government.
- **Local Business:** Major businesses in the region should also be considered. Some businesses may already be captured within the DoD, Infrastructure, and Workforce groups, but other businesses that may not seem directly connected to the installation, may still wish to be involved in the process due to the financial impact that the installation personnel have upon their business. For these larger entities, their leadership and reach with the general public could help drive involvement and new solutions for the region.

2.2.4. General Public

Role: Support local DoD events, activities, and personnel through awareness and involvement

A BRAC consideration is the capability and willingness of the community to support the installation and the DoD mission. Communications with the general public ensure that they understand the DoD mission and its value to the community. The community agency facilitates and promote events and activities to demonstrate support for the DoD mission. In addition to increasing awareness, the community should offer services that support military families. There are numerous examples including parades, installation tours, hometown hero recognition, sporting events, air shows, and more.

2.2.5. Local DoD Mission Leadership

Role: Work with community to grow relationship, share information (when allowed), and integrate efforts.

Working with the local installation leadership is a critical part of the equation. Military leadership can provide information which may prove invaluable in protecting and growing an installation. The time to establish relationships is during the Pre-BRAC phase. The community and installation leadership can potentially work together to reduce costs and enhance military value by addressing challenges and needs. Retired military and civilians are a valuable community resource because they know the incumbent military leaders and have the ability to visit with them on various subjects.

Meetings should take place on a regular basis until community and base leadership comfortably understand their roles, capabilities, and potential to work together. Close military and community relations are necessary to negotiate current issues, support military needs, and to make them welcome in the community.

2.2.6. National and State DoD Mission Leadership

Role: Provide information regarding strategic direction for mission.

It is important to be aware of the leaders in BRAC-influencing positions within the DoD, especially those that can impact your local installation. Keeping track of rotational senior positions within the Pentagon and intermediate headquarters, as well as within the various command structures resident at local regional installations, is advantageous. The State Adjutant General is also a key stakeholder for National Guard missions. Though the primary contact of the community will be with the local installation leadership, it can be of great benefit to be aware of, and form relationships with, the DoD national leaders. Granted, these relationships can be more difficult to establish, but given their access to more strategic decision and direction, the benefit can be significant. The community can look to retired senior DoD leaders as their conduit to current leadership and, if the relationship is strong enough, also consider working through local installation leadership. The community should take advantage of opportunities to meet with these leaders when they are on official visits. Doing so demonstrates the community's interest in supporting the local base and their capability to help. Periodic meetings between the community and national military leadership will enhance the community's understanding of strategic priorities and the role of the local missions.

2.2.7. Elected Representatives, Officials, and Staff (National)

Role: Champion local efforts through Congressional committees and BRAC efforts.

It is imperative to foster strong and continuing relationships with national elected representatives and their staffs given their involvement in the BRAC process. The Congressional legislators play a critical role in every aspect of the BRAC process. Legislators can shape the BRAC law and can influence DoD leadership regarding local installations and missions. During Phase IV, the President may be a final avenue of appeal to prevent mission losses.

It is also important to note that in many cases the staff personnel are the gatekeepers for the representatives and must be recognized for their ability to assist when called upon. Good relations with the Congressional staff are a must; periodic contact and briefings establish a good working relationship. During BRAC, having the ability to quickly call upon a Congressional staff member or elected representative is essential.

2.2.8. Elected Representatives, Officials, and Staff (State-Level)

Role: Champion local efforts through legislation, committees, and other activities.

The same attention paid to Congressional leaders must also be committed to cultivating strong relationships with state-level elected officials and their staff. The Governor and state committees have a stake in the outcome of the BRAC and the Governor may be able to exercise direct influence on the process. During a BRAC round, issues may arise that will require cooperation and coordination among all the state leaders. The time to foster good relations is in the Pre-BRAC phase. The State also has committees focused on defense-related efforts and these committees, in concert with state legislators, can work to promote local efforts and integrate the state as a whole when faced with BRAC.

2.2.9. Elected Officials (Local)

Role: Assist in leading local efforts through support; champion local efforts to state and Congressional Delegation (CODEL) officials.

Cultivating a good working relationship with local elected officials and their staff is a basic building block for a BRAC effort. Given the importance of BRAC to the local mission and potential job impacts, local elected officials and their staff want to be apprised of the issues that may or will impact their constituents. They need to be able to carry the right message at the right time to the community and to legislators at the state and national levels. Elected officials can provide credibility to positions brought before the BRAC Commission because they emphasize the local community support for the mission.

2.2.10. BRAC Commissioners and Staff

Role: Evaluate BRAC process; listen to local campaigns; make BRAC recommendations.

The BRAC Commission and its support staff obviously play critical roles in determining the outcome of BRAC. Pre-BRAC is the time to start thinking of likely BRAC Commission members to recommended for nomination and to sponsor them to the appropriate decision makers. Initial inquiries should be made to qualified potential members and consideration given to potential sponsors for their nomination. Plans should be developed to make initial contact with BRAC Commissioners and staff once they are announced. Preliminary meetings should be contemplated as well as determining who should be the local BRAC effort representative. This will be very beneficial once the DoD releases its recommendations to the BRAC Commission. If a trusted relationship is established initially, it could prove valuable in the final BRAC outcome.

2.2.11. Local Media

Role: Raise awareness and appreciation regarding local military.

Local media outlets are very important during the BRAC processes; they are the conduit to the general public. The BRAC-AT must be prepared to release timely and relevant news articles, stories, and announcements that will capture and motivate public opinion. Public awareness is important in the Pre-BRAC period to relate the economic impact of the military installation on the local economy and build interest in supporting the local military and their families. As noted, BRAC Commissioners will gauge the value and importance the community places on the military. Establishing good relations with the media starts with developing trusted contacts. Media support reflects how well the military is received, appreciated, and treated in the local community.

2.2.12. State Committees

The State of Ohio has established several committees to help organize and manage state efforts regarding federal and defense installations. These organizations were established based on lessons learned from BRAC 2005 and should be engaged early and throughout the BRAC process. As BRAC grows closer, the committees will no doubt become more involved in developing and implementing the integrated state strategy. It is, therefore, wise to begin introductions and establish a relationship with the committee early in the process. Two such committees are noted below:

- **Ohio Federal Military Jobs Commission (OFMJC)**
<http://ong.ohio.gov/OFMJC.html>

- **Ohio Aerospace and Aviation Technology Committee**
<http://www.aerospaceandaviation.ohio.gov/>

2.2.13. National Committees

There are also national committees that are involved in federal installations, infrastructure, and workforce efforts. The BRAC-AT should conduct extensive research to identify these organizations and make connections because having a national-level voice and involvement on a region's behalf can certainly help the BRAC response effort. Additionally, the region could become part of national-level project which may help defend an installation or make a case for additional missions. Research and involvement with these organizations should take place early – when there is time to establish relationships. One such committee is The Infrastructure Executive Council – a bipartisan commission set up to help bridge the gap between public and private funding for infrastructure investment. The council works with private investors, companies, and local governments to develop solutions to fund necessary infrastructure needs. Given that infrastructure plays a critical role in the BRAC process, it is important for the BRAC-AT to monitor the activities of this group, introduce themselves to the members and staffs, and work with them as they participate in the BRAC process. Similar to the BRAC Commission, the local community should consider offering support to foster a stronger relationship. This may include inviting them to the local region, offering data findings from initial BRAC analysis, and proposing potential solutions or needs based on work with the local infrastructure organizations.

2.2.14. Other State/Community Alliances

***Role:** Partnering for potential success in BRAC process.*

Another stakeholder avenue to consider is potential partners or an alliance with other states or communities for mutual benefit. This is not easy to establish as other communities and states are also looking protect their own installations. But in some scenarios, the team may find a “perfect storm” that is advantageous to all concerned.

Obviously, this is a very sensitive topic but alliances are an important aspect of BRAC preparation and one way to add strength to the local installation's case for gaining mission. In the Pre-BRAC phase, the BRAC-AT should identify any potential alliances and then potentially coordinate initial discussions if it looks like a true mutual benefit.

3.0 PHASE I: PRE-BRAC LAW PERIOD

3.1. INTRODUCTION

This phase covers the period from the current date through the passage of law authorizing a BRAC round. During this phase, the community should learn about past BRAC actions, organize local efforts, and remain alert for indicators that offer insight regarding Congressional receptiveness to authorizing BRAC, as well as indicators offering insight into future BRAC processes and changing DOD priorities. During this period, the community should take actions designed to mitigate weaknesses and build upon strengths to better posture the local DoD mission for a favorable outcome when (and if) BRAC is authorized.

This is the period in which communities have the most time and access to affect the upcoming BRAC process, but it is also when there is the least information on which direction that process may take. This phase presents few impediments to community action; the community is free to engage and exchange information with local and national DoD leaders and, more importantly, to gain mission understanding and build relationships.

Recommended activities that should be pursued during this phase are:

- Stand up a BRAC management organization to plan and manage community activities
- Establish a strategic advisory capability such as a BRAC Advisory Council
- Become knowledgeable of BRAC history, policy, and process
- Identify local, state and federal stakeholders with interest in BRAC-related activities
- Develop appropriate stakeholder communication plans
- Identify and engage with the local DoD mission organizations and leaders
- Monitor various indicators that offer insight into the timing and methods of a future BRAC
- Assess community attributes and support provided for the local DoD mission
- Perform in-depth analysis to assess BRAC-related posture of the local DoD mission
- Develop preliminary BRAC-influencing strategies for the community
- Foster community partnerships to enhance support for the local DoD mission
- Explore external community alliance opportunities to increase influence
- Engage with local community leaders to prepare for BRAC
- Engage with state representatives, officials, and staff to prepare for BRAC
- Engage with US Congressional House and Senate members and their staff to prepare for BRAC

3.2. BRAC PROCESS

3.2.1. BRAC History, Policy and Process Information Available

While there is no guarantee that the next BRAC will be identical to any prior BRAC, the experience in base closures since 1977 suggests that each BRAC generates lessons learned that result in fine tuning of the law, policy, and process for BRACs which follow. The strategy of establishing an independent bipartisan commission and the all-or-nothing approval process seem unlikely to change, especially given the seemingly increasing difficulty of political compromise on difficult issues. There are many sources of information to learn about prior BRACs

including copies of the BRAC legislation,²⁵ published BRAC Commission reports and briefings,²⁶ DoD reports and other documents, countless media reports, reports published by the GAO,²⁷ and other community and collaborative organizations.²⁸ This community action plan provides a summary of BRAC history and process presented in the introductory narrative. The introductory discussion also cites specific references to other reports and documents which provide additional details and insight.

3.2.2. BRAC Indicators Offer Insight to Potential BRAC Law Timing and Processes

There are a variety of sources that can be monitored to gain insight into the likelihood of another BRAC round, as well as the process a future BRAC might follow. A good way to stay alert to potential for a future BRAC is to create internet searches to monitor a variety of indicators including: defense media reports, published DoD-related studies, DoD and service leader testimonies, GAO and DoD reports, content of draft DoD Authorization and Appropriations bills, and basing plans (for new missions). Another good source of information is the Association of Defense Communities, a member organization that offers community and non-profit subscriptions from \$240 to \$690 per year.²⁹ Included with the BRAC action plan is an electronic library of reports, analysis, and published media items that were collected during the preparation of this plan. Monitoring these indicators helps to ensure that the community is not surprised by Congressional approval of another BRAC round and allows a community to increase its Pre-BRAC activities in light of increased probability of BRAC occurring.

3.2.3. Changing DOD Priorities and Mission Performance Concerns Offer Insight into Potential Future Actions

Statements and actions taken by DoD leaders, coupled with informal information sources, offer insight and understanding regarding changing DoD mission performance concerns and priorities. These sources may highlight the need for a future BRAC, as well as the nature of closure and realignment actions which might occur. Knowledge of evolving priorities and concerns will help the community anticipate changes impacting the viability of the local/regional DoD missions. For example, if the military service expresses a desire to retire a particular system and the local Active, Guard or Reserve component operates that system, that mission unit's future is likely at risk. Even if Congress rejects the proposed system retirement, it is probable that the system retirement will eventually occur. Likewise, as tactical and strategic priorities change, the continuing need of certain types of mission units also changes. By remaining alert to these changes, the community can anticipate adverse impacts and proactively advocate for the assignment of new mission responsibilities for local mission units. At a minimum, the risk of a future adverse BRAC impact is better understood and alternative courses of action can be assessed before any adverse action occurs.

3.2.4. Congress Discusses/Debates the Necessity of BRAC and Potential Statutory Language

In recent years, Congress has discussed the potential for another BRAC, but those opposed to authorizing another round seem to prevail, despite DoD's repeated public statements regarding the necessity to reduce excess

²⁵ 10 USC 2687 as originally established in 1977 by Public Law (PL) 98-52, significantly amended by PL 100-526, PL 101-510, and PL 107-107, and additionally amended by 10 other PLs between 1978 and 2013.

²⁶ A great deal of information is on the BRAC 2005 website: <http://brac.gov/index.html>.

²⁷ Reference: <http://www.gao.gov/>

²⁸ Many communities across the nation have established economic development activities which include a focus on BRAC planning and response strategies. Particularly useful open collaborative source of information is the Association of Defense Communities: <http://defensecommunities.org/>

²⁹ <http://defensecommunities.org/about/join-today/>

infrastructure. In fact, recently passed National Defense Authorization Acts have prohibited DoD from retiring specific weapon systems and from spending any funds to even study the necessity for BRAC. Eventually, the balance of power might shift and Congress will begin to seriously debate the need for BRAC and specific statutory changes required to authorize another BRAC cycle. When such deliberations begin, or even earlier, there is always an opportunity for the public and various interest groups to potentially influence such decisions through contact with senators and/or members of the House of Representatives. Each house may pass their version of BRAC law. If there are any differences in the legislative language, the matter will be referred to a joint conference committee to seek a resolution agreeable to both chambers.

3.2.5. Congress Passes Legislation Authorizing BRAC and Submits the Bill to the President

If the joint Committee agrees upon legislative language to authorize BRAC, the conference report will be approved by the House and Senate and the final legislation will be submitted to the President for signature.

3.3. COMMUNITY ACTION PLAN

3.3.1. Standup the BRAC Management Organization

The success of the community BRAC outcome will largely depend on the organization created to lead the BRAC planning, management, and community response efforts. Selecting or designating a knowledgeable and capable BRAC PM is critical. In most cases, this PM should be a full-time position. The BRAC PM should be supported by a BRAC BRAC-AT made up of full or part-time subject matter experts. The PM may be aligned to an existing economic development agency or other community group (e.g., Chamber of Commerce). A single community agency should lead and coordinate BRAC planning and response efforts.

- 3.3.1.1. Determine the community lead agency for the BRAC effort
- 3.3.1.2. Select a BRAC PM and members of the BRAC-AT

While it may be possible for some locations to prepare for and defend their local defense facility with a single BRAC action officer working part or full time, research indicates that a much larger effort will normally be required. This effort will require a BRAC PM and a team of part and or full-time researchers to prepare for and defend against BRAC Commission recommendations. In most cases, this requires standing-up and appropriately resourcing a team and actively integrating the team into the political and DoD leadership structures necessary to obtain the needed data, analysis, and opportunities required to affect the BRAC outcome. The BRAC PM is responsible for providing support and direction in developing the local BRAC strategy and plans.

- 3.3.1.3. Develop BRAC-AT budgets and acquire resources to standup team

After reviewing this plan, the agency must determine what parts apply to their community and then develop a strategy to acquire the necessary resources and experts to execute it. If the community lacks internal resources with the required experience and available time, it may be necessary to contract with outside firms with BRAC and community experience.

- 3.3.1.4. BRAC-AT PM and team hold Kick-off Meeting with agency
- 3.3.1.5. PM directs team review of prior state BRAC study products
- 3.3.1.6. PM assigns resources to track team activities and expenditures and creates a database for BRAC data, strategies, and information

- 3.3.1.7. PM establishes program management tools and reporting formats
- 3.3.1.8. PM determines and initiates required communication expectations with agency leadership
- 3.3.1.9. PM establishes rules and restrictions on agency team actions and communications
- 3.3.1.10. Agency establishes public relations capability, if not already in place

The PM, with the assistance of the BRAC-AT, should develop a BRAC strategy for the community. The strategy should establish top-level objectives as they relate to retaining and/or enhancing the DoD missions being performed in the community. From these objectives should flow specific actions, such as those recommended in this document. The plan should identify actions to be taken, persons responsible for those actions, and the schedule for accomplishing the actions. The BRAC strategy and plan should be “living documents” which are updated on a regular basis as new information is obtained regarding the probability of a new round of BRAC; the nature of local DoD missions; the strengths, weaknesses, opportunities, and threats related to these missions; stakeholder engagements; and community attributes.

- 3.3.1.11. PM develops the top-level community BRAC strategy and coordinates with the agency
- 3.3.1.12. PM establishes requirement for continual BRAC research to detect key events, indicators, and triggers that might predict future DoD BRAC plans
- 3.3.1.13. PM develops and directs action plans for key areas of federal and community assets and to respond to BRAC events
- 3.3.1.14. BRAC-AT develops supporting materials and plans to contact federal and state officials
- 3.3.1.15. BRAC-AT develops action plan checklists, as needed, to implement actions for Phase I

3.3.2. Establish a BRAC Advisory Council

Many communities have engaged an executive council to guide strategic activities and help make contact with senior levels of the DoD. Members of this council leverage their previous experience within DoD to help estimate missions and organization movements, gather strategic information from their network, and potentially influence current DoD leadership at appropriate times. The work of the BRAC-AT and PM can be presented to the Advisory Council at regular intervals for their guidance and feedback to help the community in establishing strategies and plans. Also, consider including senior business and academic leaders on the Advisory Council who represent various functional disciplines and understand the local DoD mission activity.

- 3.3.2.1. Agency identifies and selects former senior DoD and community leaders and assesses their ability to stay engaged with current DoD leadership
- 3.3.2.2. Invite selected individuals to participate as members of the BRAC Advisory Council
- 3.3.2.3. Designate individual to chair the Advisory Council
- 3.3.2.4. BRAC-AT presents initial findings, strategies, and community plans to the Advisory Council
- 3.3.2.5. Determine rules of engagement with local, state and national DoD leadership
- 3.3.2.6. BRAC-AT establishes and maintains meeting forums with council to share information regarding local DoD information, challenges, and risks
- 3.3.2.7. BRAC-AT leverages council members to gather information or influence others, as needed

3.3.3. Become Knowledgeable of BRAC History, Policy, and Process

An important early step for a community wishing to preserve or defend a local DoD mission area is to learn about prior BRAC actions. The PM or BRAC-AT must conduct research to become familiar with BRAC history, policy, and process. Ideally, research will also disclose how local missions (or similar mission units in other areas) were

evaluated during prior BRAC rounds. Gaining a good understanding of what happened during prior BRAC rounds is the best preparation to respond to future BRAC actions.

