



INFRASTRUCTURE ANALYSIS TEAM

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IAT/JAN
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MEMORANDUM FOR THE INFRASTRUTURE EVALUATION GROUP (IEG)

Subj: REPORT OF IEG DELIBERATIONS OF 17 JUNE 2004

Encl: (1) OSD Proposed BRAC Principles with Substantive and Editorial Changes undated
(2) Draft Naval Imperatives by Principle undated
(3) IAT BRAC 2005 JPAT 7 Community Infrastructure Brief of 17 June 2004

1. The sixteenth deliberative session of the Department of the Navy (DON) Infrastructure Evaluation Group (IEG) convened at 0956 on 17 June 2004 the CNI conference room located at Crystal Plaza 5, 4th floor. The following members of the IEG were present: Ms. Anne R. Davis, Acting Chair; Ms. Ariane Whittemore, alternate for VADM Charles W. Moore, Jr., USN, Member; Mr. Thomas R. Crabtree, alternate for VADM Albert H. Konetzni, USN, Member; Ms. Carla Liberatore, alternate for LtGen Richard L. Kelly, USMC, Member; RMDL Mark T. Emerson, USN, alternate for LtGen Michael A. Hough, USMC, Member; Dr. Michael F. McGrath, Member; Mr. Ron Shames, alternate for Mr. Robert T. Cali, Member; and, Mr. Ronnie J. Booth, Navy Audit Service, Representative. The following members of the IAT were present when the deliberative session commenced: Mr. Dennis Biddick; Mr. David W. LaCroix; Mr. John E. Leather; CAPT Christopher T. Nichols, USN; CAPT Jason A. Leaver, USN; CDR Margaret M. Carlson, JAGC, USN; CDR Robert E. Vincent II, JAGC, USN; Capt James A. Noel, USMC; and Ms. Mary L. Martin.

2. Ms. Davis used enclosure (1) to update the IEG on the proposed BRAC principles that will be forwarded to OSD with recommended DON changes on 17 June 2004. These changes were developed with input from VCNO, ACMC, and the DON JCSG Principals. The only substantive suggestion was the removal of "contract personnel" from the description of "total force" in the "Recruit and Train" principle, since it is inappropriate to include contract personnel in the context of recruit and train. The remainder of the revisions was primarily editorial in nature. It is expected that OSD will coordinate the recommendations of the Services into the final principles. The ISG will finalize and approve the BRAC principles at its 25 June

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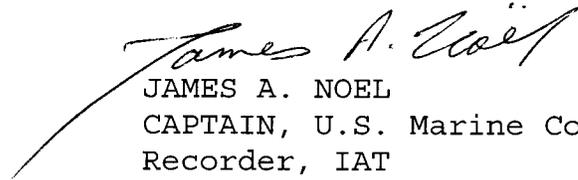
2004 meeting. The principles will then be coordinated through the IEC before being forwarded to SECDEF. The final principles will be published as a SECDEF policy statement articulating the future vision to be shaped through BRAC.

3. Ms. Davis reminded the IEG that the ISG had directed the Services to formulate Service-specific imperatives. She provided enclosure (2) as a draft of Naval imperatives for discussion at the 25 June 2004 ISG meeting. The draft DON imperatives represent a short, succinct statement of departmental requirements that have been refined by Navy and Marine Corps leadership including ACMC and VCNO. These imperatives will begin to paint a picture as to what DON infrastructure requirements are important to maintain. The IEG will use the imperatives as a check during capacity and military value analysis, i.e., they will serve as a guide for highlighting potential anomalies that may lead to a review and revision of the analytical methodologies. Imperatives will be most useful during the scenario generation process to apply constraints to developed alternatives. The IEG discussed the imperatives as presented and recommended a number of changes. The draft imperatives will be submitted as is to OSD today. IEG recommended changes will be incorporated in future drafts along with suggested revisions from Navy and Marine Corps leadership. CAPT Leaver departed the session at 1053.

4. Mr. John E. Leather used enclosure (3) to brief the IEG on the approach being used for Criterion 7, i.e., the ability of the existing and potential receiving communities' infrastructure to support forces, missions, and personnel. The Joint Process Action Team (JPAT) consists of representatives from the Services, the OSD BRAC office, the Office of the Inspector General, and the General Accounting Office. The JPAT researched public databases to identify potential attributes. The attributes were refined after comparison with DOD Quality of Life survey data. The JPAT then finalized attributes, metrics, and questions after consultation with appropriate civilian agencies and DOD experts. Mr. Leather explained that the JPAT has provided questions to the Services and Defense Agencies for data collection. The JPAT will use the data to produce a summary page, by installation that discusses each JPAT developed attribute. The JCSGs and Services will use the summary pages to compare the ability of different communities' infrastructure to support missions, forces, and personnel associated with various scenarios as directed in the draft OSD Policy Memorandum Two. See Slide 21 of enclosure (3).

