

**Installations Affected by Multiple Recommendations**  
 DCN:11691 **Indicating First Action Up** for Review Using Adds, A, N, AF, JCSG Order

Installation	Recommendation Numbers		
Aberdeen Proving Ground, MD	Army-11 E&T-6 H&SA-18 H&SA-19	H&SA-46 Med-4 Med-6	Med-15 S&S-7 Tech-22
Air Reserve Personnel Center (Buckley Annex), CO	H&SA-33	H&SA-37	Add 6
Andrews AFB, MD	Air Force-23 Air Force-24	Air Force-32 H&SA-3	H&SA-8 Med-12
Anniston Army Depot, AL	Army-16 DoN-6	Ind-4 Ind-7	S&S-5 S&S-13
Elmendorf AFB, AK	Air Force-7	Air Force-18	Air Force-43
Fort Belvoir, VA	Army-11 E&T-13 H&SA-8 H&SA-10 H&SA-12	H&SA-15 H&SA-30 H&SA-46 Med-4	Med-15 S&S-7 Tech-5 Tech-18
Fort Bliss, TX	Army-22	E&T-12	
Fort Eustis, VA	Army-8 Army-19 E&T-5	E&T-6 H&SA-31 H&SA-35	H&SA-41 Med-12
Fort Hood, TX	Army-15	Army-22	
Fort Knox, KY	Army-11 Army-19 Army-20	Army-115 H&SA-22 H&SA-33	H&SA-46 Med-12
Hickam AFB, HI	Air Force-37	Air Force-53	H&SA-41
Hill AFB, UT	Air Force-32 Air Force-47 H&SA-19	S&S-5 S&S-7 S&S-13	Tech-18 Tech-24
Moody AFB, GA	Air Force-6	Air Force-35	E&T-14
NAS Jacksonville, FL	DoN-18 DoN-28 DoN-35	H&SA-22 Ind-19	S&S-13 Tech-9
NAS Patuxent River, MD	H&SA-49 Ind-19	Tech-9 Tech-15	Tech-26
NAS Pensacola, FL	DoN-10 DoN-12 DoN-35 E&T-10	E&T-14 H&SA-17 H&SA-22	H&SA-37 Med-15 Tech-9
NAWS China Lake, CA	Ind-19 Tech-15	Tech-19	Tech-28
NB Coronado, CA	H&SA-19	Ind-19	
NB Ventura County, CA	DoN-7 Ind-19	Tech-9 Tech-15	Tech-28
Naval District Washington, DC	DoN-44 H&SA-5	H&SA-8 H&SA-49	Tech-9 Tech-13
NS Newport, RI	DoN-10 DoN-12 DoN-14	DoN-25 DoN-44	E&T-9 Tech-9
NS Norfolk, VA	DoN-10 DoN-25 DoN-26 DoN-28 DoN-44	H&SA-22 H&SA-26 H&SA-31 H&SA-37 Ind-18	Ind-19 S&S-5 S&S-13 Tech-9
NS Pearl Harbor, HI	DoN-23 H&SA-19	H&SA-37	S&S-5
NSWC Dahlgren, VA	Med-15 Tech-9	Tech-15	Tech-19
Pope AFB, NC	Army-6 Army-8	Air Force-25 Air Force-52	Add 4

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Installation	Recommendation Numbers		
Randolph AFB, TX	Air Force-23 Air Force-65 E&T-14	H&SA-19 H&SA-33	H&SA-41 Med-6
Redstone Arsenal, AL	Army-6 Army-11 E&T-6	H&SA-15 H&SA-46 S&S-7	Tech-7 Tech-26
Robins AFB, GA	DoN-13 Air Force-16 H&SA-19	H&SA-33 S&S-7 S&S-13	Tech-24 Tech-26
Rock Island Arsenal, IL	Army-6 H&SA-19	H&SA-37 H&SA-46	Ind-7 S&S-7
Wright Patterson AFB, OH	H&SA-19 Med-6 Med-15	Tech-6 Tech-22 Tech-24	Tech-26 Add 7

