



DEPARTMENT OF THE AIR FORCE
OFFICE OF THE CHIEF OF STAFF
WASHINGTON, DC

14 July 2004

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE (ACQUISITION,
TECHNOLOGY AND LOGISTICS)

FROM: HAF/CV

SUBJECT: Infrastructure Steering Group (ISG) Service Imperatives List

Imperatives and military value are central to our Base Realignment and Closure (BRAC) process. Consequently, my staff has spent a considerable amount of time drafting the USAF input that was partially accommodated and modified last week to produce a draft distributed for review by the Joint Cross Service Groups. However, the process as it stands does not allow the senior leadership of the Services to discuss the consolidated Service imperatives inputs outside of the one-hour ISG session previously scheduled for 16 July. Complicating the issue is a decision last week to reschedule the 16 July ISG to 23 July, when neither my designated alternate nor I are available to attend.

I don't believe one hour is enough time to do justice to the topic. Moreover, we're unlikely to see the final recommendation in time to conduct a proper senior review prior to the ISG. One major issue we plan to bring up, that has been brought up at the DAS level, is the uniformly negative nature of the imperative statements. The attachment to this letter comments on the more specific content of the imperatives, but more to the point, we require the opportunity to review formally the consolidated list in its totality so that any future discussion at the ISG can be meaningful and appropriate to the importance of the endeavor. The process needs to provide for additional formal Service input, after JCSG comment, prior to an ISG of at least two hours.

We've done well in staffing the Department of Defense (DoD) Principles. Let's make room for the same high level of Service senior participation in developing the Imperatives and Transformational Options.

A handwritten signature in black ink, reading "T. Michael Moseley".

T. MICHAEL MOSELEY
General, USAF
Vice Chief of Staff

Attachment as stated

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Principles and Corresponding Imperatives

Recruit and Train: The Department must attract, develop, and retain active, reserve, civilian, and contractor personnel that are highly skilled and educated and that have access to effective, diverse, and sustainable training space in order to ensure current and future readiness, to support advances in technology, and to respond to anticipated developments in joint and service doctrine and tactics.

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the capability to support the Army's Leader Development and Assessment Course and Leader's Training Course.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the capability to meet both peacetime and wartime aviation training requirements, including undergraduate and graduate pilot training.

Recommend delete...statement of a mission we're going to do without an imperative

- The Military Departments and JCSGs will not recommend to the Secretary any closure or realignment recommendation that fails to preserve additional training areas in CONUS where operational units can conduct company or higher-level training when home station training areas are not available due to the training load or environmental concerns.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the only remaining training environments designed to support airborne, air assault, urban operations, cold weather training, Joint Logistics Over The Shore (JLOTS) training in the United States, combat formations for full spectrum operations to include obscurant training and electro-magnetic operations, MAGTFs, live fire and combined arms training, and chemical live agent training.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the capability to conduct graduate medical/dental education (GME/GDE) and clinical training for uniformed medics.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that locates operational squadrons and Navy or Marine Corps Fleet Replacement Squadrons ~~and Operational Squadrons~~ outside operationally efficient proximity (e.g., for the Department of the Navy, farther than one un-refueled sortie) from DoD-controlled scheduled airspace, ranges, targets, low-level routes, outlying fields and over-water training airspace with access to aircraft carrier support.

Recommend minor reordering to clarify that this statement applies to other Service as well...can be interpreted to apply only to Navy as currently written

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the organic capability for Service specific ~~S~~strategic ~~T~~thought and ~~J~~oint and ~~C~~oalition ~~S~~security ~~P~~olicy ~~I~~nnovation.

Recommend grammar change To Cut Down On the Capitalization

- ☐ The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that locates Navy undergraduate flight training with operational, ~~squadrons or within high air traffic areas.~~

Make this a Navy only imperative...conflicts with the next imperative

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the organizational independence of AF training units from combat units.

Make this an AF-only imperative...conflicts with the previous imperative

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that locates undergraduate Navy or Marine Corps flight training without access to DoD-scheduled airspace over open water and land with access to aircraft carrier support.

Recommend delete...too restrictive

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that locates major CSG / ESG level exercises, ranges / OPAREAs more than 3 underway days from air, sea and over the shore maneuver space or that locates individual operational ships and aircraft more that 6 underway hours for ships, 12 underway hours for submarines, and 1 un-refueled sortie for aircraft, from unimpeded access to ranges and operating areas.

Make the term “outside operationally efficient proximity” and remove specific time requirements or make this Navy only...the AF imperative is more restrictive

- The Military Departments and JCSGs will not recommend to the Secretary any closure or realignment recommendation that eliminates a Service’s ability to provide timely responses to military contingencies or support RC mobilization, institutional training, and collective training because of insufficient infrastructure, maneuver space, and ~~training~~ ranges.