- 3.3.3.1. Conduct research to obtain relevant reference materials
- 3.3.3.2. Review the legislative history of BRAC³⁰
- 3.3.3.3. Research to understand the BRAC 2005 process³¹
- 3.3.3.4. Research to understand previous BRAC decisions related to the local DoD mission unit(s)

3.3.4. Identify Community Stakeholders

One of the key challenges in BRAC preparation is balancing the involvement of numerous stakeholders. In the Pre-BRAC phase, BRAC is often viewed as “far off on the horizon” and is not a priority for many of the stakeholder groups. This view can ultimately be damaging to communities as the Pre-BRAC period is when valuable information can be gathered and analyzed and bonds can be formed with key leaders in various organizations. After the BRAC law is passed, the counter is often true – everyone wants to be involved in some aspect and it is often difficult to maintain the proper confidentiality as numerous stakeholders attempt to insert themselves at improper times. Therefore, one of the largest challenges the BRAC-AT faces is balancing the need to communicate with numerous stakeholders, while sharing the right information at the right times. Potential stakeholders fall into the following categories:

Local: Community organizations (DoD connections, infrastructure-related, workforce-related), business community, DoD mission leaders, elected officials, media, and the general public.

Regional / State: Elected representatives and officials, economic development agencies, and state-level committees.

National: DoD mission leaders, elected represented and officials (Congressional Delegation) and their staff, BRAC Commissioners and staff.

- 3.3.4.1. Identify community government organizations that have a role in economic development, community outreach, potential interaction with DoD, or establishing leadership for the region (Goal: establish interest, determine lead organization, and eventually integrate strategy related to DoD missions)
- 3.3.4.2. Identify community organizations and/or companies that should be engaged due to DoD, infrastructure, workforce, or other general roles in region
- 3.3.4.3. Identify US Congressional leadership with interests in region
- 3.3.4.4. Identify Congressional staff members responsible for military interests
- 3.3.4.5. Identify state representative leadership with interests in region
- 3.3.4.6. Identify local elected leadership (consider appropriate geographical scope given the local DoD mission economic impact)
- 3.3.4.7. Identify major local media sources
- 3.3.4.8. Identify state committees and organizations involved in federal and defense installations and missions

³⁰ Schlossberg; A Legislative History of BRAC, is an excellent reference

³¹ Recommend obtaining a copy of the 2005 BRAC report from: <http://brac.gov/index.html>.

- 3.3.4.9. Identify national committees and organizations involved in federal and defense installations and missions, workforce, or infrastructure efforts

3.3.5. Develop Stakeholder Communications Plans

After all relevant stakeholders are identified, the PM should determine an appropriate communication plan. The first question to ask is what is the purpose for communications with each stakeholder? Communication purposes include: request action, receive approval, obtain advice or guidance, or simply inform. Next, determine the appropriate means to communicate: one-on-one meeting, briefing, written report, e-mail, etc. Finally, determine the timing and frequency of communication considering the capacity of the PM and BRAC-AT to support that schedule. Engagement with the community can take many forms. The use of radio, television, print, mail, and even social media are all valuable mechanisms for reaching the community with the BRAC message.

- 3.3.5.1. Document the intended purpose for communicating with each community stakeholder
- 3.3.5.2. Determine most effective means for responsible organization to communicate DoD-related information to the community groups (social media, meetings, etc.)
- 3.3.5.3. Develop communication plan to share relevant information with community groups
- 3.3.5.4. Analyze best means to reach general public with information (local media and/or other community groups)
- 3.3.5.5. Establish and maintain meeting forum with identified organizations to share local DoD information, challenges, and risks
- 3.3.5.6. Educate local general public on impact of military to their community
- 3.3.5.7. Explain to media representatives the impact of local DoD missions using positive messaging and work with media to regularly communicate major DoD events/activities to community
- 3.3.5.8. Recognize the need to be guarded in publicly publishing/announcing local mission risks that other communities could leverage for their advantage

3.3.6. Identify and Engage with DoD Mission Organizations and Leaders

Sometimes a community is not very familiar with DoD mission activities happening in their community—they just know the name of the military unit located inside the fence. The most important task to survive a BRAC is to first understand the current posture of federal missions and resources within the local region. This information becomes the foundation on which strategies are determined, and upon which all execution plans are launched.

In 2013 the State of Ohio published phase I of the *Federal Retention*³² study, a comprehensive review of all federal resources located within the state. Additionally, the State also passed legislation to establish the Ohio Federal-Military Jobs Commission (OFMJC), which published their findings in late 2015.³³ The BRAC PM may also work through the local economic development activity or Chamber of Commerce to gain detailed insight into the mission activities, resources, outputs, and unit leaders of the local DoD mission(s).

- 3.3.6.1. Review 2013 *Federal Retention Study* and 2015 *OFMJC Report* to identify what basing is in the PM's area of responsibility (<http://jobs-ohio.com/why-ohio/jobsohio-network/>)

³² Gregory Wayt, Maj Gen (ret), et al., *Ohio Federal Retention Phase I Final Report* (Columbus, Ohio: Ohio Government, 2013).

³³ Ohio Federal-Military Jobs Commission, *Ohio Federal-Military Jobs Commission Report* (Columbus, Ohio: Ohio Government, 2015). Per Ohio State Revised Code, the State Adjutant General was identified to provide administrative support for the commission.³³ They should be contacted to obtain access to both documents (visit http://ong.ohio.gov/contact_us.html , or call (614) 336-7000 to contact the Ohio Adjutant General's Department).

- 3.3.6.2. Conduct Internet search for any additions or removal of federal resources within the PM's area of responsibility since the *Federal Retention* and *OFMJC Reports* were published
- 3.3.6.3. Compile a "catalog" of all DoD installations within the PM's area of responsibility and include associated leaders and their contact information

Identifying the local military leadership must be a priority for the community. In many cases, retired military and civilian personnel will know the leaders and will be able to visit with them to discuss various subjects. The intent is to identify the local leaders of the key organizations on base, learn their challenges and needs, and discover the opportunities for growth. Then, the community and base can potentially work together on some of those issues to create a stronger bond and overall resource for the region. The community leader who engages with military leaders should not be the BRAC PM, nor should the word "BRAC" even enter the dialog. Military and DoD civilian employees are typically careful to avoid any BRAC-related discussions (particularly in communication during an actual BRAC). Close military and community relations are necessary to negotiate current issues, support the needs of the military, and to make military personnel feel welcome in the community. Building a trust relationship with leaders is always a benefit to all concerned. If effective relationships are created and maintained during this phase, the information that is obtained can prove invaluable as the community seeks to protect and grow an installation.

- 3.3.6.4. Identify key local DoD leadership (commanders of installation, key tenants, etc.) and higher headquarters chain of command
- 3.3.6.5. Ensure appropriate senior level of community leadership and key points of contact are present/available for meetings (i.e., field-grade (colonels and lieutenant colonels) or flag-grade (generals and admirals) are aligned with Mayor, regional leadership, etc.)
- 3.3.6.6. Establish a meeting/communication forum (separate or as group) to share activities, events, concerns, and opportunities
- 3.3.6.7. Receive DoD mission presentations and provide community capability presentations
- 3.3.6.8. Understand rules of engagement on communication with military leadership and the community
- 3.3.6.9. Develop an analysis of the military installations economic impact on the community
- 3.3.6.10. Seek to understand DoD personnel impact to community/region

It is also important to understand how your local DoD mission activity fits into the larger DoD organization and then become acquainted with key leaders and staffers in the organizational hierarchy. For example, what is the Air Force's plan for a particular mission? Is the mission growing, being replaced, under-staffed, under-funded, moving etc.? The BRAC PM should continue engagement as BRAC strategies develop.

- 3.3.6.11. Determine means to communicate with state and national DoD leaders (e.g., a community group member has a working or personal relationship, elected officials, etc.)
- 3.3.6.12. Invite DoD, state, and national DoD leaders to region to discuss local mission contributions and status

3.3.7. Monitor BRAC Indicators

Once the PM is familiar with BRAC history, the PM will be better prepared to monitor indicators that will give insight as to the potential timing of and methods to be employed in a future BRAC. Many actions can and should be done before the passage of a BRAC law, so it is important to maintain awareness of current thinking with regards to authorizing BRAC.

The PM should continually monitor public and informal information sources to gain insight and advanced awareness regarding Congressional authorization for future BRAC cycles. A good way to do this is to create Internet list searches to monitor a variety of "indicators" including: defense media reports, published DoD-related studies, DoD and service leader testimonies, GAO and DoD reports, content of draft DoD Authorization and Appropriations bills, and basing plans (for new missions). Monitoring these indicators helps to ensure that the community is not surprised by Congressional approval of another BRAC round and allows the community to increase its Pre-BRAC activities in light of increased probability of BRAC occurring. Awareness of changing processes and priorities enables a more proactive response strategy.

The PM should also carefully monitor public and informal information sources to gain insight and understanding of changing DoD mission performance concerns and priorities that may impact local mission areas. Knowledge of evolving priorities and concerns helps the community anticipate changes impacting the viability of the local/regional DoD missions. For example, if the military service expresses a desire to retire a particular system and the local Active, Guard or Reserve component operates that system, that mission unit's future is likely at risk. Even if Congress rejects the proposed system retirement, it is probable that the system retirement will eventually occur. Likewise, as tactical and strategic priorities change, the continuing need of certain types of mission units also changes. By remaining alert to these changes, the community can anticipate adverse impacts and proactively advocate for the assignment of new mission responsibilities for local mission units. At a minimum, the risk of a future adverse BRAC impact is better understood and alternative courses of action can be assessed before any adverse action occurs.

- 3.3.7.1. Monitor public and informal information sources to gain insight and advanced awareness regarding Congressional authorization for future BRAC cycles
- 3.3.7.2. Consider subscriptions to periodicals such as Defense News³⁴
- 3.3.7.3. Create Internet searches related to BRAC
- 3.3.7.4. Obtain and review GAO reports related to BRAC and defense facilities
- 3.3.7.5. Consider joining the Association of Defense Communities³⁵

3.3.8. Assess Community Attributes

The overall goal of this process is to inventory community attributes that affect the military value of an installation. In BRAC 2005, the SECDEF published criteria for DoD to use in making recommendations for base closure and realignment with military value as the highest priority for consideration. Key components of military value include current and future mission capabilities and the impact on operational readiness, including joint warfighting and training; the availability and condition of land, facilities, and associated airspace; the ability to accommodate mobilization and future force requirements; and the cost of operations.³⁶

Military installations face internal and external ("outside the gate") forces that may hinder or enhance the military value of a specific base. This action focuses on those external attributes that affect a military installation and its ability to support its assigned missions. While it may appear that these attributes are tangential to affecting military value, they are, in fact, an essential part of a military community and can have an impact on the military value of a military installation's missions. Attributes include such things as commercial airport access, airspace availability access, encroachment of private development, public transportation, public roadways, health care facilities access,

³⁴ <http://www.defensenews.com/>

³⁵ <http://defensecommunities.org/about/join-today/> (a member organization that offers community and non-profit subscriptions from \$240 to \$690 per year)

³⁶ <http://leg.wa.gov/JointCommittees/VMA/documents/JCVMArpt.pdf>

public schools, childcare resources, spousal job opportunities and support, affordable quality housing, availability and quality of higher education, availability of qualified civilian workforce, and other forms of support for military families. Each of the following action items serves to analyze the extent to which these attributes serve as strengths, weaknesses, opportunities, and/or threats at the state and regional level.

While these attributes are considered to be action items, some are more “actionable” than others. The results of evaluating these action items will in turn create actionable items for the specified attribute or instead contribute to the overall situational awareness of the community attributes. This action item is meant to provide situational awareness for the community rather than an action to affect change. It serves to demonstrate where a military installation stands in comparison to another installation.

- 3.3.8.1. Evaluate the availability and condition of local airspace and land for military operations
- 3.3.8.2. Analyze and identify any installation encroachment and/or environmental issues
- 3.3.8.3. Assess community public utility infrastructure (water, power, and sewer)
- 3.3.8.4. Assess community transportation resources (highways, rail, waterways, and air)

The mission of the local installation may be dependent upon the quality and capacity of local infrastructure in terms of operational and support activities, including the movement of personnel and materiel. The installation may also rely on locally provided utility services.

- 3.3.8.5. Evaluate the quality and availability of off-installation housing and capture the median home price for the local area; compare to national averages

While installation (i.e., government-provided) housing is offered to most military members, a significant number of military members and their families (generally, 70%) choose to live off the installation in the local community.³⁷ Therefore, it is imperative that the community offers an ample supply of quality, affordable housing within an easy commute of the military installation. This includes homes and apartments available to lease, as well as purchase.

- 3.3.8.6. Determine if community provides military friendly housing options that include a military lease clause

It is imperative that leases contain a “military termination clause” in the event the military member is deployed or moved prior to the end of a lease. Many states have mandated this requirement by law, so whether law requires it depends on the state in which the military installation is located.

- 3.3.8.7. Evaluate transportation (including daily coverage and schedule flexibility) to/from the installation
- 3.3.8.8. Evaluate whether current military entry and exit facilities are adequate
- 3.3.8.9. Evaluate proximity to primary medium commercial hub airport

Traffic and congestion affects military members and the general public alike. Commute times to and from work on a military installation, equipment delivery, and training exercises all have a direct effect on the military value of a base. In addition, travel time and access to the local airport can also have an impact on military value. Proximity and access to air travel into and out of a military installation can serve to enhance an installations military value.

³⁷Gregory Wayt, Maj Gen (ret), et al., *Ohio Federal Retention Phase I Final Report* (Columbus, Ohio: Ohio Government, 2013).

While the proximity to a commercial airport may seem to have little impact to the military value of an installation, it is something the military has used as a previous criterion. In 2014, the Secretary and Chief of Staff of the Air Force approved this factor in determining where to base the Air Force Installation and Mission Support Center (AFIMSC) Headquarters. While the Air Force gave very little weight to this criterion, it was used as a deciding factor in presenting a down-selected list to the Secretary of the Air Force from the initial list of ten candidates.

- 3.3.8.10. Evaluate community access to various medical specialties and urgent care
- 3.3.8.11. Examine access to childcare and ability to surge capacity as required within easy reach of the military installation
- 3.3.8.12. Develop a study of spousal work opportunities and inventory support organizations that can help new military spouses to the area

A community that takes an active role in improving the quality and quantity of spousal employment opportunities can greatly improve military value for a military installation. There are communities that have special programs that encourage the hiring of military spouses and some who even provide training and/or apprenticeships. A community that supports employment of military spouses improves the military family economic outlook and enhances a military installation.

- 3.3.8.13. Examine the level of community support for families during service member deployments
- 3.3.8.14. Evaluate the availability of military incentives throughout the community and seek to grow number of local businesses offerings
- 3.3.8.15. Evaluate the local cost of living and compare to other peer military communities
- 3.3.8.16. Determine the availability of off-installation youth activities
- 3.3.8.17. Evaluate the quality of K-12 schools

The quality of K-12 education is one of the highest valued metrics among quality of life factors for military families.³⁸ Things like class size, attraction and retention of quality teachers, special education programs, and fulfilling state performance requirements are all important to both military and civilian parents. Military members want to get their children into “good” schools. This means they will seek to live within the off-installation communities that will allow them to send their children to the best schools, even if it means longer commute times.

- 3.3.8.18. Determine the availability and quality of higher education opportunities and continuing education courses offered in the local area

While access to a quality higher education is not a “military only” issue, it does create unique opportunities for military members and their families. Military members are better able to advance their military careers through educational opportunities.³⁹ Most installations offer extensive educational opportunities, but the offerings and quality of education from a local college or university can easily surpass anything offered through the military installation. Institutions of higher education often offer a much wider variety of course offerings and availability.

- 3.3.8.19. Evaluate the impact of state and local taxes on military pay
- 3.3.8.20. Evaluate the impact of state/local income taxes on current active duty and military retiree pay and compare to other states, especially states that are considered peer competitors

³⁸<https://ncdmva.s3.amazonaws.com/s3fs->

[public/documents/files/North%20Carolina%20Military%20Affairs%20Commission%20Strategic%20Plan.pdf](https://ncdmva.s3.amazonaws.com/s3fs-public/documents/files/North%20Carolina%20Military%20Affairs%20Commission%20Strategic%20Plan.pdf)

³⁹ <http://leg.wa.gov/JointCommittees/VMA/documents/JCVMArpt.pdf>

- 3.3.8.21. Engage state and local legislators to push through changes (if required) to active duty and military retiree state/local income tax burden

States should consider the merits of reducing or eliminating the state/local income tax burden on military active duty or retiree pay to be more competitive with other states. A thorough fiscal impact analysis should be accomplished to determine if changes to the tax code would be justified.

- 3.3.8.22. Assess the density/makeup of the intellectual capital of the local area with Science, Technology, Engineering, and Math (STEM) advanced degrees

This action focuses on the number of individuals in the local area with an advanced degree. Assess the number of advanced degrees (Bachelors, Masters, and PhDs) with a STEM specialty. The density of these advanced degrees in a military community can be instrumental in attracting new missions to the base. Some studies have shown that communities with a higher density of advanced degrees also have a better quality of life.

- 3.3.8.23. Assess supporting relationship between community and local DoD
- 3.3.8.24. Analyze Strengths, Weaknesses, Opportunities, and Threats (SWOT) of community attributes

After community attributes have been inventoried and evaluated, the BRAC-AT needs to accomplish a SWOT analysis. Placing the attributes into their corresponding categories will allow the positive and negative impacts to the military community to be easily identified.

Accomplishing this SWOT analysis in this phase enables the community to begin targeting attributes early instead of waiting for the passage of the BRAC law, when it may be too late. It is highly recommended that the BRAC-AT be engaged at least once a year, or as major mission changes at the military installation occur, to update this analysis. Ensuring the SWOT analysis is as current as possible will guarantee the team is working with the latest information.

With a completed SWOT analysis on the military community attributes, the BRAC-AT can identify strategic actions for strong attributes that can be maintained and used to the community's advantage. It can be used as the basis for identifying corrective actions for attributes labeled as weaknesses so that they can become strengths. It is also the basis for prioritizing the opportunity attributes so they can be addressed, leveraged, and moved to the strength column. Finally, it identifies actions needed to mitigate threats.

- 3.3.8.25. Brainstorm with a team of area experts and base personnel what community actions would be beneficial to positively influence the BRAC process
- 3.3.8.26. Develop a plan and schedule to accomplish the tasks for each community action that align with the BRAC process

3.3.9. Analyze Local DoD Installation

There are three analytical tasks to be accomplished as part of this action: document a Mission Areas Review (MAR), assess military value, and identify strengths, weaknesses, opportunities, and threats. Once this information is compiled, the community will have what it needs to develop strategic plans to protect and grow the military missions.