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July 26, 2005

MEMORANDUM FOR THE CHAIRMAN AND COMMISSIONERS  
DEFENSE BASE CLOSURE AND REALIGNMENT ACT

From: GENERAL COUNSEL

Subj: REVIEW OF 1995 BRAC RECOMMENDATIONS; ENCLAVES, ANG CLOSURES;  
CONDITIONAL AND "BELOW THE THRESHOLD" ACTIONS; ETC

1. The rapid approach of final deliberations provides a timely opportunity to review the 1995 BRAC Commission Report and glean from it information that will be useful to future review, analysis, deliberations, and voting. The 140 base closure and realignment decisions made by the 1995 Commission have been carefully scrutinized. Highlights of the process are reflected below.

2. Overview of 1995 BRAC Report (chapter 1)

Army: 47 recommendations (by DoD and additions by Commission)  
17 substantial deviations (36%)  
2 additions

Navy: 52 recommendations (by DoD and additions by Commission)  
15 substantial deviations (29%)  
2 additions

Air Force: 29 recommendations (by DoD and additions by Commission)  
14 substantial deviations (48%)  
3 additions

Defense 11 recommendations (by DoD and additions by Commission)  
Logistics 2 substantial deviations (18%)  
Agency (DLA) 2 additions

Defense 1 recommendation (by DoD)  
Investigative 0 substantial deviations  
Service (DIS) 0 additions

3. DoD recommended actions: 65 close, 19 realign, 34 redirect, 15 disestablish, 1 relocate.

Army: 31 closures, 12 realignments, 1 redirect, 1 disestablish  
Navy: 21 closures, 1 realignment, 19 redirects, 8 disestablish, 1 relocate to leased space  
Air Force: 10 closures, 3 realignments, 11 redirects, 2 disestablish  
DLA 2 closures, 3 redirects, 4 disestablish  
DIS 1 relocate

4. Definitions and examples

a. Enclave -- A section of a military installation that remains intact from that part which is closed or realigned and which will continue with its current role and functions subject to specific modifications. Thirteen enclaves were either recommended by DoD and approved by the Commission or established by the Commission in 1995. Twelve of the enclaves were on Army installations; one was on a DLA installation (Pages 1-122/3/4 of the 1995 BRAC Report). The enclaves were for the Reserve Component, National Guard, and ammo or other storage.

b. Closure -- defined by DoD as "All missions of the installation have ceased or have been relocated; personnel positions (military, civilian and contractor) have either been eliminated or relocated, except for personnel required for caretaking, conducting any ongoing environmental cleanup, and disposal of the base, or personnel remaining in authorized enclaves." In a closure, all missions carried out at a base either cease or relocate.

c. Realignment -- defined in the BRAC statute as "includes any action which both reduces and relocates functions and civilian personnel positions but does not include a reduction in force resulting from workload adjustments, reduced personnel or funding levels, or skill imbalances." In realignment, a base remains open but loses and sometimes gains mission.

d. Relocate -- this term used to describe the movement of missions, units, or activities from a closing or realigning installation to another installation. Units do not realign from a closing or a realigning installation to another installation, they relocate.

e. Redirection refers to cases in which the BRAC Commission changes the recommendation of a previous commission. (Redirections are unlikely in 2005, since the last commission was 10 years ago and most actions directed at that time have been completed.) Two examples of 1995 redirections containing language that may be useful to effect desired results in 2005 follow:

In the case of MCAS, El Toro, the Commission recommendation was: "*Change the receiving sites from [those designated by DoD] to other air stations consistent with operational requirements.*" Pages 1-40/1 of 1995 BRAC Report.