Too narrow. “Test” ranges already accommodate training events.

- The Military Departments and JCSGs will not recommend to the Secretary any closure or realignment recommendation that fails to retain access to sufficient training area (air, land, and sea) and facilities across a wide variety of topography and climatic conditions (e.g., cold weather, swamps, mountains, desert, etc.) with operationally efficient access and proximity to meet current and future Service and

Joint training requirements for both Active and Reserve Component forces and weapons systems.

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates access to educational programs which include specific focus on those areas which are uniquely related to distinctive Service capabilities (e.g., maritime, land warfare).
- Fleet concentration areas will provide Navy skills progression training and functional skills training relevant to home ported platforms whenever possible.
- Navy initial skills training will be located with accessions training to minimize student moves or with skills progression training to allow cross-utilization of instructors, facilities and equipment, and support future training and efficiency improvements.

On the “recommended deferral” list, the one related to access to training areas and topography should be brought forward to accommodate Service BRAC analysis.

Quality of Life: The Department must provide a quality of life, to include quality of work place, that supports recruitment, learning, and training, and enhances retention.

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates access to housing, medical, career progression services, child development services, spousal employment services, MWR services, or education.

Delete unless rewritten...this can be interpreted to say we cannot close *any* of these services

- Maintain sufficient capacity to provide operational-non-operational (e.g. sea-shore) rotation.

Could be made joint by placing an “e.g.,” at the front of the parenthetical

Organize: The Department needs force structure sized, composed, and located to match the demands of the National Military Strategy, effectively and efficiently supported by properly aligned headquarters and other DoD organizations, and that take advantage of opportunities for joint basing.

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that removes the Headquarters of the Department of Defense, the Department of the Army, the Department of the Navy (including the Commandant of the Marine Corps), or the Department of the Air Force from the National Capital Region.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the capability to station existing Continental United States Army (CONUSA) headquarters, Major Army Command (MACOM) headquarters, and United States Army Reserve Command (USARC) headquarters in the United States.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the last remaining Navy presence (excluding recruiters) in a state.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment that prohibits fulfilling the air sovereignty protection site and response criteria requirements stipulated by COMNORTHCOM and COMPACOM.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates START Treaty land-based strategic deterrent.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the capability to support the Army’s modular force initiative, the Navy’s Global Concept of Operations force initiative, the USMC’s expeditionary maneuver warfare initiatives, and the USAF’s 10 fully- and equally-capable AEFs.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the capability to support surge, mobilization, continuity of operations, evacuations for natural disasters, or conduct core roles and missions (e.g., sea-based operations, combined arms, etc.).

On the “recommended deferral” list and is required (good as is) to accommodate Service BRAC analysis.

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment involving joint basing unless it increases average military value or decreases the cost for the same military value, when compared to the status quo.

On the “recommended deferral” list and is required (good as is) to accommodate BRAC analysis.

Equip: The Department needs research, development, acquisition, test, and evaluation capabilities that efficiently and effectively place superior technology in the hands of the warfighter to meet current and future threats and facilitate knowledge-enabled and net-centric warfare.

- The Military Departments and JCSGs will not recommend to the Secretary any closure or realignment recommendation that eliminates the Army's single headquarters organizational structure that combines responsibility for developmental and operational test and evaluation..
- The Military Departments and JCSGs will not recommend to the Secretary any closure or realignment recommendation that does not provide RDTE infrastructure and laboratory capabilities to attract, train, and retain talent in emerging science and engineering fields.
- The Military Departments and JCSGs will not recommend to the Secretary any closure or realignment recommendation that eliminates the Army, Navy, and Air Force RDT&E capability necessary to support technologies and systems integral to the conduct of Land, Maritime, and Air warfare, respectively.

Supply, Service, and Maintain: The Department needs access to logistical and industrial infrastructure capabilities optimally integrated into a skilled and cost efficient national industrial base that provides agile and responsive global support to operational forces.

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates ship maintenance capabilities to:
 - ▶ Dry dock CVNs and submarines on both coasts and in the central Pacific.
 - ▶ Refuel/de-fuel/inactivate nuclear-powered ships.
 - ▶ Dispose of inactivated nuclear-powered ship reactor compartments.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the Department of the Navy lead for engineering, producing, maintaining, and handling ordnance and energetic materials designed specifically for the maritime environment.

Add a parallel AF imperative or make this a joint imperative and add:

AF retain the key capabilities for design, development, and testing (DD&T) of air and space armaments/munitions

AF retain the key capabilities for design, development, and testing (DD&T) of manned and unmanned air and space weapons systems, with the exception of systems that are solely carrier based

AF retain the key capabilities for design, development, and testing (DD&T) of C4ISR networks required for predictive battlespace awareness, and full spectrum C2 of air and space forces

AF retain the key capabilities for S&T related to air and space vehicles and materials, sensors, air and space propulsion, directed energy, and air munitions

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the capability of a Service to define its requirements (all classes of supply), integrate its logistics support, and acquire appropriate support for its unique material.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates inherent Service capabilities where concepts of operations differ from other Services (e.g. MALS support to the FRSs, deployable intermediate maintenance support for MPS equipment, Navy IMAs, reach back support for sea-based logistics, etc).
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that creates a single point of failure in logistics operations.