A MAR is a comprehensive inventory and evaluation of each mission area at the local DoD installation. A MAR should provide a complete understanding of the basing, organizations, personnel, facilities, funding, customers, suppliers, and missions that the BRAC could influence.

- 3.3.9.1. Conduct interviews with leadership at each installation to accurately determine a comprehensive list of each installation's mission areas
- 3.3.9.2. Determine generalized mission types for each base by which to categorize mission areas (i.e., operations, logistics, information technology, etc.)
- 3.3.9.3. Create a MAR report that documents each installation's mission area, to include infrastructure, communications/information technology support, personnel, facilities, funding, customers, suppliers, products, and services

Securing and running the computer models that DoD uses to prioritize BRAC decisions is paramount. For the 2005 BRAC, multiple services used the Installation Visualization Tool and the Cost of Base Realignment Actions (COBRA) model. The BRAC PM should secure these programs and employ experts who can run the models to get greater fidelity of the closure risk of a base. This information will be necessary to develop a business case assessment of the benefits of any base.

- 3.3.9.4. Develop capability to run DoD (COBRA model) and installation evaluation models that may be used in BRAC analysis
- 3.3.9.5. Develop capability to run Installation Visualization Tool

Using the MAR, the team will have what it needs to assess the military value⁴⁰ of the mission from a DoD perspective. Military value is a primary measure that the DoD uses to determine where to locate military missions and units. It is defined as “the ability of an installation to contribute to DoD future mission capabilities & readiness”.⁴¹ It is composed of characteristics that are “either immutable or prohibitively expensive to reconstitute elsewhere”.⁴²

- 3.3.9.6. Conduct and document a subjective assessment of military value for each MAR with the assistance of designated experts with respect to the mission areas in question

The next step is to investigate and analyze the strengths, weaknesses, opportunities, and threats (SWOT)⁴³ related to the mission as they are likely to be viewed from the BRAC Commission's perspective. As with all projects, improving an installation's standing in the eyes of the BRAC Commission must be predicated upon which mission areas are at risk of realignment or closure. As the number and importance of a location's missions decrease, the existence of the installation comes more into question. Thus, the next step for the BRAC PM is to assess the vulnerability of each mission area to BRAC actions, both positive and negative. The goal of this step is to create a subjective, yet educated assessment for each mission area to help guide the community leadership for where to apply limited resources to affect change. The result of a comprehensive SWOT analysis is a list of vulnerabilities for BRAC action, as well as possible opportunities to grow the local mission.

- 3.3.9.7. Develop a SWOT analysis report that will assess strengths, weaknesses, opportunities, and threats for each mission area
- 3.3.9.8. Examine weaknesses and threats to understand causes and potential actions to reduce or mitigate the weakness and/or threat

⁴⁰ See Appendix “BRAC Military Value Modeling”

⁴¹ Philip Grone, Principal Assistant Deputy Undersecretary of Defense for Installations, in an Armed Force Press Service release dated February 28, 2004, addressing the final selection criteria for the 2005 round of BRAC.

⁴² (Acting USD (Acquisition, Technology & Logistics), 2005)

⁴³ See Appendix “Conducting a SWOT”

- 3.3.9.9. Examine strengths and opportunities to understand how these might impact future BRAC decisions
- 3.3.9.10. Conduct and document a risk assessment for each MAR with the assistance of designated experts with respect to the mission areas in question

3.3.10. Develop BRAC Strategies

Using the MARs and SWOTs from the previous activity, the BRAC PM can begin to plan BRAC-influencing strategies. At this point the BRAC PM should prioritize the missions based upon those that pose the greatest benefit to the local installation and community and focus plans for protection of these missions. The defense of current missions must be the priority when developing BRAC strategies. Losing any mission can have major impacts on the community and on the future of the installation as it shows that the installation is vulnerable to reduction.

- 3.3.10.1. Using the risk and military value analyses, develop focused, top-level plans to mitigate each vulnerability or take advantage of each opportunity
- 3.3.10.2. Conduct a holistic base-level assessment as a roll-up of mission assessments, to include running BRAC-approved software models and score closure criteria
- 3.3.10.3. Develop a prioritization scheme to rank-order the top-level plans (recommendation is a weighted scale with factors of importance [probability of success, regional impact, military value, and military cost])
- 3.3.10.4. Present the prioritized plan list via a formal briefing to the BRAC-AC, with the intent of down-selecting to those plans considered most valuable to pursue

The BRAC process is, at its essence, a competition amongst peers for limited DoD resources. Without considering the vulnerabilities of other DoD locations outside of Ohio for realignment and/or closure, any local or state-wide analysis and subsequent preparations may be meaningless. Identifying missions that could move to a BRAC PM's area of responsibility is a defense against adverse local BRAC impacts. The most natural starting point is the existing missions in the region. Does a local installation have a hospital? If so, could it expand to cover a multi-state area? Does a local Army National Guard signals unit have the ability to grow and accomplish the mission of another similar unit? Consider creative ways to expand installation mission capacities that do not necessarily require funding. The next, important step is to identify actual missions at out-of-state locations as potential "targets of opportunity", while avoiding an expansion of local infrastructure that could be viewed as "over capacity". One of the goals of the BRAC is to eliminate excess capacity, and an installation could inadvertently make itself a BRAC target without an action plan for expansion.

The starting-points for this research are those missions/installations on the services' lists that were not acted upon in BRAC 2005, and were considered "near misses." The BRAC PM should inquire if the local region could feasibly accommodate the movement of these missions with existing or increased infrastructure. It is imperative that these offensive strategies are kept extremely close hold and are not discussed with those who do not have a need to know. Obviously, having another region learn of plans to move their mission would not be well received.

- 3.3.10.5. Determine out-of-state missions that are similar to those in-state missions documented in the MARs—these will be possible targets
- 3.3.10.6. Assess the likelihood that previous BRAC "near misses" (from all services) could still be vulnerable and present opportunities to move missions to local installations
- 3.3.10.7. Assess local installation's ability to accept target missions from locations outside of Ohio
- 3.3.10.8. Brainstorm ways of expanding capacity at local installations to accept additional missions

It is recommended that the community select as many of the highest probability of success plans as can be afforded to influence the BRAC process. The outcome of this step is a comprehensive report that includes all offensive and defensive MARs for each mission of importance to the BRAC PM, both in-region (defensive—keep missions from moving) and out-of-state (offensive—target missions to move to the region). At this point, there should be a holistic view of all the basing, organizations, and missions that the BRAC could influence.

Each prioritized strategy can become its own separate project and standard project management principles should be applied. The BRAC PM is responsible for charging each team with what should be accomplished. It is beyond the scope of this report to delineate the specific actions that should be accomplished to undergird the mission at a particular installation. Each mission focus area is unique and poses its own challenges. However, an actionable checklist needs to be constructed that results in a positive outcome for the mission in question. This may include, but is not limited to, Congressional engagement/education, securing funding for projects, influencing DoD decision-makers, fixing infrastructure, and attracting new business to the region.

- 3.3.10.9. Create detailed project analysis plans that are specific for each prioritized strategy
- 3.3.10.10. Develop a more robust military value assessment by commissioning a business case analysis (BCA)

At various points throughout this process, the BRAC-AT should brief findings and recommendations to community and legislative leadership.

- 3.3.10.11. Brief CODEL regarding MARs, SWOTs, and strategies
- 3.3.10.12. Brief State Legislators regarding MARs, SWOTs, and strategies
- 3.3.10.13. Brief local elected leaders regarding MARs, SWOTs, and strategies

3.3.11. Foster Community Partnerships

It is imperative that the community appreciate the value of collaborating with the military installation to best position the base to gain and/or retain its military mission. Partnerships allow the military installation to increase military capacity and lower cost through collaboration with either public and/or private partnerships. Successful partnerships are based on a strategic alignment of community and DoD mission attributes.

Partnering is obviously not new, but it does require “outside the box” thinking to find success for all parties involved. Developing partnerships that successfully realize their goals requires stakeholders to rely on new operational models for collaboration between military installations and their community hosts.⁴⁴ Public-Public and Public-Private (P4) partnerships can be used to help a military installation increase physical capacity that provides long-term mutual benefits to all parties.

- 3.3.11.1. Use community meetings to share DoD infrastructure requirements and options/possibilities for meeting needs
- 3.3.11.2. Use community meetings to share DoD workforce requirements and options/ideas for developing local workforce to meet installation requirements
- 3.3.11.3. Educate current military leadership on partnership opportunities and begin planning and execution of those activities
- 3.3.11.4. Encourage increased communication on importance of community and military integration/partnership

⁴⁴ http://www.defensecommunities.org/wp-content/uploads/2012/07/P4_BAH_Journal_final.pdf

- 3.3.11.5. Investigate opportunities to expand installation capacity with no DoD cost incurred
- 3.3.11.6. Develop plans for how infrastructure needs can be met with local assets
- 3.3.11.7. Engage Chamber of Commerce for assistance with community outreach and engagement
- 3.3.11.8. Engage business development organizations with reaching local business with importance of military installation & impact of BRAC
- 3.3.11.9. Engage and team with local, regional, and state legislative leadership to educate them on community impacts and possibilities

As DoD budgets shrink, DoD leaders are looking for revolutionary ways to reduce costs. At the same time, communities that depend on the DoD for their livelihoods are searching for more creative ways to improve their chances of retaining the current local military infrastructure or gain military units and missions at the expense of less fortunate communities. One of the key ingredients involved during this first phase of “BRAC-proofing” a military installation is to increase physical capacity. DoD is seeking to reduce costs while also increasing physical capacity, as communities are striving to retain their military units. This creates a unique opportunity for the community to build new infrastructure or enhance existing infrastructure.

Communities have tremendous opportunities to step forward and solve the problem that DoD faces. They can provide the answer in terms of providing new or improved infrastructure to DoD at either low cost or no cost.

Potential infrastructure partnership areas include wastewater treatment facilities, power generation facilities, communication networks, and transit systems.

- 3.3.11.10. Evaluate joint land use possibilities
- 3.3.11.11. Investigate the potential benefits of shared common utilities
- 3.3.11.12. Investigate the potential benefits of shared common services
- 3.3.11.13. Evaluate road and highway improvements to facilitate entry to and exit from the military installation
- 3.3.11.14. Evaluate benefits of use of public or private funded development of buildings to house military personnel and/or military programs
- 3.3.11.15. Investigate expansion of installation capacity by constructing new offices and lodging
- 3.3.11.16. Investigate opportunities to utilize Enhanced Use Lease (EUL) options
- 3.3.11.17. Investigate the benefits of the community construction of additional wastewater treatment facilities
- 3.3.11.18. Investigate the possibility of constructing wind or solar power generation plants on installation property
- 3.3.11.19. Identify local companies that can assist with DoD infrastructure requirements and solutions (roads, buildings, services, utilities, security, etc.)

Partnerships may also be created to develop workforce capabilities necessary to meet DoD requirements.

- 3.3.11.20. Review with group other DoD partnership work in workforce development
- 3.3.11.21. Investigate opportunities to build the community workforce
- 3.3.11.22. Investigate strategies that will attract and retain intellectual capital to the local area with STEM advanced degrees

Community and business programs intended to support the military and their families are a form of partnership that demonstrates community support for the mission.

- 3.3.11.23. Analyze best means to integrate community and DoD in celebrations/recognition (sporting events, parades, festivals, programs, etc.)
- 3.3.11.24. Develop or enhance “Hometown Hero” program to increase community awareness and pride in their military community
- 3.3.11.25. Demonstrate to local companies and organizations the value of offering military incentives and value
- 3.3.11.26. Demonstrate to local colleges and universities the benefits of providing special rates and unique offerings to veterans to enhance community workforce
- 3.3.11.27. Demonstrate to local companies the benefits of hiring military veterans and spouses

3.3.12. Explore Alliances with other Communities

There may be opportunities where a community can work an alliance with another community facing the same types of challenges that a BRAC action brings. For example, communities with bases that share mission commonality may be able to find areas where each can give or take specific elements that result in a more favorable outcome for both. They may also be able to cooperate in order to win favorable results over a third community. The goal in this action is to seek commonality with peer communities where brainstorming ideas may result in favorable results for both communities.

These activities must be handled with extreme caution due to the sensitivity of this information. The PM and BRAC-AT must be careful in establishing communication and must involve community leadership early in the process.

- 3.3.12.1. Evaluate the possibility of forging alliances with external community peers—other military communities with shared military footprint and threats
- 3.3.12.2. Investigate common mission areas where cooperation is possible
- 3.3.12.3. Develop a strategy and communication plan to pursue options; determine involvement of appropriate legislators and leadership
- 3.3.12.4. Research requirements for a Memorandum of Understanding/Contract to establish roles and responsibilities for each alliance

3.3.13. Engage Local Community Leadership

The PM and BRAC-AT and lead agency must work with local community leadership to ensure the community understands the BRAC process, threats, and opportunities. The BRAC-AT must also involve the community leadership in the development and communication of strategies and plans to the appropriate stakeholders. As noted previously, not all information is shared with all stakeholders due to the sensitive nature.

- 3.3.13.1. Provide information to community leadership regarding local military installation, opportunities, concerns, and strategies
- 3.3.13.2. Encourage community leadership to contact state and national legislators to produce BRAC legislation that will benefit the local community and installation
- 3.3.13.3. Identify and provide inputs to community efforts that could assist in local BRAC preparation
- 3.3.13.4. Encourage community leadership to visit and meet with local DoD leadership to understand local missions and needs

3.3.14. Engage State Representatives, Officials, and Staff

The community must work with state leadership and representatives to ensure the installation is adequately represented in state strategies and committees.

- 3.3.14.1. Provide information to state leadership and representatives regarding local military installation, opportunities, concerns, and strategies
- 3.3.14.2. Encourage state leadership to lobby CODEL to produce BRAC legislation that will benefit the local community and installation
- 3.3.14.3. Identify and provide inputs to potential state legislation that could assist in local BRAC efforts
- 3.3.14.4. Encourage state leadership to visit and meet with local DoD and community leadership to understand local missions and needs
- 3.3.14.5. Advise state leadership to meet with DoD leadership regarding local strategies
- 3.3.14.6. Engage with DoD-related state committees and provide relevant information

3.3.15. Engage with Congressional Representatives and Staff

The community must work with the appropriate Congressional delegation to craft specific BRAC law provisions that can benefit local DoD missions. In the current environment, DoD is under continuous pressure to reduce spending—without the strategic approach enabled by BRAC, all missions tend to experience incremental budget cuts.

Once Congress begins to debate the content of a proposed BRAC law, however, it may become very difficult to influence the content of the law. Members of the House and Senate Armed Services Committees have greater ability to influence the content of draft legislation before it reaches the floor of the House or Senate. Communities should carefully consider their actual sphere of influence, and/or chain of influence, to determine if this action is feasible and appropriate before proceeding.

- 3.3.15.1. Provide information to CODEL regarding military installation, opportunities, concerns, and strategies
- 3.3.15.2. Lobby CODEL to draft BRAC legislation that will benefit the local community and installation
- 3.3.15.3. Identify and provide inputs to potential BRAC language for bills that could assist in local efforts
- 3.3.15.4. Encourage Congressional leadership to visit and meet with local DoD and community leadership to understand local missions and needs
- 3.3.15.5. Advise Congressional leadership to meet with DoD leadership regarding local strategies

3.4. STAKEHOLDER COMMUNICATIONS

Identifying and contacting stakeholders is the primary activity to be completed during this period. Each stakeholder must understand their role in the BRAC process and the community BRAC team must understand their responsibilities to these stakeholders. This will require significant work on the part of the BRAC community team to develop a detailed plan for stakeholder education, sharing and passing of data and research, and joining forces to develop strategies appropriate for this beginning phase.

PHASE I--PRE-BRAC LAW PERIOD															
		Community Government Lead Agency	BRAC Advisory Council	Community Organizations	General Public	Local DoD Mission Leadership	National & State DoD Mission Leadership	Elected Reps, Officials & Staff (National)	Elected Reps, Officials & Staff (State)	BRAC Commissioners & Staff	Local Media	State Committees	National Committees	Other State Community Alliances	
3.3.1	Stand up the BRAC management organization	R/A		I				I	I	I			I		
3.3.2	Establish a BRAC Advisory Council	R/A	S	I				C	C	C			I		
3.3.3	Become knowledgeable of BRAC history, policy and process	R/A	C	I	I			I	I	I			I		
3.3.4	Identify Community Stakeholders	R/A	C	C	I			C	C	C			I		
3.3.5	Develop Stakeholder Communication Plans	R/A	C	C	I	I	I	C	C	C		I	I		
3.3.6	Identify and Engage with DoD mission organizations	R/A	C	I		S	S	I	I	I			I		
3.3.7	Monitor BRAC Indicators	R/A	C				S	S	I	I					
3.3.8	Assess Community Attributes	R/A	C	S	I	I	I	I	I	I		I	I		
3.3.9	Analyze Local DoD Installation	R/A	C	I		S	S	I	I	I			I		
3.3.10	Develop BRAC Strategies	R/A	C	C				I	I	I			C		
3.3.11	Foster Community Partnerships	R/A	C	S	I	S	S	I	S	S		I	I	I	
3.3.12	Explore Alliances with other Communities	R/A	C	I				C	C	I			I	S	
3.3.13	Engage Local Community Leadership	R/A	C							S					
3.3.14	Engage State Representatives, Officials and Staff	R/A	C						S	C/I					
3.3.15	Engage with Congressional Representatives and Staff	R/A	C					S	C/I	C/I					

Figure 2 - Phase I Stakeholder Responsibility Matrix

Key:

R = Responsible: Those who do the work to accomplish the activity—there is generally only one responsible party, although others may be delegated to assist in the work required.

A = Accountable: The one ultimately answerable for the correct and thorough completion of the task; typically signs off on or approves work that responsible provides. There must be only one accountable party specified for each task.

S = Supports: Provides resources to help the responsible complete the task.

C = Consulted: Those whose opinions are sought, typically subject matter experts; and with whom there is a two-way communication.

I = Informed: Those who are kept up-to-date on progress, often only upon completion of the task; and with whom there is typically just one-way communication.

4.0 PHASE II: PASSAGE OF THE BRAC LAW PERIOD

4.1. INTRODUCTION

This phase encompasses the period after the BRAC law is signed by the President through the submission of DoD’s recommendations. The BRAC Commission is established during this period and the military services are gathering data and conducting analysis to support issuance of the DoD BRAC recommendations. While communities may continue to engage with organizational mission leaders, they may find those leaders are reluctant to discuss anything even remotely related to the upcoming BRAC. All DoD employees working on the recommendations for closure or realignment are required to sign non-disclosure agreements and keep government-internal information closely held. Although communications are restricted, there are many actions the community should take to shape the environment and prepare for the next critical phase. Typically, the installation will designate a POC to serve as the community liaison for BRAC.