In the case of Naval Activities, Guam, DoD recommended: "Relocate all ammunition vessels and associated personnel and support to Naval Magazine, Lualualei, Hawaii. Relocate all other combat logistics force ships . . ." The Commission, having found substantial deviation from criterion 1, recommended: "*Locate all Military Sealift Command assets and related personnel and support at available DoD activities or in rented facilities as required to support operational commitments.*" Pages 1-54/5 of 1995 BRAC Report.

f. Inactivate, disestablish -- terms used to describe actions which directly affect missions, units, or activities. E.g., fighter wings are inactivated (disestablished); bases are closed. Both, however, cease operations.

g. Thresholds actions -- The 300/1000-50% rule. Title 10 U.S.Code, Section 2687 BASE CLOSURES AND REALIGNMENTS, states that “no action may be taken to effect or implement the closure of (1) any military installation at which at least 300 civilian personnel are authorized to be employed, or (2) any realignment with respect to any military installation referred to in paragraph (1) involving a reduction by more that 1000, or by more than 50%, in the number of civilian personnel authorized to be employed as such military installation . . .”

Numerous recommendations by DoD in 1995 that were approved by the Commission fell below the 300/1000-50% threshold. The value and importance of closures and realignments under BRAC, including those that fall below the 300/1000-50% threshold, is that they are significantly expedited and otherwise facilitated.

Numerous DoD recommendations that included the movement of aircraft were also approved by the Commission in 1995. However, all aircraft movement involved “*squadrons and related activities*” or “[*specified squadron*] with its associated aircraft.”

h. 1995 Commission changes DoD recommendation from a closure to a realignment. A good example of such an action is Red River Army Depot, Texas. DoD recommended: “Close Red River Army Depot, Texas. Transfer the ammunition storage mission, intern training center, and civilian training education to Lone Star Army Ammunition Plant. Transfer the light combat vehicle maintenance mission to Anniston Army Depot. Transfer the Rubber Production Facility to Lone Star.” After finding substantial deviation from criterion 1, the 1995 Commission recommended: “*Realign Red River Army Depot, Texas by moving all maintenance missions, except for that related to the Bradley Fighting Vehicle Series, to other depot maintenance activities, including the private sector. Retain conventional ammunition storage, intern training center, Rubber Production Facility, and civilian training education at Red River.*” Pages 1-33/4 of 1995 BRAC Report.

#### 4. Examples of typical 1995 Commission findings

*The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: [restatement of DoD's recommendation].* There were 91 such findings, 65% of the 140 recommendations.

*The Commission finds the Secretary of Defense deviated substantially from final criteria [criteria listed -- e.g., 1, 2, and 4]. Therefore, the Commission recommends the following: [recommended action].* There were 49 such findings, 35% of the 140 recommendations.

#### **1995 BRAC Final Selection Criteria (military value given overall priority consideration)** (Significant 2005 changes to criteria are indicated with bold text.)

1. The current and future mission **requirements capabilities** and the impact on operational readiness of DoD's total force, **including the impact of joint warfighting, training, and readiness.** DoD substantially deviated from this criterion 37 times.

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 use of the Armed Forces in homeland defense missions**) at both the existing and potential receiving locations. DoD substantially deviated from this criterion 15 times.

3. The ability to accommodate contingency, mobilization, **surge**, and future total force requirements at both the existing and potential receiving locations **to support operations and training**. DoD substantially deviated from this criterion 6 times.

4. **The cost of operations and the manpower implications**. DoD substantially deviated from this criterion 22 times.

Return on Investment

5. The extent and timing of potential costs and savings, including the number of years, beginning with the date of completion of the closure or realignment, for the savings to exceed cost. DoD substantially deviated from this criterion 19 times.

Impacts

6. The economic impact on **existing communities in the vicinity of military installations**. DoD substantially deviated from this criterion 1 time.

7. The ability of both the existing and potential receiving communities' infrastructure to support forces, missions, and personnel. DoD did not substantially deviate from this criterion.

8. The environmental impact, **including the impact of costs related to potential environmental restoration, waste management, and environmental compliance activities**. DoD substantially deviated from this criterion 1 time.

5. Other examples of Commission findings

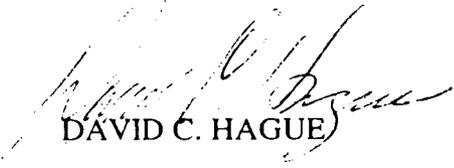
With regard to the Bayonne Military Ocean Terminal in New Jersey, the 1995 Commission found substantial deviation from criteria 1 and 3, but agreed with the DoD recommendation to close the installation. However, instead of relocating units to specific locations as recommended by DoD, the 1995 Commission recommended the units be relocated "*to a location to be determined.*" Pages 1-22/3 of the 1995 BRAC Report.