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the last remaining strategic distribution platforms on the east and west coast.

Delete...redundant

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates distribution support services at Component depot maintenance activities.

Recommend delete, as this is an assertion rather than an imperative

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates logistics information management and oversight capabilities:
 - ▶ Data standardization
 - ▶ Information routing
 - ▶ Supply chain efficiency information capture

DLA Imperative

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates needed organic industrial capabilities to produce, sustain, surge, and reconstitute if those capabilities are not commercially available or privatizable, or organic maintenance to perform core depot level repairs.

Change as suggested to accommodate an AF imperative previously deferred

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates access to ammunition storage facilities which will not complete planned chemical demilitarization before 2011.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the Army lead for life cycle materiel management of systems integral to the conduct of Joint expeditionary land warfare.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the capability to move hazardous and/or sensitive cargos (e.g., ammunition).
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates critical production capabilities that cannot be readily rebuilt or expanded during mobilization and reconstitution or commercially duplicated, as well as capabilities to replenish stockpiles.

Recommend delete or make more specific

- ~~DON requires a~~ The services require depot maintenance industrial complexes that delivers best value cradle-to-grave results in cost-efficiency (total unit cost),

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responsiveness (schedule compliance and flexibility), and quality (compliance with specifications).

This could be made joint, as shown

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Deploy & Employ (Operational): The Department needs secure installations that are optimally located for mission accomplishment (including homeland defense), that support power projection, rapid deployable capabilities, and expeditionary force needs for reach-back capability, that sustain the capability to mobilize and surge, and that ensure strategic redundancy.

- The Military Departments and JCSGs will not recommend to the Secretary any closure or realignment recommendation that eliminates the Army's ability to simultaneously deploy, support, and rotate forces from the Atlantic, Pacific, and Gulf coasts in support of operational plans due to reduced quantities of, or reduced access to port facilities, local/national transportation assets (highways and railroad), and airfields or lack of information infrastructure reach back capabilities.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the capability to absorb overseas forces within the United States and its territories.

Minor change, for completeness

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the capability to surge in support of mobilization requirements (e.g., National Defense contingency situations, national disasters, and other emergency requirements).
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that prohibits:
 - ▶ Fleet basing that supports the Fleet Response Plan.
 - ▶ CVN capability: 2 East Coast ports, 2 West Coast ports, and 2 forward-based in the Pacific.
 - ▶ SSBN basing: 1 East Coast port, 1 West Coast port.
 - ▶ MPA and rotary wings located within one unrefueled sortie from overwater training areas.
 - ▶ OLF capability to permit unrestricted fleet operations, including flight training, if home base does not allow.
 - ▶ CLF capability: 1 East Coast and 1 West Coast base that minimize explosive safety risks and eliminate waiver requirements.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates unimpeded access to space (polar, equatorial, and inclined launch).
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that does not preserve:
 - ▶ Two air mobility bases and one wide-body capable base on each coast to ensure mobility flow without adverse weather, capacity, or airfield incapacitation impacts; and

- ▶ Sufficient OCONUS mobility bases along the deployment routes to potential crisis areas to afford deployment of mobility aircraft.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the capability to respond to reachback requests from forward deployed forces and forces at overseas main operating bases engaged in or in support of combatant commander contingency operations.
- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates the capability to provide missile warning and defense in the 2025 force.
- Align Naval Medicine's Military Treatment Facilities with Navy and Marine Corps force concentration for maximum efficiency and effectiveness, and to maximize operational medical support to the Fleet and Marine Corps.
- Maintain sufficient medical capacity (manning, logistics, training and facilities) integral to the MAGTF as well as reach back infrastructure to ensure the continuum of care for the operating forces and additional organic capacity for the supporting establishment and Service member families.
- (Added) Maintain the capability in the National Capital Region to provide responsive airlift support to POTUS, visiting foreign heads of state, and CODELs.

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Intelligence: The Department needs intelligence capabilities to support the National Military Strategy by delivering predictive analysis, warning of impending crises, providing persistent surveillance of our most critical targets, and achieving horizontal integration of networks and databases.

- The Military Departments and the Joint Cross Service Groups will not recommend to the Secretary any closure or realignment recommendation that eliminates sufficient organic ISR/analytic capability to meet warfighting and acquisition requirements while effectively leveraging Joint and National intelligence capabilities.

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