As noted in the overview, this period spans 24 to 36 months, but because BRAC is now a practical reality, it is generally challenging to initiate strategic actions intended to improve community infrastructure or enhance federal capacity/capability. Note that the BRAC law establishes several “gates” that could potentially bring the process to a premature end if Congress, the President, or DoD fail to accomplish required actions by the dates set forth in the law.

Rumors regarding DoD plans may be spread during this phase. Despite non-disclosure agreements for those “on the inside,” other DoD employees are often asked to gather pieces of information in response to higher headquarters data calls and they may make assumptions about how that information will be used. That word gets around and mild times of panic sometimes occur. Recognize that while there may be some truth in the rumors they are generally not well-founded, so be cautious in how you respond—precious time can be lost in developing a response plan for an unlikely scenario.

If the community did not complete the action plans discussed in Phase I, most of those actions must be accomplished as a prerequisite to the remaining phases.

The critical actions during this phase focus on influencing the framework by which BRAC recommendations will be made and preparing for meaningful engagement during the public discussion phase. Major activities that should occur during this phase are:

- Research to understand how the current BRAC law and process differs from prior BRACs
- Seek to obtain DoD BRAC-related evaluation information and analytical models
- Collect and validate data that can be used to estimate probable BRAC outcomes
- Update previous analyses of the BRAC-related posture of the local DoD mission
- Apply BRAC evaluation criteria to local missions to project the DoD recommendations
- Provide comment in response to DoD’s publication of BRAC evaluation criteria
- Update and continue to execute stakeholder communication plans
- Engage the BRAC AC for feedback on products and outreach support
- Propose qualified individuals for nomination to serve on the BRAC Commission and staff
- Obtain background information about Commission members and their staff; engage as appropriate
- Continue to forge community partnerships to support the local DoD mission
- Pursue alliances with other communities to develop cooperative response strategies

- Prepare detailed plans and schedules for the up-coming Public Discussion Phase

4.2. BRAC PROCESS

4.2.1. BRAC Law is Enacted and is Publicly Available

Concurrent with, or shortly after, the President signs the legislation to authorize a new round of BRAC, a copy of the enacted law will be posted to the Congressional website (<https://www.congress.gov/>). Even before that, House and Senate Bills which have been introduced will also be posted. No two BRACs are alike. As the government and communities go through a BRAC process, opportunities to improve upon the effectiveness, transparency, and process controls are usually identified. When it is time to authorize another BRAC, Congress debates potential changes and updates the process used the last time. This guide is written based on prior BRAC experiences (through the 2005 BRAC) and the action plans identified herein assume that the next BRAC will be similar. A review of the recently passed law may identify the need for additional actions that are not included in this plan or to adjust the identified actions to align with the new law.

To facilitate understanding of a new BRAC law, it is helpful to get a sense of the existing law. The following outline summarizes the general organization and content of the law⁴⁵ which governed the 1991, 1993, 1995, and 2005 BRAC rounds (10 USC 2687):

- Section 2901: Short Title and Purpose
- Section 2902: The Commission (Prescribes appointment process, duties of the commission, meeting frequency, pay and travel expense, support staff, funding, use of consultants, and termination date)
- Section 2903: Procedures for Making Recommendations (Prescribes the process to be followed)
 - (a) DoD Force Structure Plan
 - (b) Selection Criteria
 - (c) DoD Recommendations
 - (d) Review & Recommendations by the Commission
 - (e) Review by the President
- Section 2904: Closure and Realignment (Empowers the SECDEF to carry out the approved closure and realignment actions)
 - (a) Responsibilities of the Secretary of Defense (in general)
 - (b) Congressional disapproval (how Congress may act to disapprove the recommendations)
- Section 2905: Implementation (This is the longest section of the law (14 of 39 pages) but is focused on how the actual approved decisions must be carried out (Phase 5), so it has no effect on this action plan. It covers such things as assistance to impacted communities and employees, property disposal, reutilization, redevelopment, and environmental remediation.)
- Section 2906: DoD Base Closure Account 1990 (Specific to the 1990 BRAC law covering the 1991, 1993 and 1995 BRAC rounds)
- Section 2906A: DoD Base Closure Account 2005 (Specific to the 2005 BRAC law)
- Section 2907: Reports (Requires DoD to annually report to Congress on BRAC costs and savings)
- Section 2908: Congressional Consideration of Commission Report (Prescribes the procedures that must be followed for Congress to disapprove the final recommendations)

⁴⁵ “Defense Base Closure and Realignment Act of 1990 (as Amended Through the FY 05 National Defense Authorization Act)” – This document is provided in the reference files accompanying this action plan and may be obtained from the 2005 Defense Base Closure and Realignment Commission website: <http://www.brac.gov/docs/BRAC05Legislation.pdf>.

- Section 2902: Restrictions on Other Base Closure Authority (Limitations on other DoD closure activity between 1990 and 2006—with few exceptions, only the authority of this law may be used)
- Section 2910: Definitions (To clarify meaning of terms used)
- Section 2911: Clarifying Amendment (Makes minor changes to the basic BRAC law 10 USC 2687)
- Section 2912: 2005 Round of Realignment and Closures of Military Installations (Makes specific changes to the processes described in Section 2903, applicable only to the 2005 BRAC)
 - (a) Force Structure Plan and Infrastructure Inventory
 - (b) Certification of Need for Further Closures and Realignments
 - (c) Comptroller General Evaluation
 - (d) Authorization of Another Round; Commission (Prescribes appointment, number of Commissioners, term duration, meetings, termination, and funding)
- Section 2913: Selection Criteria for 2005 Round (Mandates certain selection criteria for 2005 BRAC and places priority on military value)
- Section 2914: Special Procedures for Making Recommendations for Realignments and Closures for 2005 Round; Commission Consideration of Recommendations (Prescribes procedures applicable to the 2005 BRAC only. Sets deadlines, limits Commission’s authority to make additions, and prescribes process details)

4.2.2. BRAC Law Offers Insight to Rules of Engagement and Timing of DoD, Commission and Congressional Actions

Reviewing the recently passed law allows the community to understand how the process will work and identify the key milestones in the process. Examining the law also helps the community understand what the participants (Congress, the President, the SECDEF, Military Departments and Agencies, the Commission and staff, and the public) will be doing at various times during the process. The law may also place specific limitations and restrictions on the participants. This knowledge permits the community to understand the general rules of engagement and develop an appropriate strategy. With this understanding, the community can plan and schedule their action plans to maximize the effectiveness of their efforts.

4.2.3. BRAC Commission Members are Nominated

In the 2005 BRAC, the nine-member Commission was nominated by the President, who was required to first consult with four members of Congress regarding six of those individuals (Speaker of the House: 2; Senate Majority Leader: 2; House Minority Leader: 1; Senate Minority Leader: 1). There is no established process for the community to propose candidates to serve as Commissioners, but there may be opportunities to do so.

4.2.4. Appointment and Stand-up of the BRAC Commission and Staff

Once the Commission is established, they are authorized to select a small paid staff to support their work. The Chair of the Commission appoints an individual to serve as Director of Staff for the Commission; the Director is then authorized to identify and appoint staff members with the approval of the Commission. Under the two most recent BRACs (1995 and 2005) up to one-third of the staff could be detailed from DoD or other agencies of the federal government, as requested by the Commission. There is no formal process for providing external nominations, but there may be an opportunity for the community to identify and propose candidates.

4.2.5. Commission Obtains Support from Consultants

Prior BRAC law authorized the Commission to “procure by contract, to the extent funds are available, the temporary or intermittent services of experts or consultants.”⁴⁶ The use of consultants will likely be limited to advising on specific matters in limited cases where sufficient information cannot be obtained from DoD or the public. Typically, these matters will not be identified until after the Commission receives and begins to deliberate the DoD BRAC recommendations. Consultants will likely be drawn from major “Think Tanks” such as the Institute for Defense Analysis, Center for Strategic and Budgetary Assessments, Brookings Institution, Lexington Institute, Center for Naval Analysis, RAND Corporation, and The MITRE Corporation. The public may have an opportunity to identify consultants who are uniquely qualified to provide relevant strategic analysis and advice.

4.2.6. DoD, the Commission, and Other Sources Release Information

There are only a few documents required to be publicly released during this phase and those are addressed in the following action items; however, the community should remain alert to any BRAC related information cited in the public media, unofficial statements or comments by knowledgeable individuals, or statements and documents officially released by Congress, the President, DoD, or the Commission. These information releases offer an opportunity to assess the validity and impact of the information.

4.2.7. DoD Releases Unclassified Force Structure Plan and Infrastructure Inventory Report

The Force Structure Plan and Infrastructure Inventory Report are the first official deliverables prescribed by the BRAC law. DoD submits both documents to Congress as part of the President’s Budget submission for the fiscal year in which BRAC is authorized. The Force Structure Plan is based on an assessment by the Secretary of the probable threats to the national security during the next 20-years, the probable end-strength levels and major military force units (including land force divisions, carrier and other major combatant vessels, air wings, and other comparable units) needed to meet these threats, and the anticipated funding that will be available for national defense during that period. The Infrastructure Report is a comprehensive inventory of military installations world-wide for each military department, with specifications of the number and type of facilities in the active and reserve forces of each military department. Also as part of the budget submission, DoD describes the infrastructure necessary to support the force structure described in the Force-Structure Plan, identifies excess infrastructure and capacity, and provides an economic analysis of the effect of the closure or realignment of military installations to reduce excess infrastructure. These submissions are the first real insight into potential BRAC outcomes. Portions of the documents will likely be classified.

4.2.8. DoD's Proposed BRAC Criteria are Published in the Federal Register

No later than a date prescribed by the BRAC law, DoD will publish the criteria it proposes to use to select installations for closure and realignment. The criteria, which will be published in the Federal Register, will include elements that are specifically prescribed by the BRAC law and other criteria proposed by the Department. Publication is made specifically to provide an opportunity for public comment.

⁴⁶ Defense Base Closure and Realignment Act of 1990 (as Amended), Section 2902(j)

4.2.9. Information and Models Regarding the DoD BRAC Analysis Process Become Available

DoD will collect lots of data and use various analytical models to support effectiveness and cost projects related to its proposed installation closure and realignment plan. Periodically, information about the models or data sources will be made available by DoD or the Commission. These releases offer an opportunity for the public to gain insight into how DoD will evaluate the costs and benefits of potential closure or realignment actions. One of the key models used by DoD in the past is called Cost of Base Realignment Actions (COBRA).⁴⁷

4.2.10. DoD's Final BRAC Criteria are Determined & Published

Once DoD has received and evaluated public comments in response to the draft BRAC selection criteria, they will review and provide disposition on each comment in order to finalize the criteria. The final criteria and DoD's response to public comments will be published in the Federal Register. The public can obtain copies of the final criteria. Perhaps the most important thing the community can do during this phase is use the final BRAC criteria to conduct their own analysis and project the local outcome of the DoD BRAC recommendations. If the community can reasonably determine the likely outcome as it pertains to local/regional mission(s), they can begin to prepare counter-arguments now to use during the public discussion phase. Once DoD's recommendations are submitted to Congress and the Commission, things move quickly due to the tight timelines set by the BRAC law. If the community does not get a head start on plans to counter adverse BRAC actions, there may not be enough time available to conduct the analysis and raise a credible challenge to the proposed actions.

4.2.11. DoD Conducts Analysis and Develops its BRAC Recommendations

DoD will begin to organize its efforts for the conduct of BRAC activities shortly after the law is passed. DoD will begin collecting data as soon as the BRAC management structure is established. Once the necessary preliminary activities, as prescribed by the law (including the Force Structure Plan and Selection Criteria), are complete, DoD will work with each of the military services to create various working groups and develop the DoD BRAC proposal. This is generally a very closed process, with all information being closely held. All those directly involved in the process are required to sign non-disclosure agreements to minimize the dissemination of internal deliberative information to DoD employees, members of Congress, and the public. These controls serve to minimize outside influence and allow DoD the freedom to evaluate alternative scenarios. Eventually, these efforts coalesce into a single BRAC proposal which is presented to the President for review before submission to the BRAC Commission.

4.3. COMMUNITY ACTION PLAN

4.3.1. Research to Understand the BRAC Law

The PM should promptly obtain a copy of the new BRAC law. Review the law carefully to understand the timing, criteria, and procedures established by the new law. Look for other analyses regarding the new law in the media and on-line to bolster your own understanding. One objective is to identify any aspects of the law that may disadvantage or threaten the local DoD mission area. At a minimum, contact local, state and national elected officials to ensure they understand the law and its implications.

While the potential of making changes to the law, as passed, is fairly remote, the PM may research and consider plans to propose changes more favorable to the region. The odds of success will be higher if the applicable

⁴⁷ The 2005 COBRA Model can be downloaded from: http://archive.defense.gov/brac/minutes/cobra/cobra_app.html.

Congressional delegation members hold key defense-related committee positions or if a broad multi-state coalition can be formed. Leveraging the influence of a national-level organization, such as the Association of Defense Communities⁴⁸, may also increase the probability of success. In most cases, the PM's primary goal is to understand the law so that the community is better equipped to assess potential impacts and outcomes.

- 4.3.1.1. Study the BRAC law to determine actual and potential impacts to region
- 4.3.1.2. Brief relevant stakeholders on all aspects of the BRAC law and processes
- 4.3.1.3. Contact highest ranking federal officials in the local region to obtain rules of engagement and disseminate
- 4.3.1.4. Identify local DoD installation POC for BRAC and if not chosen, request that one is appointed
- 4.3.1.5. Establish team and community Integrated Product Teams (IPTs) to execute a credible public relations effort
- 4.3.1.6. Based on analysis of BRAC legislation, present initial threat analysis to state, DoD and BRAC-type committees concerning local installations
- 4.3.1.7. Develop potential changes to the BRAC law to benefit the local DoD mission
- 4.3.1.8. Submit proposed changes to the applicable CODEL for consideration (note, changes are unlikely, but not impossible, if it can be demonstrated that there are unanticipated consequences of the law as currently written)

4.3.2. Obtain DoD Evaluation Information and Analytical Models

DoD will collect lots of data and use various analytical models to support effectiveness and cost projections related to its proposed installation closure and realignment plan. The community should try to obtain as much factual data as possible related to the local/regional mission by engaging with mission leaders and identifying other sources of information. This will enable the community to conduct its own analysis as a means of validating DoD's analysis. The community should also seek to obtain actual models used by DoD (one of the most important models used in 2005 is COBRA). During this period, the community should become familiar with populating and using various models.

- 4.3.2.1. Review most recent Quadrennial Defense Review documents for relevance to community
- 4.3.2.2. Obtain and review the DoD Force Structure Plan
- 4.3.2.3. Review the Infrastructure Inventory Report to identify real and potential impacts to the regional facilities
- 4.3.2.4. Determine criteria and models DoD will use to measure military value in this BRAC round
- 4.3.2.5. Obtain BRAC COBRA model and develop capability to run it
- 4.3.2.6. Learn about the SECDEF's Infrastructure Executive Council (IEC)
- 4.3.2.7. Learn about the SECDEF's Infrastructure Steering Group (ISG)

4.3.3. Collect and Validate Data

It is imperative that the community undertake a concurrent data gathering effort to the DoD in order to either affirm positive data or refute data that doesn't bode well for a favorable outcome. Therefore, the earlier intelligence gathering activity needs to aggressively seek out information on what data is being gathered. Every attempt should be made to anticipate the data requirements so that the community can be ready to counter contrary findings in

⁴⁸ <http://defensecommunities.org>

advance of their release. One of the most important lessons learned from previous BRAC rounds is that obvious mistakes and errant assumptions were made by the BRAC Committees that put missions and facilities at risk of moving and/or closure unnecessarily.

The PM and the BRAC-AT should monitor all information being released by both the legislative and executive branches of government as well as various media sources. It is in the best interest of the community to try to get ahead of the DoD recommendations in order to steer those recommendations in a direction that will bring favorable results to the community. Determine what types of data the DoD is collecting from the military services and field activities. Knowing the types of data being collected can provide insight to the direction of the Secretary of Defense and the likely recommendations. Early insight helps prepare the PM and BRAC-AT to counter any unfavorable DoD actions.

- 4.3.3.1. Obtain information on BRAC data calls in order to ghost and validate DoD analysis
- 4.3.3.2. Identify and obtain alternative data to quantify DoD mission attributes
- 4.3.3.3. Gather intelligence on DoD's process for developing recommendations
- 4.3.3.4. Obtain information on potential BRAC scoring methodologies and objectives
- 4.3.3.5. As DoD data becomes available, begin validation process

4.3.4. Update Previous Mission Area Reviews, SWOTs, and Strategies

Perhaps the most important goal of this phase is to verify that the studies, data, and assumptions of Phase I are still valid and adjust to any changes in policy or reality.

- 4.3.4.1. Using new BRAC law and processes, re-evaluate local installation MARS
- 4.3.4.2. Review, validate and update previously completed SWOTs
- 4.3.4.3. Review and update BRAC strategies based on BRAC law and updated analysis
- 4.3.4.4. Brief CODEL regarding updated MARS, SWOTs and strategies
- 4.3.4.5. Brief state legislators regarding updated MARS, SWOTs and strategies
- 4.3.4.6. Brief local elected officials regarding updated MARS, SWOTs and strategies

4.3.5. Apply Evaluation Criteria to Estimate DoD Recommendations

Perhaps the most important thing the community can do during this phase is conduct their own analysis using the final BRAC criteria to project the local outcome of the DoD BRAC recommendations. If the community can reasonably determine the likely outcome as it pertains to local/regional mission(s), they can begin to prepare counter-arguments now to use during public discussion phase. Special attention must be paid to the DoD-gathered data, when available, to ensure it is accurate and, if weighted, that it is weighted accurately. Once DoD's recommendations are submitted to Congress and the Commission, things move quickly due to the tight timelines set by the BRAC law. If the community does not get a head start on plans to counter adverse BRAC actions, there may not be enough time available to conduct the analysis and raise a credible challenge to the proposed actions.

- 4.3.5.1. Obtain SECDEF initial selection criteria and interpret how it applies to the region
- 4.3.5.2. Run military value and COBRA models to determine analytical scores and comparisons with evaluation criteria
- 4.3.5.3. Rerun military value and COBRA models after final selection criteria is released and distribute results to appropriate stakeholders

4.3.6. Provide Comments on DoD Evaluation Criteria

No later than a date prescribed by the BRAC law, DoD will publish the criteria it proposes to use to select installations for closure and realignment. The criteria, which will be published in the *Federal Register*, will include elements that are specifically prescribed by the BRAC law and other criteria proposed by the Department. Publication is made specifically to provide an opportunity for public comment. The community should review the criteria, focusing on those not prescribed by the law, and assess the potential impact of using these criteria on the future of the local/regional mission(s). If the criteria include potentially harmful criteria or fail to include criteria that fairly consider the unique aspects of the local mission, the community should submit written comments before the deadline specified in the *Federal Register*. As a result of public comments, DoD may make changes to the criteria and then publish the revised criteria in the *Federal Register*. If substantive changes are made, there may be another opportunity for public comment.