DoD recommended redirection of Griffiss Air Force Base, NY, 485<sup>th</sup> Engineering Installation Group from very specific locations identified by the 1993 Commission to "*Transfer its engineering and installation functions as operational requirements dictate in accordance with Department of the Air Force policy.*" Pages 1-97/8 of the 1995 BRAC Report.

6. Actions taken in 1995 impacting Air Guard installations

DoD recommended closure of Moffett Federal Airfield Air Guard Station, CA; North Highlands Air Guard Station, CA; and Springfield-Berkley Municipal Airport Air Guard Station, Ohio. The 1995 Commission found substantial deviation in all three instances and kept the installations open. Pages 1-85/6, 1-86/7, and 1-103/4 respectively of the 1995 BRAC Report.

The 1995 Commission agreed with the DoD recommendation to close Ontario International Airport Air Guard Station, CA. Pages 1-88/9 of the 1995 BRAC Report. After finding that DoD had deviated substantially from criteria 4 and 5, the 1995 Commission agreed to conditionally close Roslyn Air Guard Station, NY, "*if the Roslyn Air Guard Station can be sold for its fair market value.*" Page 1-101 of the 1995 BRAC Report.



DAVID C. HAGUE

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July 26, 2005

MEMORANDUM FOR CHAIRMAN AND COMMISSIONERS  
DEFENSE BASE CLOSURE AND REALIGNMENT COMMISSION

From: GENERAL COUNSEL

Subj: WEIGHING EVIDENCE IN PREPARATION FOR FINAL DELIBERATIONS OF  
THE 2005 DEFENSE BASE CLOSURE AND REALIGNMENT COMMISSION

This memorandum provides guidance on weighing the various types of evidence that are available to the 2005 Defense Base Closure and Realignment Commission (Commission). It suggests an approach that is consistent with past practice, but does not purport to be binding instructions to the Commissioners.

The importance Congress attaches to the free flow of information is revealed by the application in the Defense Base Closure and Realignment Act of 1990, as amended, (BRAC statute) of the Military Whistleblowers Act with respect to communications with the Commission. The act prohibits any person from restricting a member of the armed forces from communicating with the Commission. An additional consideration with regard to communications with members of the armed forces is that they are required under the Uniform Code of Military Justice to be truthful when making official statements in the line of duty, which includes communications with the Commission.

In light of the upcoming final deliberations to be undertaken by the Commissioners in making recommendations to the President, a review of the types of evidence provided to the Commission, and the weight they should be accorded are discussed below. The following categories of evidentiary submissions (both testimonial and documentary) will be considered:

- A) certified data submitted by the Department of Defense (DoD),
- B) sworn testimony and documentary submissions at hearings before the Commission,
- C) communications from federal, state, and municipal officials,
- D) communications from the general public, both individuals and organizations, and
- E) personal knowledge and observations.

CATEGORY A: CERTIFIED DATA PROVIDED BY THE DOD

Section 2903(c)(5)(A) of the BRAC statute provides that each person:

when submitting information to the Secretary of Defense or the [BRAC] Commission concerning the closure or realignment of a military installation, shall certify that such information is accurate and complete to the best of that **persons** knowledge and belief. [Certify means to confirm formally as true or accurate; an oath serves that purpose with testimony.]

**Persons** include: (i) the Secretaries of the military departments; (ii) the heads of the defense agencies; and (iii) each person who is in a position whose duties include personal and substantial involvement in the preparation and submission of information and recommendations concerning the closure or realignment of military installations . . .” (See Section 2903(c)(5)(B)) of the BRAC statute.)