- 4.3.6.1. Review BRAC selection criteria as defined by the BRAC law for potential impacts to the local DoD mission
- 4.3.6.2. Provide CODEL, state and community leadership with assessment of Ohio impacts using statutory BRAC selection criteria
- 4.3.6.3. Monitor the Federal Register and/or DoD sources to maintain awareness of BRAC related criteria being published
- 4.3.6.4. Evaluate impacts of the SECDEF initial BRAC selection criteria on the local DoD installation
- 4.3.6.5. Submit appropriate comments in response to the published selection criteria
- 4.3.6.6. Monitor to know when DoD responds to public comments
- 4.3.6.7. Provide additional comments, as appropriate, in response to SECDEF's final military criteria submission

4.3.7. Update and Execute Stakeholder Communication Plans

Now that BRAC is a reality, stakeholder communications become much more important, time-sensitive, and focused. The previously developed communications plan should be reviewed and updated in view of the new BRAC law. Initially, the PM should seek to ensure all the local, state and federal leadership understand the newly passed BRAC legislation. An important secondary objective is to maintain contact with the local DoD mission unit leaders despite restrictions that may be part of the BRAC legislation. In previous BRACs, active participants in the process were required to sign non-disclosure agreements to limit communication on sensitive internal analysis effort. While the BRAC-AT must obviously respect these boundaries, it must also strive to maintain communication with the military as there will still be a need for data and information sharing. The PM or principal liaison should contact its DoD mission sources to determine who and what may be off limits. It is important to continue engagement with all stakeholders during this phase both to gain insight and to keep them informed.

- 4.3.7.1. Review and validate stakeholder list
- 4.3.7.2. Update stakeholder communications plans based on the reality of the BRAC law
- 4.3.7.3. Work with local media to educate public on the new BRAC legislation and its potential impacts to the community

4.3.8. Engage the BRAC Advisory Council

The BRAC-AC emerges as a very important group once the BRAC law is passed due to its potential senior level contacts. This stakeholder group may be needed to reach out to the BRAC Commission, DoD senior leadership,

and industry leaders to discuss matters such as BRAC scoring and even local fundraising. Contact with these stakeholders should also be considered if the BRAC-AT needs expertise in any specific functional areas to assist in BRAC analysis efforts. Finally, senior, well-connected members of the BRAC-AC may be leveraged to write letters regarding the BRAC findings as their recognition and stature could help this information get into the proper channels.

- 4.3.8.1. Brief council on MARs, SWOT and BRAC strategies
- 4.3.8.2. Brief council on analysis and potential recommendations
- 4.3.8.3. Determine potential council contact plan
- 4.3.8.4. Solicit input from council for BRAC Commissioners and staff nominations
- 4.3.8.5. Develop a process for obtaining council inputs to BRAC Commission

4.3.9. Propose Nomination of BRAC Commissioners and Staff

The BRAC legislation will specify a procedure for the nomination and selection of the BRAC Commissioners. While, typically, there is no formal method for the public to propose nominees, the applicable Congressional delegation and Governor may have an opportunity to insert names into the process. While the focus is on the Commissioners, the staff can play an equally important role in commission deliberations.

- 4.3.9.1. Identify potential BRAC Commission candidates; vet and rank order them for nomination
- 4.3.9.2. Identify potential BRAC staff members; vet and rank order them for nomination
- 4.3.9.3. Solicit supporting letters of recommendation from key politicians, businessmen, and stakeholders
- 4.3.9.4. Make recommendations to applicable CODEL and/or Governor for BRAC Commission appointees
- 4.3.9.5. CODEL and/or Governor submits proposed nominees to those with authority to recommend nominations
- 4.3.9.6. Identify and propose to the Commission Director of Staff potential staff members and consultants for commission based on background and knowledge

4.3.10. Obtain Information about BRAC Commissioners and Engage as Appropriate

The BRAC Commission and staff play critical roles in determining the results of the BRAC outcome. As the commission is established, the PM should research the background and experience of each member. An effort should be made to establish relationships with the BRAC Commission and its staff—obviously, the larger the community’s DoD mission, the more likely it will be that a relationship can be established. The local region should not be shy about reaching out – invite them to tour the region and installation, discuss scoring assessments, and ask questions – even if the BRAC Commission is not receptive, the staff members often are and they can then influence the Commission. The key point in dealing with the BRAC Commission is not to fear and avoid them, but rather strive to work with them and build a relationship. If a trust relationship is established initially, it could have a positive impact in the final BRAC outcome.

- 4.3.10.1. Gather data on all Commission members and staff to understand their role with regard to the potential recommendations
- 4.3.10.2. Identify specific areas for which each BRAC staff member will be responsible
- 4.3.10.3. Offer support and provide factual data as necessary to support BRAC decisions
- 4.3.10.4. Offer visit opportunities - especially if they have some connection to the community

4.3.11. Continue to Forge Community Partnership

Partnership continues to be critically important after Congress has passed BRAC law. A military installation that can showcase numerous public and/or private partnerships with the community is indicative of a healthy symbiotic relationship. This is the last chance to implement partnerships which may have an impact on BRAC decisions. Continue the work begun in Phase I to forge community partnerships that successfully realize the goals of all stakeholders. Remember that this often requires new operational models for collaboration between military installations and their community hosts.

- 4.3.11.1. Based on criteria in BRAC legislation, identify new partnership opportunities
- 4.3.11.2. Implement new partnership opportunities
- 4.3.11.3. Continue to implement partnership opportunities identified in Phase I

4.3.12. Pursue Community Alliance Opportunities

The final BRAC criteria may suggest new alliance opportunities. While the structure for any alliance should have begun in the prior phase, there is still time to work with communities that share mission commonality. Communicate with other communities to find common ground and a path that leads to a favorable outcome for all sides.

- 4.3.12.1. Investigate new alliance opportunities based on the BRAC criteria
- 4.3.12.2. Continue to develop alliances formed in Phase I
- 4.3.12.3. Determine specific ground rules for potential alliances with other military communities
- 4.3.12.4. Coordinate and strategize with CODEL and state-elected leadership regarding potential alliances

4.3.13. Prepare Plans and Schedules for the Next Phase

The outcome of nearly all effort invested in Phase II should be a detailed plan and schedule for the activities to take place during the next, and perhaps most critical, phase in the entire BRAC process: The Public Discussion Phase. This is when the community will have an opportunity to directly support or challenge the DoD BRAC recommendations through public hearings held before members of the BRAC Commission.

- 4.3.13.1. Brainstorm with a team of area experts what community actions would be beneficial to positively influence the BRAC Commission
- 4.3.13.2. Prepare a BRAC Commission engagement plan and schedule
- 4.3.13.3. Develop initial list of analyses required to validate expected recommendations
- 4.3.13.4. Prepare an initial lists of community activities to show and support BRAC Commission meetings
- 4.3.13.5. Create detailed checklists, specific for each action plan
- 4.3.13.6. Prepare to update military value assessment and COBRA analysis based on BRAC recommendations

4.4. STAKEHOLDER COMMUNICATIONS

Educating stakeholders on the new BRAC legislation is the key activity this period. Each stakeholder must understand their role in the BRAC process and the community BRAC team must understand their responsibilities to these stakeholders. This will require significant work on the part of the BRAC community team to develop a

detailed plan for stakeholder education, BRAC Commission nominations, and vetting, and to join forces to develop strategies appropriate for this pre-recommendation phase.

There are several stakeholder groups that will require specific attention and activities during this period due to the role they can play during the early stages of BRAC. Congressional representatives can make “correcting amendments” to the BRAC law and can influence members on the BRAC Commission regarding their interpretation of the law. It is also wise to keep the congressional representatives and staffs informed with analysis and assessments of the scoring.

State legislators and the Governor may also play a very important role with National Guard bases. Plans for protection and advancement of these missions can be integrated with the active duty and reserve bases to create an overall state strategy. Additionally, as mentioned in Section 2 – the State of Ohio may also leverage several committees which will be heavily involved in the BRAC process.

Obviously, the BRAC Commission and staff play critical roles in determining the outcome of BRAC. Once the Commission and staff is established, the local region should not be shy about reaching out – invite them to tour the region and installation, discuss scoring assessments, and ask questions – even if the BRAC Commission is not receptive, the staff members often are and they can then influence the Commission. Another important tactic is to offer to help with any of the data analysis – despite the presence of staff, there are often more data requirements than the staff can handle and they may be open to assistance (as long as the analysis is unbiased). Related to this, if errors are noted in data computations from the BRAC Commission or military scoring, they should be raised to the staff and Commission in a professional manner – providing information to show the discrepancy and its impact. The key point in dealing with the BRAC Commission is not to fear and avoid them but rather, strive to work with them and build a relationship. If a trust relationship is established initially, it could mean much in the final BRAC outcome.

PHASE II--PASSAGE OF THE BRAC LAW PERIOD		Stakeholder Groups													
		Community Government Lead Agency	BRAC Advisory Council	Community Organizations	General Public	Local DOD Mission Leadership	National & State DOD Mission Leadership	Elected Reps. Official & Staff (National)	Elected Reps. Official & Staff (State)	BRAC Commissioners & Staff	Local Media	State Committees	National Committees	Other State Community Alliances	
4.3.1	Research to Understand the BRAC Law	R/A	I	I	I			C	I	I		I	I		
4.3.2	Obtain DoD Evaluation Information and Analytical Models	R/A	C	S		S	S	C	I	I	S		S	S	
4.3.3	Collect and Validate Data	R/A	S	S		S	S	C	I	I	S		S	S	
4.3.4	Update Previous MARS, SWOTs and Strategies	R/A	C	I		S	S	I	I	I	S		I		
4.3.5	Apply Evaluation Criteria to Estimate DoD Recommendations	R/A	C					I	I	I			I		
4.3.6	Provide Comment on DoD Evaluation Criteria	R/A	R					R	I	I			I		
4.3.7	Update and Execute Stakeholder Communication Plans	R/A	C	I	I			I	I	I		S/I	I		
4.3.8	Engage the BRAC Advisory Council	R/A	S												
4.3.9	Propose Nomination of BRAC Commissioners and Staff	R/A	C					R	R	I			C		
4.3.10	Obtain Information about BRAC Commissioners, Engage as Appropriate	R/A	C					C			S		C		
4.3.11	Continue to Forge Community Partnerships	R/A	C	S	I	S	I	I	S	S	I	I	I	I	
4.3.12	Pursue Community Alliance Opportunities	R/A	C	I				C	C	C			I	S	
4.3.13	Prepare Plans and Schedules for the next Phase	R/A	C	C	I			I	I	I		I	I		

Figure 3 – Phase II Stakeholder Responsibility Matrix

Key:

R = Responsible: Those who do the work to accomplish the activity—there is generally only one responsible party, although others may be delegated to assist in the work required.

A = Accountable: The one ultimately answerable for the correct and thorough completion of the task; typically signs off on or approves work that responsible provides. There must be only one accountable party specified for each task.

S = Supports: Provides resources to help the responsible complete the task.

C = Consulted: Those whose opinions are sought, typically subject matter experts; and with whom there is a two-way communication.

I = Informed: Those who are kept up-to-date on progress, often only upon completion of the task; and with whom there is typically just one-way communication.

5.0 PHASE III: PUBLIC COMMENT PERIOD

5.1. INTRODUCTION

This phase encompasses the period beginning with the submission of DoD's proposed base closure and realignment recommendations to the BRAC Commission and continues through the Commission's submission of their recommendations to the President. This phase is deliberately structured by law to provide for an open and transparent process offering opportunities for public input. The time allotted to this period is specifically constrained by the BRAC law, so communities must act quickly to ensure they don't miss critical opportunities for engagement. The exact time period available depends upon the applicable BRAC statute, but will typically be at least 120 but no more than 180 days in duration. Given this relatively short period and because DoD's data collection effort is essentially complete, it is simply too late to initiate any community actions intended to increase the capacity, capability, or efficiency of local/regional mission units.

The critical actions during this phase focus on conducting independent analysis to validate DoD's claimed cost savings, ensuring appropriate application of the established BRAC selection criteria, and engaging with the Commission to provide support for beneficial actions or make counterarguments in response to harmful closure or realignment actions. Special attention needs to be paid to the DoD-gathered data to ensure it is accurate and, if weighted, that it is weighted accurately. Major activities that should occur during this phase are:

- Review DoD's BRAC recommendations and supporting analysis
- Assess the validity of methodologies and analysis supporting the DoD recommendations
- Obtain any additional data required to support independent analysis
- Develop and finalize analysis to advocate for changes to the DoD BRAC plan
- Engage the BRAC-AC for guidance, feedback on strategies, and outreach support
- Update and continue to execute stakeholder communication plans
- Get to know the BRAC Commission members and staff
- Continue to implement community partnership plans and publicize benefits
- Leverage alliances formed with other communities to bolster BRAC response efforts
- Organize the community and BRAC-AT response in preparation to brief the BRAC Commission
- Engage with the BRAC Commission through public comment and other opportunities
- Monitor Commission activities to quickly detect and effectively respond to change

5.2. BRAC PROCESS

5.2.1. DoD's Recommendations are Submitted to the Commission

This phase starts when DoD submits their recommendations for realignment and closure to the BRAC Commission. The BRAC law will specify a deadline for the DoD submission, but the proposal may be submitted earlier than the deadline. At the same time DoD submits its BRAC proposal, it must also submit the information to the Comptroller General of the United States for review. Concurrent with the public announcement, the DoD proposal will be posted to a public DoD and/or BRAC Commission website making it relatively easy for the public to obtain a copy.

5.2.2. DoD's Supporting Analysis and Associated Models may be Available

Along with the release of the DoD base realignment and closure proposal, detailed supporting analysis and additional information may also be made available. If this information is not posted on the Internet concurrent with the DoD proposal, it may be available upon request. If software models were used to complete the analysis, the models may also be made available. This information allows interested parties to gain insight into the rationale for the proposed actions and to validate data used and assumptions made by DoD.

5.2.3. BRAC Commission Hearings and Regional Visits are Scheduled

Under the 2005 BRAC law, the Commission was required to hold public hearings regarding DoD's proposed BRAC actions. The opportunity for public input is unlikely to change in any substantial manner for future BRAC cycles. The Commission typically sends one or more Commissioners to convene hearings at or near locations that may be impacted by BRAC recommendations. Soon after the receipt of the DoD proposal, the Commission will develop the hearing schedule. The schedule will be made available to the public, most likely via a website established to keep the public informed regarding activities of the BRAC Commission. Announcements regarding the schedule of hearings provide an opportunity for the public to plan for participation in the appropriate hearings.

5.2.4. BRAC Commission Hearings and Regional Visits are Held

BRAC Commissioners convene hearings as scheduled in or near potentially impacted communities. Under the 2005 BRAC law, if the Commission considered any changes to the DoD BRAC proposal, they were required to convene additional public hearings regarding the change under consideration. This policy is unlikely to change for any future BRAC because the openness of the process serves to validate the appropriateness of the proposed actions.

5.2.5. The General Public Attends Local and Regional BRAC Commission Hearings

BRAC Commission hearings are open to anyone who wishes to attend, even if they do not wish to offer comments regarding the proposed BRAC actions. Public participation allows interested citizens to gain insight into the rationale for the proposed actions. Participation also offers an opportunity for the community to demonstrate support for the local mission unit.

5.2.6. The Public Provides Input and/or Presents Briefings to Commission Representatives at Local/Regional Hearings

Commission hearings offer the public the opportunity to ask questions about proposed realignment and closure activities and provide a forum for the public to submit comment regarding their concerns with the proposed actions. The 2005 BRAC law required that all testimony before the Commission at a public hearing conducted under this paragraph shall be presented under oath.

5.2.7. The Commission Deliberates and Develops its Findings and Recommendations

Multiple meetings of the full BRAC Commission are held to discuss and deliberate findings and conclusions in regards to the DoD-recommended BRAC actions and public comments received. The 2005 BRAC law provided that the Comptroller General would assist the Commission, upon request, in their review and analysis of the DoD recommendations.

5.2.8. The Commission Submits its Findings and BRAC Recommendations to the President

Phase III ends when the Commission completes its final deliberations and submits its findings and conclusions regarding the DoD proposal together with the Commission's recommendations for closures and realignments of military installations inside the US. The Commission must justify in the report submitted to the President any recommendation made by the Commission that are different from the recommendations made by the Secretary of Defense. Concurrent with submission to the President, the Commission must also submit a copy of their recommendations to the congressional defense committees. At this point, the Commission has completed its responsibilities, unless the President subsequently rejects the Commission's recommendations.

5.3. COMMUNITY ACTION PLAN

5.3.1. Review DoD's BRAC Recommendations and Supporting Analysis

The BRAC PM must obtain the report submitted to the BRAC Commission by the DoD which details the proposed BRAC actions. The BRAC PM uses the DoD report to understand which DoD missions are identified for closure or realignment

Ultimately, the decision to take BRAC actions for any particular DoD mission comes down, at least partially, to a mathematical analysis of scores that are based upon certain predetermined criteria. These criteria are rooted in the BRAC law, translated by the Office of the Secretary of Defense into guidance, and flowed down to the individual services. Each service then establishes its priorities to align with the DoD guidance and conducts their own analysis. The BRAC PM should locate the separate service-specific sections within the DoD report to determine how local DoD missions scored in relation to other locations. Those activities that scored poorly are the ones that draw the attention of the service BRAC Committees. Additionally, the DoD may also depend upon cross-service functional teams for recommendations, and the scoring from these teams needs to be understood as well. Ultimately, the only way to effectively challenge the DoD's recommendations is to fight data analysis with data analysis. Emotional pleas will not resonate with the Commission, but solid rationale based on repeatable data can be very compelling.

- 5.3.1.1. Obtain the DoD recommendations report submitted to the BRAC Committee
- 5.3.1.2. Identify impacts to local federal basing and ascertain DoD overarching strategies
- 5.3.1.3. Identify relative scoring of local federal basing compared with other recommendations for each assessment tool used in the DoD report
- 5.3.1.4. Compare DoD report assessments with respective MARs accomplished in Phase I
- 5.3.1.5. Thoroughly analyze DoD recommendations for desired and undesired consequences
- 5.3.1.6. Develop detailed plans to take advantage of positive recommendations
- 5.3.1.7. Research and develop data to support the factual data basis of positive recommendations
- 5.3.1.8. Develop detailed plans to challenge undesired recommendations
- 5.3.1.9. Research and develop data to challenge the factual data basis of negative recommendations
- 5.3.1.10. Review any detailed analysis or data emerging from DoD that attempts to support the DoD recommendations
- 5.3.1.11. Prioritize DoD recommendations to determine which ones are worth fighting for versus others that may not warrant a full court press
- 5.3.1.12. Provide quick initial update on impacts to the CODEL
- 5.3.1.13. Provide quick initial update on impacts to the state legislators and Governor
- 5.3.1.14. Provide quick initial update on impacts to local elected officials

5.3.2. Assess the Validity of the Methodologies and Analysis Used by DoD

The decisions of the BRAC Commission are heavily support by computer models (see Appendix D) which score each federal resource. With the publishing of the DoD recommendations, the specific software tools used for the assessments will be revealed. The team must obtain the software tools used in the DoD report to understand and validate the military value and installation scoring.

- 5.3.2.1. Determine which tools were used in the BRAC plan and obtain the models
- 5.3.2.2. Using the data presented in the DoD report, re-run the assessment tools for the local basing to validate results
- 5.3.2.3. Assess validity of assumptions made in the set-up of the DoD-run military value tools
- 5.3.2.4. Conduct a sensitivity analysis using key factors that may bias the result of analysis tools
- 5.3.2.5. Identify errors made in the DoD analysis
- 5.3.2.6. Document findings from in-house analysis to correct errors and biases in DoD recommendations
- 5.3.2.7. Develop alternative scenarios for recommendations that harm community

5.3.3. Obtain Data to Support Independent Analysis

To effectively counter DoD's analysis, the local community must identify missing, inaccurate, and incomplete data or otherwise flawed analyses using their own sources of information and analysis. The PM and BRAC-AT may need to obtain additional data to validate or challenge the analysis presented in the BRAC report. Some data may be obtained from non-DoD sources, but the best source for reliable data is often the local DoD mission unit.

As mentioned in the previous phase, once the BRAC law passes, some DoD personnel will be placed under a non-disclosure agreement (NDA) and, therefore, will be restricted from sharing information that may have normally be shared. It is important the PM and BRAC-AT and community leadership understand and respect these restrictions but also recognize that the NDA does not apply to everyone on base. The PM and BRAC-AT should work with whomever they can to try to understand the DoD decisions, obtain necessary data, and gain insights that may suggest alternative courses of action.

- 5.3.3.1. Check DoD recommendations and data against BRAC-AT's data to ensure accuracy
- 5.3.3.2. Prepare to argue cases for which DoD recommendations contradict supporting data
- 5.3.3.3. Develop well documented cases of skewed or slanted DoD data for the BRAC Commission
- 5.3.3.4. Prepare to support data that favors desirable outcomes as well, since opponent communities may challenge
- 5.3.3.5. Thoroughly analyze DoD recommendations and analyses to determine data sources and attempt to obtain those data files from the DoD
- 5.3.3.6. Develop detailed plans to take advantage of positive recommendations
- 5.3.3.7. Research and develop data to support the factual data basis of positive recommendations
- 5.3.3.8. Develop detailed plans to challenge undesired recommendations
- 5.3.3.9. Research and develop data to challenge the factual data basis of negative recommendations
- 5.3.3.10. Review any detailed analysis or data emerging from DoD that attempts to support the DoD recommendations
- 5.3.3.11. Provide update on assessed impacts to the CODEL
- 5.3.3.12. Provide update on assessed impacts to the state legislators and Governor
- 5.3.3.13. Provide update on assessed impacts to local elected officials

5.3.4. Develop Final Analyses to Advocate for Changes DoD BRAC Plan

Once the DoD analysis is fully understood and evaluated, the community must develop supportable counter arguments to DoD proposals which adversely impact the local missions. As previously noted, the most effective arguments are analytical and fact-based, but exact data regarding DoD operations may not be readily available. If specific factual data cannot be obtained, the BRAC-AT should estimate necessary data using comparable information which has been adjusted, as appropriate, to account for differences or parametric relationships. To the extent possible, the community analysis should use the same approach and analytical model used by DoD, unless the case can be made that the model is flawed. It may not be necessary to fully prove an alternative position; rather, it may be enough to simply cast significant doubt upon reasonableness of support for the DoD position. The BRAC PM may find it helpful to acquire support from qualified consultants who are familiar with DoD cost estimating methods and models.

The BRAC Commission can add to or modify DoD's proposed actions. Scenarios that were considered during the BRAC preparation activities in Phases I and II may have already identified potential beneficial BRAC outcomes which may be advocated for at this time. If the identified potential BRAC actions are consistent with the overall themes and rationale in the DoD BRAC plan and potentially beneficial to the community, the community should craft an analytical business case to support the change. The analysis should be consistent with the manner of analysis used by DoD and the costs and benefits should be estimated and supported with the best available data.

Bear in mind, the BRAC process is data driven. Data can be used to support positive DoD recommendations to add new missions to a military installation. Likewise, data must be used to fight an undesired recommendation.

Recognize that other communities may be developing and presenting counter arguments in response to a BRAC recommendation that harms their community but benefits your local community. For that reason, the community should not simply be content to observe that a beneficial BRAC recommendation was made by DoD. The community should not only validate DoD's analysis supporting such recommendations but should also seek to strengthen that analysis and be prepared to offer additional supporting rationale to strengthen the recommendation. If the community identifies flaws in the DoD analysis, they should seek to identify off-setting adjustments that support continued implementation of proposal. In seeking to protect a beneficial recommendation, the community must be careful to maintain a credible and supportable position, especially if they are also raising counter arguments to an adverse recommendation. The community's defensive counter arguments may be weakened if the community advocate is seen as supporting offensive positions that are simply not valid or credible.

- 5.3.4.1. Prepare and document cases of inaccurate data to include correct data and new analytical results
- 5.3.4.2. Prepare and document cases of improper modeling to include correct data and new analytical results
- 5.3.4.3. Prepare and document supporting cases/scenarios to demonstrate actual mission outcomes to either refute closures or support incoming missions
- 5.3.4.4. Prepare and document cases of skewed or slanted DoD data that bias outcomes
- 5.3.4.5. Prepare the suggested analyses cases with detailed notes of major points to be made—Commission must understand the analysis to be effective
- 5.3.4.6. Pre-brief and educate local, state and federal leadership on data flaws and independent analysis
- 5.3.4.7. Provide DoD analysis to public, press and legislative champions to refute undesired DoD recommendations

5.3.5. Engage the BRAC Advisory Council

The BRAC-AC will again be a valuable resource due to its knowledgeable perspectives and potential senior level contacts. The BRAC-AC can offer insight into DoD's thought processes underlying the BRAC recommendations and strategies for the community's response. The BRAC-AC may also be used to reach out to the BRAC Commission, DoD Senior leadership, and industry leaders to discuss the BRAC plan. Additionally, this stakeholder group can help identify the right people to make presentations to the BRAC Commission or submit written inputs.

- 5.3.5.1. Brief the BRAC-AC on the BRAC plan, the Commission schedule and its procedures
- 5.3.5.2. Identify and vet speakers with the BRAC-AC for BRAC hearings (some advisory council members may be selected)
- 5.3.5.3. Brief the BRAC-AC on the detailed team analysis of the recommendations and any proposed independent, counter analysis
- 5.3.5.4. Enlist the BRAC-AC to discuss analysis and solutions
- 5.3.5.5. Interact with the BRAC-AC before and after BRAC hearings to discuss strategy and any needed changes to that strategy
- 5.3.5.6. Use BRAC-AC to encourage senior leaders to send letters of recommendation, support, and rebuttal regarding BRAC findings
- 5.3.5.7. Use BRAC-AC to assist in developing proper language to be released to greater public

5.3.6. Update & Execute Stakeholder Communications Plans

Phase III is one of the most critical phases for the local community and BRAC-AT – especially in balancing stakeholder activities and communication. Like Phase II, the major challenge remains in balancing the numerous stakeholders. The community needs activity from many stakeholders – the key is having that activity at the right time and in the right amount to support the BRAC Commission hearings.

- 5.3.6.1. Educate the stakeholders on the Phase III process with emphasis on the Commission activities
- 5.3.6.2. Upon release of recommendations, PM must brief and educate the agency and stakeholders on the actions being proposed
- 5.3.6.3. Upon release of recommendations, PM must support the agency in development of press releases to the community
- 5.3.6.4. Assess what is proper BRAC-related information to release to public and what needs to remain confidential

5.3.7. Get to Know BRAC Commissioners and Staff

It is imperative that the PM and BRAC-AT gets to know their counterparts on the BRAC Commission staff. This relationship can be the critical path to either winning or losing when it comes to DoD recommendations. They have much to do in a limited amount of time, so if they find the BRAC AT to be a credible source of information, they will seek them out to provide information. BRAC staff members are all assigned to specific areas of responsibility. Make sure to identify what areas are covered by which staff members and engage with the right BRAC AT Member.

- 5.3.7.1. Become acquainted with the BRAC Commissioners and their staff
- 5.3.7.2. Know every staff members' area of expertise and become a valued contact for them
- 5.3.7.3. Use BRAC regional meetings to socialize and engage the BRAC staff and build trusting relationships

- 5.3.7.4. Ensure the BRAC AT is the go to entity for the BRAC staff so they are provided correct and timely information
- 5.3.7.5. Attempt to learn and document major statements and interest areas of Commissioners and staff as evidenced at Commission meetings

5.3.8. Continue to Implement and Publicize Community Partnerships

Make sure to showcase successful Public-Public & Public-Private (P4) partnerships that provide long-term mutual benefits to all parties so that the Commissioners can see this benefit. A military installation that can show numerous public and/or private partnerships with the community is indicative of a healthy symbiotic relationship. Continue any work begun in Phases I or II and be sure to mention the future results to the BRAC Commission.

- 5.3.8.1. Contact military leadership to jointly prepare presentations on current P4 activities for presentation to the Commission
- 5.3.8.2. Engage Chamber of Commerce for assistance with community outreach and engagement
- 5.3.8.3. Engage business development organizations with reaching local businesses with importance of military installation and impact of BRAC
- 5.3.8.4. Engage and team with local, regional, and state legislative leadership to educate them on community impacts and consequences (both known and potential)
- 5.3.8.5. Execute a public relations plan to integrate community and DoD in celebrations/recognition (sporting events, parades, festivals, programs, etc.)
- 5.3.8.6. Engage local media (TV, radio, social media, etc.) with requirement for assistance reaching community with updates and public relations efforts that regularly communicate DoD events

5.3.9. Leverage Community Alliances

If alliances were formed with other communities, now is when the BRAC PM can begin to leverage these relationships with two or more other communities in order to form a unified position of strength against undesirable BRAC plans. If alliances were not developed in the prior phase, there may still be time to work with other communities that share mission commonality. The DoD BRAC plan may also inspire a new alliance opportunity that was not foreseen in prior BRAC phases. Now is when several communities can separately advocate and deliver consistent and coordinated messages in submissions and presentations to the BRAC Commission. The BRAC PM should work with local leaders and other communities to find common ground and a course of action that leads to a favorable outcome for all sides. This may mean making some compromises in order to reach a common goal.

- 5.3.9.1. Coordinate and strategize execution of alliances with US, state, and local elected officials
- 5.3.9.2. Leverage alliances with external community peers (other military communities with shared military footprint and threats)
- 5.3.9.3. Use Association of Defense Communities for seeking likely communities with which to form alliances and develop contacts
- 5.3.9.4. Investigate areas/missions for give and take with community alliance that will benefit the whole
- 5.3.9.5. Seek same region/state community alliances if possible to join forces and win mutual funding to reach desired goals

5.3.10. Organize the Community Preparation to Brief the BRAC Commission

After the analysis is complete, the community must prepare for the opportunity to brief the Commission to make their case for saving targeted organizations and receiving new missions. The BRAC PM should coordinate the selection of individuals to brief the BRAC Commission. Select persons that are articulate, respected, knowledgeable, and credible. Provide well-researched and clearly documented information to support their testimony. There is also much work that goes on behind the scenes at these meetings. Make sure meetings are well represented by core professionals to include state and regional political leadership, US Congressional leaders, local professionals, and community advocates.

- 5.3.10.1. Determine and track the BRAC Commission hearings and regional visits—to include BRAC-AT attendance
- 5.3.10.2. Develop presentations and reports to support the BRAC Commission presentations
- 5.3.10.3. Develop audience-sensitive briefings to key leadership on alliances and alliance activities
- 5.3.10.4. Organize community response in preparation for regional BRAC Commission presentation
- 5.3.10.5. Plan and organize regional BRAC Commission event
- 5.3.10.6. Plan and organize a coordinated stakeholder response to support the event
- 5.3.10.7. Identify and prepare effective witnesses/speakers to participate in the Commission hearing; select core professionals and community experts to present at BRAC hearings
- 5.3.10.8. Engage state legislative champions to fight undesired recommendations
- 5.3.10.9. Obtain Congressional support and input - this is key to obtaining the repudiation of negative recommendations or the inclusion of beneficial BRAC actions
- 5.3.10.10. Maintain constant communications with the CODEL and staff to continually provide leadership with valid information
- 5.3.10.11. Work with CODEL on selecting BRAC hearing representatives and coordinating their participation in hearings
- 5.3.10.12. Present findings to CODEL from attendance at other BRAC hearings
- 5.3.10.13. Share any outcomes from advance communication with BRAC Commission and staff
- 5.3.10.14. Coordinate final Commission engagement strategy with CODEL and state legislators
- 5.3.10.15. Identify discrepancies in data analysis for CODEL to take to BRAC Commission
- 5.3.10.16. Work with Ohio Senators for presentation to BRAC Commission on behalf of regional installations - provide all information needed for their presentations
- 5.3.10.17. Make recommendations when Congressional leadership needs to engage with BRAC office personnel
- 5.3.10.18. Identify opportunities for CODEL letters of support, recommendation, or rebuttals

5.3.11. Engage with the BRAC Commission

All methods of available communication with the BRAC Commission should be used to provide feedback regarding the DoD BRAC plan. According to the Defense Base Realignment and Closure Commission's website (<http://www.brac.gov/index.html>), there are multiple methods: Uploading documents on the website, meeting directly with the Commission members or staff during Commission staff visits to bases, and participating in regional hearings. For each engagement opportunity with the Commission members or staff, the BRAC PM's "story" should be repackaged and repurposed for maximum relevance and impact.

During this phase, the community is given an opportunity to present materials to the BRAC Commission during regional hearings. This is a formal hearing resulting in a transcript which becomes part of the official record. The

existing BRAC process was designed to ensure the entire process is transparent and the decisions are supportable. It is critical that the community take full advantage of these meetings and demonstrate to the BRAC Commission and legislators that the community fully supports the military installation. Consider attending BRAC hearings in other communities to observe the proceedings to help prepare for the hearing to be held in your area.

These hearings are the community's one "big chance" to influence the BRAC outcome—the engagement should be carefully planned and coordinated. Use the BRAC hearings to present flaws or skewed DoD data supporting the DoD plan. Present flaws in the COBRA algorithm itself or things the model doesn't consider. Present cases where DoD recommendations fail to account for all relevant data when making a recommendation. Present alternative approaches to DoD recommendations that are fully investigated and supportable. Present the Commission with a suggested draft of comments with detailed notes on major points of presentations made.

One of the most important and visual impacts is based on robust participation and attendance, plus a major show of community support.

- 5.3.11.1. Implement plan to have rallies, community support, and attendance at local BRAC hearing - ensure the community is fully engaged
- 5.3.11.2. Demonstrate community support at meetings: provide t-shirts or pins for all supporters to wear
- 5.3.11.3. Ensure community shows up in force to demonstrate to the BRAC Commission that the community fervently supports the local military installation
- 5.3.11.4. Offer visit opportunities to Commissioners and staff to show off the installations and other community assets - especially if they have some link to community
- 5.3.11.5. Offer visit opportunities to view community partnership projects and provide a summary update on all projects in area

The community also must show an all-out, professional participation in the BRAC Commission process and their meetings

- 5.3.11.6. Attend hearings in other regions to gain insight into the process and/or to gather intelligence on a competing region's approach
- 5.3.11.7. Meet with BRAC Commissioners and staff at other hearings and especially at local hearings
- 5.3.11.8. Prepare speakers with a suggested draft of comments with detailed notes on major points of presentations
- 5.3.11.9. Identify specific areas for which each BRAC staff members are responsible—document questions and interests from other Commission meetings
- 5.3.11.10. Build trusting relationship with BRAC staff through networking opportunities during the BRAC regional meetings
- 5.3.11.11. Ensure representation by core professionals to include state and regional legislative leadership, local professionals and community advocates
- 5.3.11.12. Ensure Commission presentations are delivered by well-respected pillars of the community

Past BRAC history has shown that communities who successfully reversed harmful recommendations, did so based on a presentation of sound analysis—either correcting flawed commission data or modeling or providing a different, convincing scenario.

- 5.3.11.13. Present flaws with the COBRA (or other) algorithm itself or regarding pertinent considerations unaddressed by the model
- 5.3.11.14. Present flaws or skewed DoD data at regional meetings; provide any data errors or different analysis findings to Commissioners and staff
- 5.3.11.15. Present cases where DoD recommendations fail to account for all relevant data when making a recommendation
- 5.3.11.16. Present alternative approaches to DoD recommendations that are fully investigated and supportable
- 5.3.11.17. Engage in discussions to correct data regarding local installation - findings, strengths, weaknesses - be the honest broker
- 5.3.11.18. Invite allied communities to jointly present a composite plan that features both communities in an alternative plan that will better serve the DoD goals
- 5.3.11.19. Offer full access to your analysis and data
- 5.3.11.20. Develop presentation quality and detailed backup reports of all analysis
- 5.3.11.21. Identify and complete any post hearing follow up actions or additional submissions

5.3.12. Monitor Commission Activities to Detect and Respond to Changes

The BRAC PM must remain vigilant for changes in the Commission's recommendations until the public discussion period is complete. Keeping up regular surveillance of the BRAC websites and news outlets and attending BRAC hearings in other regions may give important insights into possible movements. Of course, as those changes are detected, the BRAC PM must re-evaluate the implications and re-assert corrections as necessary. Additionally, the BRAC Commission or other important stakeholders may need further clarification of a state's position, and it is important that the BRAC PM quickly receive such questions and respond with agility. Delayed responses can often communicate disinterest, resulting in negative recommendations.

- 5.3.12.1. Monitor Commission activities to quickly identify commission proposed changes to relevant recommendations
- 5.3.12.2. Regularly access on-line BRAC libraries for updates
- 5.3.12.3. Attend other BRAC Commission hearings in other regions
- 5.3.12.4. Provide quick analysis for the public, press, and Congressional offices regarding Commission-proposed changes
- 5.3.12.5. Maintain regular communications with key legislative leadership and staff

5.4. STAKEHOLDER COMMUNICATIONS

Though all of the stakeholders established in previous phases will play a role in Phase III, the bulk of the activities will fall to the US and state legislators, the BRAC Commission, and the general public. When the BRAC recommendations are released, many will only hear the closures and not the details about the process nor the analysis that went into the decisions. The PM must gather his team's resources to educate all stakeholders on the details of the BRAC Commission's recommendations so they understand what base or mission is actually being closed or realigned, what that means to the region, and also, what the region may be gaining from other bases that are closing or realigning.