Accordingly, DoD personnel have provided certified data to the Secretary of Defense in support of making recommendations for closures and realignments. Based on this certified data, the Secretary has made his final recommendations to the Commission. Moreover, pursuant to Section 2912(b) of the BRAC statute, the Secretary has also certified that there is a need for the closure and realignment of military installations, and has additionally certified that such closures and realignments will result in annual net savings for each of the military departments beginning no later than fiscal year 2011.

DoD personnel (in the categories described above), when responding to questions submitted by Commission personnel to the DoD clearinghouse have a duty to provide the Commission with certified data. All data received from the clearinghouse is considered to be certified.

CATEGORY B: SWORN TESTIMONY AND DOCUMENTARY SUBMISSIONS AT  
HEARINGS BEFORE THE COMMISSION

Section 2903 (d)(1) of the BRAC statute provides that after receiving the Secretary’s recommendations for closures and realignments of military installations, the Commission shall hold public hearings. Further, this statutory provision directs that “[a]ll testimony before the Commission at a public hearing . . . shall be presented under oath.”

The oath administered to witnesses testifying before the Commission states as follows:

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

This language parallels the certification requirement set forth in Section 2903 of the BRAC statute. Moreover, the oath covers not only the sworn testimony of the witnesses appearing before the Commission but also the documentary evidence (e.g., PowerPoint presentations, hand-outs, memoranda) that is submitted to the Commission by a witness during the course of a hearing.

In weighing the credibility of the witnesses, each Commissioner must individually determine for him or herself the believability of each witness. In evaluating this matter, each Commissioner must consider each witness’s sincerity, truthfulness, persuasiveness, knowledgeableness on the subject-matter presented, and whether the witness is supported or contradicted by other evidence. The possibility of bias in terms of how the witness may be impacted by the decision-making of the Commission may also (but not necessarily) factor into the process of according the appropriate weight to such a witness’s testimony and any documentary evidence he/she may provide. In making this determination, it is important to remain as objective and impartial as

possible, realizing that each Commissioner is also moved by his or her own life and professional experiences, biases, and judgments.

CATEGORY C: COMMUNICATIONS FROM FEDERAL, STATE, AND MUNICIPAL OFFICIALS

The Commission has been in frequent contact with numerous elected and appointed federal, state, and municipal officials. Where such officials have been corresponding or otherwise communicating in person or by telephone without formally testifying before the Commission, such communications should also be given appropriate weight. Commissioners have come into contact with many such officials during the course of hearings, base site visits, meetings, receptions, and other events.

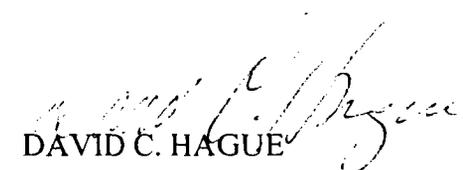
Since the nature of these communications are not sworn to or otherwise certified as truthful and accurate, less weight needs be accorded to them. Nevertheless, there may be circumstances in which a particular Commissioner may feel that a certain unsworn, non-certified communication is particularly influential or persuasive. This is again a matter of weighing the credibility and believability of such a person, and the context of that communication which necessarily includes the nature of the Commissioner's relationship with that person.

CATEGORY D: COMMUNICATIONS FROM THE GENERAL PUBLIC

The Commission has received thousands of pieces of correspondence from individuals, civic and community organizations, veterans groups, schools, and numerous other organizations. These communications are not sworn or certified. However, the same caveat mentioned above applies here where an individual Commissioner may feel that a certain public submission has great persuasive value. This is a judgment call, and each Commissioner has been vested with the public trust and authority to make such a determination.

CATEGORY E: PERSONAL KNOWLEDGE AND OBSERVATIONS

Commissioners and staff members are chosen for their experience and expertise and are expected to use their knowledge and special insights in evaluating information received from all sources. They acquire important information first-hand through site visits, which provide opportunities to speak with a wide variety of people and see the condition of infrastructure, extent of encroachment, and other conditions and circumstances relevant to proposed BRAC actions. They also properly receive relevant and material information from the popular press, television, and other news sources. The significance and value of such information are once again determinations to be made by individual Commissioners.

  
DAVID C. HAGUE

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