Congressional members are heavily involved in the BRAC process and play considerable roles in shaping and finalizing the decisions – and the CODEL will rely upon the analysis and information developed by the BRAC-AT to support their participation. It is imperative that the PM and BRAC AT are in continuous communication with the

local Congressional delegation and their staffs throughout the process - providing information as requested and discovered along with potential actions for the representatives to accomplish. The Congressional delegation may also be involved in speaking at local and national hearings, as well as providing input to speakers at the local hearings.

State legislators also play a very important role in the BRAC process. Much like the Congressional representatives, this stakeholder group must be provided with continuous information, particularly when an opportunity or risk is identified based on the DoD results. The Governor may also play a very important role with National Guard bases and the protection and advancement of these missions. The Governor should be approached similarly to the Congressional delegation – provided with the necessary information so they can meet and present to the BRAC Commission.

Phase III is primarily focused on the important direct engagement with the BRAC Commission. It is important to become acquainted with every member of the BRAC Commission and their staff. The staff members will have much to accomplish in a short period of time, and will seek information from you if they deem you a credible source with integrity. Different members of the BRAC Commission staff are assigned different areas of responsibility. It is important to identify which staff person is handling your local issues and pay special attention to them. Another potentially effective tactic is to offer to help with any of the data analysis – despite the presence of staff, there are often more data requirements than the staff can handle and they may be open to assistance (as long as the analysis is unbiased). Related to this, if errors are noted in data computations from the DoD results, they should be raised to the staff and Commission in a professional manner – providing information to show the discrepancy and its impact. You must be an “honest broker” in all dealings with the BRAC Commissioners and their staff.

The BRAC staff can also be approached during the regional hearings and relationships developed. If given the opportunity, the region’s BRAC Advisory Council or other regional leaders should take the opportunity to question the BRAC commission focusing on major themes and interests of the region. If the region is fighting a negative move, demonstrate flaws in the data analysis, show data was incorrect or used wrongly, and that the DoD did not take into consideration all relevant information when making a decision. The key point in dealing with the BRAC Commission is not to fear and avoid them, but rather strive to work with them and build a relationship. If a trust relationship is established initially, it could mean much in the final BRAC outcome.

After DoD Results are released, the general public can play an important role in influencing the BRAC Committee. It is critical that the PM and BRAC-AT work with the local media and regional leadership to get information out to the community. First, the rumor mill can run rampant during BRAC and can easily derail a campaign if information gets out of hand. Second, seeing the community rally and unite behind an installation and its missions can impress the BRAC Commission and Congressional Leadership – potentially contributing to positive outcomes.

PHASE III--Public Discussion Period															
		Community Government Lead Agency	BRAC Advisory Council	Community Organizations	General Public	Local DOD Mission Leadership	National & State DOD Mission Leadership	Elected Reps, Officials & Staff (National)	Elected Reps, Officials & Staff (State)	Elected Officials (Local)	BRAC Commissioners & Staff	Local Media	State Committees	National Committees	Other State Community Alliances
5.3.1	Review DoD's BRAC Recommendations and Supporting Analysis	R/A	I	I	I			I	I	I		I	I		
5.3.2	Assess the Validity of Methodologies and Analysis Used by DoD	R/A	C			S	S	I	I	I			I		
5.3.3	Obtain Data Required to Support Independent Analysis	R/A	C	S		S	S	C	I	I			C	S	
5.3.4	Develop Final Analyses to Advocate for Changes to DoD BRAC Plan	R/A	C	C	I			C	I	I		I	I		
5.3.5	Engage the BRAC Advisory Council	R/A	C					I	I	I			I		
5.3.6	Update and Execute Stakeholder Communications Plan	R/A	C	I	I			I	I	I		I	I		
5.3.7	Get to Know BRAC Commissioners and Staff	R/A	S	C				C	C	C	S		C		
5.3.8	Continue to Implement and Publicize Community Partnerships	R/A	C	S	I	S	S	I	I	I	I	I	I	I	
5.3.9	Leverage Community Alliances	R/A	C					C	S	S					S
5.3.10	Organize the Community Preparation to Brief the BRAC Commission	R/A	S	S	I			S	S	S		I	S		
5.3.11	Engage with the BRAC Commission	R/A	R	S	I			R	R	R	S	I	S		
5.3.12	Monitor Commission Activities to Detect and Respond to Changes	R/A	C	S	I			S	S	S	S	I	I		

Figure 4 – Phase III Stakeholder Responsibility Matrix

Key:

R = Responsible: Those who do the work to accomplish the activity—there is generally only one responsible party, although others may be delegated to assist in the work required.

A = Accountable: The one ultimately answerable for the correct and thorough completion of the task; typically signs off on or approves work that responsible provides. There must be only one accountable party specified for each task.

S = Supports: Provides resources to help the responsible complete the task.

C = Consulted: Those whose opinions are sought, typically subject matter experts; and with whom there is a two-way communication.

I = Informed: Those who are kept up-to-date on progress, often only upon completion of the task; and with whom there is typically just one-way communication.

6.0 PHASE IV: CONGRESSIONAL REVIEW AND APPROVAL PERIOD

6.1. INTRODUCTION

This phase begins when the BRAC Commission completes deliberations and submits its recommended BRAC plan to the President. The phase ends when the recommendations either are rejected or accepted by Congress. This phase and the entire process may end sooner if the President fails to submit notification of approval and certification to Congress by the date specified in the BRAC law.

At this point in the process, there is almost no opportunity for the public to influence the outcome. Existing BRAC law (covering prior BRAC rounds) offered only one opportunity to make changes after the Commission's initial submission—if the President rejects the original recommendations, the BRAC Commission must consider the reasons for rejection, revise to its original recommendations, and resubmit those recommendations to the President.

The only available recourse after this second submission is to convince either the President or Congress to reject the entire BRAC recommendation, which would be very difficult and highly unlikely. The President will be motivated to approve the Commission's recommendations to support DoD's need to reduce excess infrastructure and free up funding to support military operations and modernization. If approved by the President, no single member of Congress can prevent the recommendations from becoming law, unless future BRAC laws are substantially different the previous law. All previous BRAC laws required that a Joint Resolution be enacted to disapprove the BRAC recommendations in their entirety within a very short period of time (e.g., 45 days). Absent such a timely joint resolution, previous law made approval of the recommendations automatic.

While clearly a “long shot,” there are only two potential opportunities to avert a harmful outcome which can be initiated at this point:

- Gain Presidential support to reject the Commission's original or final recommendations
- Gain support for Congressional rejection of the plan approved by the President

In addition to these final defense actions, the BRAC PM should continue to keep stakeholders informed and ensure records related to the community's BRAC activities are appropriately retained for future reference. It is also a good idea to document lessons learned from the process to ensure the community is well-prepared in the event of another BRAC round in the future.

6.2. BRAC PROCESS

6.2.1. Presidential Rejection and Commission Revision

The President may reject the Commission's recommended realignment and closure actions and provide reasons for rejection to the Commission. Under existing BRAC law, the President was allowed only a very limited period of

time (15 days) to review and approve the BRAC Commission’s original (or revised) closure and realignment recommendations.⁴⁹

The Commission revises its realignment and closure recommendations and submits revised recommendations to the President in accordance with the law. Under the 2005 BRAC law, the revised recommendation had to be submitted no later than 20 October 2005.⁵⁰

6.2.2. Presidential Review and Approval

The President approves and certifies the recommendations made by the Commission. If approved, the President is required to certify that the information upon which the recommendations are based is accurate and complete to the best of the President’s knowledge and belief.

Following approval and certification of the BRAC recommendations, the President submits a copy of the recommendation and certification to Congress. The 2005 BRAC law set both a timeframe for action of 15 days and a certain date for submission (7 November 2005), following rejection and revision by the Commission.⁵¹ If the President failed to approve and transmit the approved recommendations to Congress by the date specified in the law, the process by which military installations may be selected for closure or realignment for that year would be automatically terminated.⁵²

6.2.3. Congressional Action

After the President approves and submits the BRAC recommendations to Congress, Congress must pass a joint resolution to reject the plan in its entirety within 45 days⁵³ of the President’s submission. The existing BRAC law expressly defines the requirements, processes, and language for the joint resolution to disapprove the BRAC recommendations such that it may be promptly approved without debate or amendment.⁵⁴

If Congress does not act to explicitly reject the base closure and realignment plan approved by the President within the timeframe prescribed by BRAC law or before the end of the annual legislative session during which the report was transmitted (when Congress adjourns *sine die*⁵⁵), the plan approved by the President is automatically deemed to be approved by Congress. Essentially, the BRAC plan now has the full force and effect of law and implementation is now mandated.

6.3. COMMUNITY ACTION PLAN

6.3.1. Gain Support for Presidential Rejection of the Recommendations

- 6.3.1.1. Develop an engagement strategy to influence President to reject the Commission recommendations

⁴⁹ Defense Base Closure and Realignment Act of 1990 (as amended through FY 05 Authorization Act), Section 2903(e)(5) and Section 2914(e)(3).

⁵⁰ Defense Base Closure and Realignment Act of 1990 (as amended through FY 05 Authorization Act), Section 2914(e)(2).

⁵¹ Defense Base Closure and Realignment Act of 1990 (as amended through FY 05 Authorization Act), Section 2903(e)(1)(4)(5).

⁵² Defense Base Closure and Realignment Act of 1990 (as amended through FY 05 Authorization Act), Section 2914(e)(3).

⁵³ Defense Base Closure and Realignment Act of 1990 (as amended through FY 05 Authorization Act), Section 2904(b).

⁵⁴ Defense Base Closure and Realignment Act of 1990 (as amended through FY 05 Authorization Act), Section 2908

⁵⁵ Each Congress consists of two “annual sessions”, which today run roughly the length of the calendar year. The adjournment “*sine die*” typically concludes each annual session. The term is Latin for “without a day” and is used to describe an adjournment when the date to reconvene is not specified.

- 6.3.1.2. Support development of rationale for rejection targeted specifically on major adverse impacts to DoD and the State of Ohio
- 6.3.1.3. Advocate for CODEL and/or Ohio Governor direct engagement with the President

6.3.2. Gain Support for Congressional Rejection of the Recommendations

- 6.3.2.1. Development an engagement strategy to influence Congressional action to reject the plan as approved by the President
- 6.3.2.2. Support development of potential letters of recommendation, support, and rebuttal if Presidential or Congressional input needed
- 6.3.2.3. Prepare to counter arguments of those seeking to block favorable moves
- 6.3.2.4. PM will work with the Congressional delegation to support the development of their testimony (pro or con)

6.3.3. Continue to Execute Stakeholder Communications Plans

- 6.3.3.1. Promote events - rallies, political appeals, etc., to show community support for President and Congressional final decisions
- 6.3.3.2. Develop media packages to explain BRAC review process, possible results, and the local efforts to influence outcome

6.3.4. Archive BRAC Data, Processes, and Lessons Learned

- 6.3.4.1. Develop a detailed project report and a lessons-learned report for delivery to the agency
- 6.3.4.2. Archive all relevant BRAC data and documentation for long term storage

6.4. STAKEHOLDER COMMUNICATIONS

BRAC is in its final stages as the recommendations are delivered to the President and Congress for final approval. There is one final opportunity to change the BRAC recommendations and two opportunities to terminate the BRAC process. Either action is going to require intervention at the highest levels.

Legislators at all levels are needed to provide influence and decision-making through the final stages. Though legislators are clearly the most active during this phase, there are also community efforts that can still be taken to influence decisions. Though not as activity-laden as previous phases, it is important that the lead organization and BRAC-AT continue to stay engaged.

The community can rally around the Governor and Congressional leaders to influence the President or Congress during final decision-making process. The community should not give up the fight until the very end – and even then, do not give up as implementation can present additional opportunities. As for potential gains, the community should begin planning and showing how those gains can be implemented as surely the losing community/installation will be fighting until the end to prevent the loss.

PHASE IV-- CONGRESSIONAL REVIEW AND APPROVAL PERIOD		Stakeholder Groups													
		Community Government Lead Agency	BRAC Advisory Council	Community Organizations	General Public	Local DOD Mission Leadership	National & State DOD Mission Leadership	Elected Reps, Officials & Staff (National)	Elected Reps, Officials & Staff (State)	BRAC Officials (Local)	BRAC Commissioners & Staff	Local Media	State Committees	National Committees	Other State Community Alliances
6.3.1	Gain Support for Presidential Rejection of the Recommendations	R/A	C		S			R	R	S		S			
6.3.2	Gain Support for Congressional Rejection of the Recommendations	R/A	C		S			R	R	S		S			
6.3.3	Continue to Execute Stakeholder Communications Plan	R/A	I	I	I			I	I		S/I				
6.3.4	Archive BRAC Data, Processes and Lessons Learned	R/A	C					I	I	I			I		

Figure 5 – Phase IV Stakeholder Responsibility Matrix

Key:

R = Responsible: Those who do the work to accomplish the activity—there is generally only one responsible party, although others may be delegated to assist in the work required.

A = Accountable: The one ultimately answerable for the correct and thorough completion of the task; typically signs off on or approves work that responsible provides. There must be only one accountable party specified for each task.

S = Supports: Provides resources to help the responsible complete the task.

C = Consulted: Those whose opinions are sought, typically subject matter experts; and with whom there is a two-way communication.

I = Informed: Those who are kept up-to-date on progress, often only upon completion of the task; and with whom there is typically just one-way communication.

APPENDIX A: ACRONYMS

AFIMSC	Air Force Installation and Mission Support Center
BCA	Business Case Analysis
BRAC	Base Realignment and Closure
BRAC-AC	BRAC Advisory Council
BRAC-AT	BRAC Action Team
C2	Command and Control
CA	California
COBRA	Cost of Base Realignment Actions
CODEL	Congressional Delegation
DFAS	Defense Finance and Accounting Service
DoD	Department of Defense
EUL	Enhanced Use Lease
FAA	Federal Aviation Administration
FY	Fiscal Year
GAO	General Accountability Office
HQ	Headquarters
HR	Human Resources
IEC	Infrastructure Executive Council (DoD)
ISG	Infrastructure Steering Group (DoD)
IT	Information Technology
K-12	Kindergarten through 12 th Grade
MAJCOM	Major Command
MAR	Mission Area Review
MILCON	Military Construction
MOA	Military Operating Area

NDA	Non-Disclosure Agreement
NEPA	National Environmental Policy Act
NDAA	National Defense Authorization Act
OFMJC	Ohio Federal Military Jobs Commission
P4	Public-Public & Public-Private (Partnerships)
PhD	Doctorate of Philosophy
PM	Program Manager
POTUS	President of the United States
PR	Public Relations
QDR	Quadrennial Defense Review
RASCI	Responsible, Accountable, Supports, Consulted, Informed
RDT&E	Research, Development, Test and Engineering
RFP	Request for Proposal
SECDEF	Secretary of Defense
SME	Subject Matter Expert
SOO	Statement of Objectives
SOW	Statement of Work
STEM	Science, Technology, Engineering, and Math
SWOT	Strengths, Weaknesses, Opportunities, and Threats
TV	Television
TX	Texas
US	United States
USAF	United States Air Force
USC	United States Code

APPENDIX B: CONDUCTING A STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS (SWOT) ANALYSIS

One of the recommended means to assess an installation and community attributes within the Community Action Plan is the Strengths-Weaknesses-Opportunities-Threats analysis framework. SWOT analysis is used for identifying and analyzing internal strengths and weaknesses, as well as its external opportunities and threats that can impact the viability of a project, organization, or region. As the name states, a SWOT analysis examines four elements:

- Strengths – Internal attributes and resources that support a successful outcome
- Weaknesses – Internal attributes and resources that work against a successful outcome
- Opportunities – External factors the project can capitalize on or use to its advantage
- Threats – External factors that could jeopardize or negatively impact the project

Knowing these positive and negative elements can help the BRAC-AT communicate the status and focus areas for a particular element of the installation, and identify the forces influencing a potential strategy, action, or initiative. Decision makers can use this information to identify the most effective path for success and help form strategies to address each of the four elements. The SWOT analysis can help an organization match its resources to the competitive environment by determining what actions will assist an installation in accomplishing its objectives, and what obstacles must be overcome or minimized to achieve desired results. When a SWOT analysis is completed and the factors identified, the BRAC-AT should be able to develop a full understanding of all the factors involved and better ascertain if a strategy is worth pursuing and what is required to make it successful.

When conducting the SWOT, it is recommended that the BRAC-AT use the below questions as a starting point to identify the missions'/bases' attributes:

Strengths are positive factors within the BRAC PM's ability to influence:

- What are the positive aspects of the missions to current military strategy/policy?
- What are the recent accomplishments of the units within a particular mission area?
- Which of the services' guidance criteria are met/enhanced by local basing?
- How are the missions more effectively accomplished by local basing versus other similar bases?
- What is positive about the local environment that facilitates the local missions?
- How does the local community uniquely support the mission; not found at other locations?
- What capacity must the base grow and/or surge to accommodate larger/more missions?
- How does the infrastructure of the base uniquely enhance mission accomplishment?

Weaknesses are negative factors within the BRAC PM's ability to influence:

- What local environmental issues detract from mission accomplishment?
- What local community issues detract from mission accomplishment?
- What infrastructure limitations impact mission accomplishment?
- Which of the services' guidance criteria are not met/enhanced by local basing?
- What is the excess basing capacity?
- Does inferior infrastructure impact mission accomplishment?

- Does the lack of resources impact mission accomplishment?
- Is a mission not sized appropriately for the basing?
- Do lack of access to skills or technology impact mission accomplishment?
- Are the missions still relevant to military strategy?
- Are other units outside of the region duplicating the mission?
- Are the resources of the base under-utilized?
- Is the local region economically depressed?

Opportunities are the externally attractive attributes about the local bases/missions:

- What areas of military growth align with local missions?
- Is the local region ready to accept additional missions with existing infrastructure?
- Are there out-of-state alliances that could strengthen local missions?
- Are there in-state alliance that could strengthen local missions?

Threats are negative factors outside the BRAC PM's realm of influence:

- Are there other bases that accomplish the same missions that could subsume local missions?
- Are there other installations providing similar products or services more effectively?
- Are there political pressures that would cause missions to align with other bases?
- Are there environmental changes that make mission accomplishment more-costly/less effective?
- Are the local missions made obsolete because of changing international focus areas?
- Are the local missions less relevant because to technology advances?

APPENDIX C: 2005 BRAC TOOLS AND MODELS

The BRAC PM should obtain the tools and models used by DoD to support the SECDEF's BRAC recommendations. With these tools, the BRAC-AT can conduct independent analysis to validate or challenge the DoD conclusions. Replicating the DoD analysis provides insight into which individual factors were predominant and provides an ability to perform sensitivity analyses. Additionally, replicating the models often reveals errors in the data, ground rules, and/or assumptions used to feed the models. Running independent assessments is extremely time consuming, as the data and assumptions must be identified and input. It is in the BRAC PM's interest to assemble a data analysis team ahead of the DoD report being published, so that this validation effort can support a timely rebuttal.

Perhaps the most important model used by DoD to estimate the costs and savings associated with various proposed BRAC recommendations is a cost estimating model known as the Cost of Base Realignment Actions (COBRA).⁵⁶ The United States Air Force Cost Center developed the COBRA model in early 1988 in conjunction with the Logistics Management Institute to evaluate the cost of Air Force stationing actions.⁵⁷ The model enables consistency across the military services and joint cross-service groups in estimating BRAC costs and savings. The model provides important financial information to the selection process as decision makers weigh the financial implications of various BRAC scenarios.

The COBRA model has been used in its various versions to produce all BRAC cost estimates starting with the 1988 BRAC. Specifically, in 2005, the BRAC law required that DoD consider the extent and timing of potential costs and savings, including the number of years until savings exceed costs, as one of the BRAC selection criterion.⁵⁸ The COBRA model was used to support the analysis necessary to evaluate the relative cost and savings of various scenarios being considered by DoD.

The COBRA model largely relies on standard factors and averages, and is not intended to represent budget-quality estimates. The GAO has examined COBRA in the past and has found it to be a generally reasonable estimator for comparing potential costs and savings among candidate alternatives.⁵⁹ Over more than two decades, COBRA has been revised to address certain problems the GAO and other audit agencies have identified after each BRAC round.

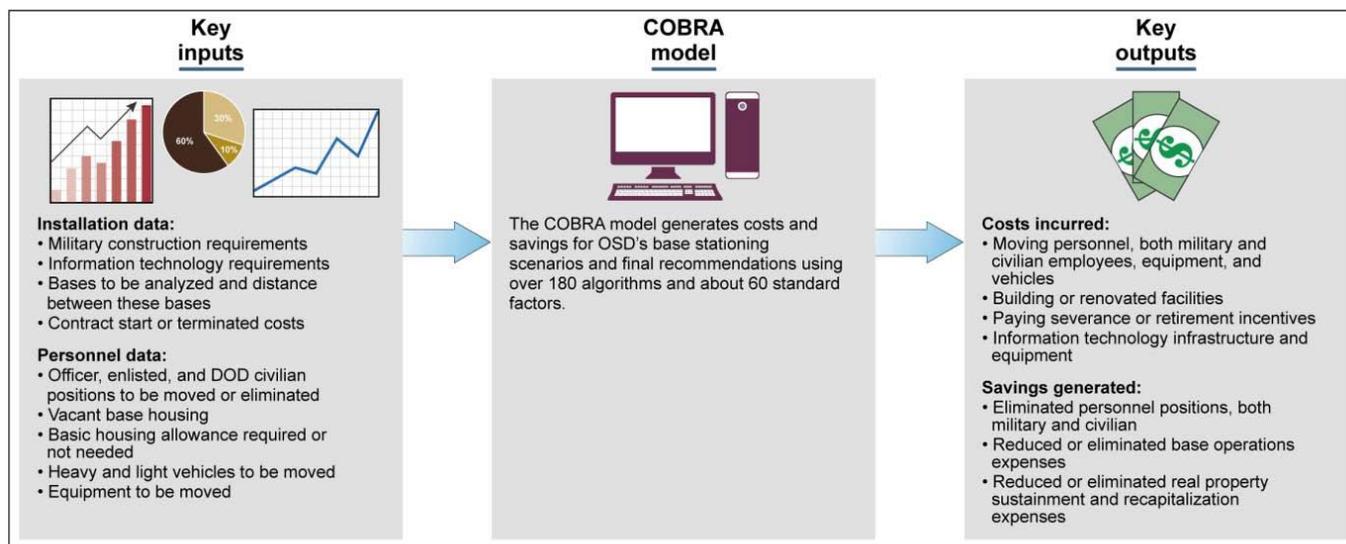
The COBRA model captures cost and savings estimates in constant-year dollars and does not include expected inflation over the BRAC implementation period. COBRA outputs measure the value of purchased goods and services at price levels that are the same as the base-year level. In contrast, then-year dollars measure the value of goods and services at price levels that contain all inflationary increases expected to occur in a program over the duration of its appropriation. Key inputs and outputs of the COBRA model are shown in figure 1.

⁵⁶ Office of the Under Secretary of Defense for Acquisition, Technology and Logistics, *Base Realignment and Closure (BRAC)*. Accessed 26 October 2016, the Cobra Model can be obtained from: <http://www.acq.osd.mil/brac/Tools.html#COBRA>.

⁵⁷ Department of Defense, *Cost of Base Realignment Actions (COBRA) User's Manual*, Chapter 1, Paragraph 1.2, 2005.

⁵⁸ Defense Base Closure and Realignment Act of 1990 (as amended through FY 05 Authorization Act), Section 2913(c)(1).

⁵⁹ United States General Accountability Office, *Military Base Closures: Observations on Prior and Current BRAC Rounds*, GAO-05-614, May 2005.



Source: GAO analysis of DOD information.

Appendix C Figure 1 – Key Inputs and Outputs of the COBRA Model⁶⁰

It is important to note that, as with any model, the quality of the output is dependent on the quality of the input. GAO found that DoD's process for providing the BRAC Commission with cost and savings estimates was impacted in many cases by underestimating recommendation specific requirements that were entered into the COBRA model. For example, military construction costs for BRAC 2005 increased from \$13.2 billion estimated by DoD in 2005 to \$24.5 billion after implementation ended in 2011.⁶¹

The three key financial measures that the COBRA model generates are as follows:

- ✓ Onetime implementation costs—represent the investment DoD must make in facility construction, renovation, and other up-front expenses.
- ✓ Net annual savings—calculated by deducting DoD estimates of the annual recurring costs from the annual recurring savings that are expected to accrue in the year after BRAC recommendations have been completed and are expected to be in a steady state.
- ✓ Net present value—a financial calculation that accounts for the time value of money by determining the present value of future savings minus up-front investment costs over a specific period of time. Determining net present value is important because it illustrates both the up-front investment costs and long-term savings in a single amount.

COBRA calculates the costs and savings of base stationing scenarios over a period of 20 years. It models all activities (moves, construction, procurements, sales, closures) as taking place during the first six years, and thereafter all costs and savings are treated as steady-state. The key output value produced is the Payback Year. This is the point in time where savings generated equal (and then exceed) costs incurred.⁶² This is the point when the realignment/closure has paid for itself and net savings begin to accrue.

⁶⁰ From: US GAO, GAO 13-149, March 2013.

⁶¹ United States General Accountability Office, Military Bases: Opportunities Exist to Improve Future Base Realignment and Closure Rounds, GAO 13-149, March 2013.

⁶² COBRA User's Manual, Chapter 1, Paragraph 1.3, 2005

COBRA wasn't the only model used by used by DoD and the BRAC PM must strive to completely understand how each sub-DoD BRAC team (service and inter-service) used data to support their recommendations. Since Ohio has a predominant Air Force presence, it may be instructive to focus on the methodology and tools used by the service in 2005 as they would presumably be the same in a future BRAC. In addition to COBRA, as documented in the Air Force section of the 2005 report:

The Air Force developed three tools to help develop recommendations. The first tool was used to collect and manage operational and capacity data from our bases. The second tool used this data to derive mission-area Military Value ratings. The third tool took these ratings, combined them with base capacity information, environmental data, and force structure projections and, using a decision analysis methodology known as goal programming, queued force bed-down scenarios. These tools were used sequentially to yield a starting point for deliberation.⁶³

The additional tools were the Web-based Installation Data Gathering and Entry Tool (WIDGET), the BRAC Analysis Tool (Mission Capability Index), and the Air Force Cueing Tool.⁶⁴ Additionally, a fifth tool was also used. Like COBRA, the Installation Visualization Tool was used by all services (a "service-common analytical tool") in their analysis.⁶⁵ The BRAC PM's analysis team must quickly acquire and run all these tools (or whatever specific tools are identified for use in a future BRAC).

Theoretically, running the DoD's tools with the ground rules, assumptions, and data provided by the DoD should result in identical outcomes. If this is not the case, the BRAC PM must direct the in-house analysis team to conduct a root cause assessment of why the two results differ. This is an important step in the validation process, as it can often be the foundation of refuting the DoD recommendations. Errors that consist of using incorrect data and/or assumptions, or omitted data are the surest way to contest an adverse recommendation. However, it is not often apparent why two independently run models using the same data and assumptions yield different results, and can consume significant resources.

In addition to finding modeling errors, the BRAC PM is highly encouraged to identify those factors that seem to skew the results in an unfavorable way. The models should be re-run with these factors altered in a way that more accurately mirrors the true context of the data. Such "sensitivity analysis" is another basis upon which to refute the DoD recommendations. However, as with locating errors in the DoD's analysis, finding the key factors that significantly influence the overall results could take substantial resources. Additionally, a key factor, such as weighting travel time equally when in fact the travel time between two mission alternatives is not equal, can skew the final mission alignment recommendation.

Through the iterative process of validating the DoD's recommendations and conducting sensitivity analyses, a picture should immerge that would inform a more positive assessment of local federal resources that may be targeted by the DoD's recommendations. These particular nuances should be thoroughly documented in a narrative that is easily communicated and dependent on the venue (slides for hearings, whitepapers for the Commission's staff, etc.).

⁶³ 2005 Defense Base Closure and Realignment Commission, *Department of the Air Force Analysis and Recommendations for BRAC 2005 to the Department of Defense Report to the Defense Base Closure and Realignment Commission* (Washington, D.C.: Government Printing Office, 2005) Volume V, Part 1 of 2, 46.

⁶⁴ Ibid, 46-48.

⁶⁵ Ibid, 48.

The more fact-based the narrative, backed up with solid modeling, the more likely that the DoD recommendations will be adjusted to the BRAC PM's satisfaction.

APPENDIX D: BRAC MILITARY VALUE EVALUATION

The focus of the entire Base Realignment and Closure (BRAC) process is the efficient use of federal resources and installations. The consolidation, realignment, or closure of these missions or installations to enhance the military efficiency is the acid test of whether assets should be added, moved and/or eliminated. It is important to completely understand all the Department of Defense (DoD) resources currently located within the community and the resources' associated missions. This includes all the personnel, equipment, and infrastructure assigned to the local federal facility (agency, base, etc.), the dedicated organizations, as well as unit-specific missions. Once this is understood, an assessment of the installation's military value can be determined in the context of these missions.

Military value is a primary measure that the DoD and the military services (the Army, Navy, Marine Corps, and the Air Force) use to determine where to locate military missions and units. It is defined as "the ability of an installation to contribute to DoD future mission capabilities & readiness".⁶⁶ It is composed of characteristics that are "either immutable or prohibitively expensive to reconstitute elsewhere".⁶⁷ These characteristics include:

- Weather
- Geography
- Terrain
- Demographics
- Proximity to operating areas or mission such as;
 - Space launch facilities
 - Missile silos
 - Rails
 - Roads
 - Ports
 - Basic airfield infrastructure like runways, ramps, and aprons.

As part of the 2005 BRAC law, four criteria were to be used to define the military value of an installation.⁶⁸ These included:

1. The current and future mission capabilities and the impact on operational readiness of the total force of the DoD, including the impact on joint warfighting, training, and readiness.
2. The availability and condition of land, facilities, and associated airspace (including training areas suitable for maneuver by ground, naval, or air forces throughout a diversity of climate and terrain areas and staging areas for the use of the Armed Forces in homeland defense missions) at both existing and potential receiving locations.
3. The ability to accommodate contingency, mobilization, surge, and future total force requirements at both existing and potential receiving locations to support operations and training.
4. The cost of operations and the manpower implications.

⁶⁶ Philip Grone, Principal Assistant Deputy Undersecretary of Defense for Installations, in an Armed Force Press Service release dated February 28, 2004, addressing the final selection criteria for the 2005 round of BRAC.

⁶⁷ Acting USD (Acquisition, Technology & Logistics). (2005). *2005 Base Closure and Realignment Selection Criteria*. Washington, DC: Under Secretary of Defense.

⁶⁸ *Department of the Air Force Analysis and Recommendations: BRAC 2005; Volume V, Part 1 of 2*. Washington, DC: Secretary of the Air Force.

Military value is not based on the unit or mission at a particular location, but rather on the characteristics of the location that allow it to support a current or future unit or mission. Over time, the infrastructure at locations is often improved to support a particular unit or mission and, as a result, becomes a part of the location's characteristics that allow it to continue to host or support the growth of similar units and missions. However, as technology advances and the world-wide geo-political environment changes, the need for units and missions can and do change, with some increasing, others decreasing or being eliminated altogether, and some new missions and associated units being created. This can fundamentally affect the future military value of a location.

During the 2005 BRAC, the military services applied the military value criteria developed by DoD to develop the factors they used to assess locations for closure or realignment. Included below are the factors used by the Army and Air Force. The Navy/Marine Corps also developed factors that they used to assess locations, but their factors are less applicable to Ohio and are thus not included in this paper.

The factors the Army used included:⁶⁹

- Facilitates transformation, joint operations, and joint business functions.
- Accommodates rebasing of overseas units within the Integrated Global Presence and Basing Strategy.
- Divests an accumulation of installations that are no longer relevant and are less effective in supporting a joint and expeditionary Army.

The factors the Air Force used included:⁷⁰

- Maintain squadrons within operationally efficient proximity to DoD-controlled airspace, ranges, military operating areas (MOAs), and low-level routes.
- Optimize the size of our squadrons -- in terms of aircraft model, aircraft assigned, and crew ratios applied.
- Retain enough capacity to base worldwide Air Force forces entirely within the United States and its territories.
- Retain aerial refueling bases in optimal proximity to their missions.
- Better meet the needs of the Air Force by maintaining/placing Air Force Reserve/Air National Guard units in locations that best meet the demographic and mission requirements unique to the reserve forces.
- Ensure joint basing realignment actions (when compared to the status quo) increase the military value of a function, or decrease the cost for the same military value of that function.
- Ensure long-range strike bases provide flexible strategic response and strategic force protection.
- Support the Air Expeditionary Force construct by keeping two geographically separate munitions sites.
- Retain enough surge capacity to support deployments, evacuations, and base repairs.
- Consolidate and/or co-locate older fleets of aircraft.
- Ensure global mobility by retaining two air mobility bases and one additional wide-body aircraft capable base on each coast.

⁶⁹ *Department of the Army Analysis and Recommendations: BRAC 2005; Volume III.* Washington, DC: Secretary of the Army.

⁷⁰ *Department of the Air Force Analysis and Recommendations: BRAC 2005; Volume V, Part 1 of 2.* Washington, DC: Secretary of the Air Force.

For the 2005 BRAC, military value was used as a tool to assist the DoD in data collection and decision making. However, since most personnel utilized in developing the military value assessments were from combat units rather than combat support or combat support services⁷¹ organizations in the various military services, the results were, and continue to be, more difficult to apply to an installation that primarily provides combat support/combat services support functions such as performing logistics, maintenance, or acquisition. (For instance, during the 2005 BRAC, much confusion and some decision making was based on a faulty understanding of what is encompassed in “command, control, communications, intelligence, surveillance, and reconnaissance” missions at support installations. Without push-back from local communities, over 10,000 personnel would have been relocated under these faulty assumptions.)

There are many examples of state, regional, and local leadership, as well as public-private partnerships and coalitions working to improve or mitigate the strengths, weakness, opportunities, and threats of their military installations, missions, and workforces. Many coalitions have accomplished extraordinary things to improve infrastructure for current and future missions, mitigate encroachment, improve community quality of life and remedy environmental impacts. These actions actively eliminate disqualifiers, reduce costs, support their missions, and improve competitiveness for possible future BRAC rounds.

The bottom line is that military value is determined by the DoD and the military services and considers the:

5. Value to the warfighter
6. Relevance to Homeland Defense
7. Connectivity to transformation
8. Ability to operate on a base free of restrictions (encroachment/environmental)
9. Maximization of Joint-ness
10. Efficiency and effectiveness considerations
11. Ability of a base to accept new missions
12. Community and base partnership
13. Quality of life provided by the community

The lesson learned here for communities is to try to incorporate metrics into the DoD BRAC military value assessment that measures the worth of installations that do not host direct combat units/missions but instead provide combat support or combat services support to those direct combat units. Secondly, it is worth the effort to ensure the BRAC Commission or their supporting staff is knowledgeable of the support mission’s importance to accomplishing the combat mission.

⁷¹ Joint Publication 1-02 DoD Dictionary of Military Terms, 8 Nov 2000 (as amended thru Feb 2016); Note: *Combat Support (CS)* & *Combat Service Support (CSS)* have distinctly unique definitions.

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APPENDIX F: ADDITIONAL RESOURCES

Throughout the various BRAC phases, the BRAC-AT will conduct numerous analytical efforts to help determine threats and opportunities to the local installation. The two resources described below are provided as embedded files to help with those analysis efforts.

State by State Engagement Database

This Microsoft Excel file contains current data on the installations and missions located in each state. It also captures the current lead organization (that could be found online) for addressing BRAC-related efforts. The installation information is helpful when evaluating potential gaining opportunities and looking for missions that may align with the current support at the local installation. This information is also useful, when aligned with the BRAC organization information, for establishing alliances with other communities or states. The information contained within this file was captured in the June – November 2016 timeframe.



State-by-State
BRAC Engagement.xlsx

BRAC-Related Literature Search

As described in the Phase I Community Action Plan, a critical part of BRAC preparation is conducting regular media searches to gain insight into the potential timing and methodology of the next BRAC, understand the defense-related environment, identify potential threats, and capture ideas for community-installation collaboration. The Microsoft Word file provided below is a compilation of media searches conducted from June – December 2016. The items are summarized and then links are provided for complete articles. Over time, the links may expire, but the summaries should still provide useful information as to the extent of activity taking place across the Defense spectrum.



BRAC Literature
Search Database 1 J.docx

This literature search provides real world examples of many of the BRAC-related activities, delineated in the Community Action Plan. The objective of providing this is to help show the magnitude of effort taking place across the nation in relation to military installations. The summaries are organized into content sections for quick reference:

- BRAC Decision Process
- To BRAC or Not to BRAC
- Defense Strategy
- DoD Budget
- Defense Mission
- Force Structure
- Defense Infrastructure
- Military Value

- Military Family Support
- Economic Impact & SWOT
- Engagement: General
- Engagement: Pre-BRAC: Base Infrastructure
- Engagement: Post-BRAC: Base Re-use
- Organization

APPENDIX G: COMMUNITY ACTION PLAN CHECKLIST

The embedded Microsoft Excel file provided below is a checklist that can be tailored by the community and used to track planning, status, and closure of individual action items.



Final State
Checklists 21 Dec 20