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5. The deliberative session adjourned at 1105.


JAMES A. NOEL
CAPTAIN, U.S. Marine Corps
Recorder, IAT

TAB 1

Proposed BRAC Principles **[with substantive and editorial changes]**

Recruit and Train: The Department must attract, develop, and retain a highly skilled and educated total force (active, reserve, and civilian,~~and contractor personnel~~) that ~~must have~~ has access to effective, diverse, and sustainable training areas~~space~~ in order ~~throughout a diversity of climate and terrain~~ to ensure current and future readiness, ~~and to~~ support advances in technology, and to respond to anticipated developments in joint and service doctrine and tactics.

Rationale: While we do consider contractor personnel part of our current workforce, we do not recruit and train contractor personnel or expressly provide infrastructure support for them. Inclusion of the word “effective” before “training space” introduces the idea of well-designed training space, suited for the purposes intended. Revised wording state what total force needs (rather than stating that the need is an imperative), eliminates unnecessary wording regarding “climate and terrain” (covered in selection criteria, captured by “diverse”), and describes more clearly why training areas (rather than “space”) is necessary.

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.

Rationale: Ties “quality of life” to “recruit and train,” and encompasses idea of quality of life including quality of service/workplace.

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

Rationale: Ties force structure size and composition appropriately to strategy, rather than implying that BRAC determines force structure size and composition. Moves “joint basing” thought from “deploy and employ” to “organize,” which describes where/how force structure should be placed, rather than how it should be used. Eliminates words relating to combined basing, which implies basing with multi-national forces (not part of the domestic BRAC process). “Joint basing” is a more appropriate focus for installations in the United States.

Equip: The Department needs research, development, acquisition, test, and evaluation capabilities that are sized appropriately to efficiently and economically support efforts to place superior technology designed to meet current and future threats in the hands of the warfighter and ~~that~~ facilitates knowledge-enabled and net-centric warfare.

Rationale: Puts focus on how RDT&E activities must be shaped, rather than on its ultimate goal of superior technology, which is not measurable in BRAC.

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 ~~robust~~, agile, and responsive global support to operational forces.

Rationale: Places focus on industrial base inside the United States, rather than extending scope to extra-territorial industrial assets we may rely on when deployed. “Robust” implies “having a lot of it,” rather than having sufficient. If the support is agile and responsive, it is sufficient to do what is necessary, without regard to numbers or size. More clearly describes what industrial base should do, rather than how it should do it.

Deploy & Employ (Operational): The Department needs, ~~taking advantage of opportunities for joint and combined basing,~~ secure installations that are secure, optimally located for mission accomplishment (including homeland defense), that support power projection, rapid deployable capabilities, and expeditionary forces needs that rely on ~~for~~ reach-back capability operations, that sustain and ensure strategic redundancy and the capability to mobilize and surge, and that ensure strategic redundancy.

Rationale: Moves joint basing idea to “organize” as more appropriate fit, cleans up wording so it flows better and is more clear.

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.

Proposed BRAC Principles **[with substantive and editorial changes]**

Recruit and Train: The Department must attract, develop, and retain a highly skilled and educated total force (active, reserve, and civilian) that has access to effective, diverse, and sustainable training areas 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.

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.

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

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

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.

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.

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.

TAB 2

Draft Naval Imperatives by Principle

Recruit and Train:

- ***For major CSG / ESG level exercises, ranges / OPAREAs with air, sea and over the shore maneuver space must be within 3 underway days, while individual operational ships and aircraft will need unimpeded access to ranges and operating areas within 6 underway hours for ships, 12 underway hours for submarines, and 1 un-refueled sortie for aircraft.***
- ***Fleet Replacement and Operational Squadrons will be located within one un-refueled sortie to DoD-controlled airspace, ranges, targets, low-level routes, outlying fields and over-water training airspace with access to aircraft carrier support.***
- ***Pilot training and maintenance training for the Joint Strike Fighter must be co-located at the initial Integrated Training Center (ITC) selected within the BRAC 2005 process.***
- ***Undergraduate flight training will be located separately from operational squadrons and major metropolitan airports and air traffic areas, and have access to DoD-controlled airspace over open water and land with access to aircraft carrier support.***
- ***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.***
- ***Fleet concentration areas will provide Navy skills progression training and functional skills training relevant to homeported platforms whenever possible.***
- ***Navy requires a center for Naval strategic thought and Joint and Coalition maritime security policy innovation.***
- ***Navy requires access to maritime relevant educational programs. Military student admission requirements must complement military personnel management practices.***
- ***Geographically position infrastructure and all elements of the MAGTF to enhance training, maintenance and deployment of Marine Forces as MAGTFs. This necessitates retaining/acquiring sufficient sea access, air space, air-to-ground training ranges and maneuver areas, for training and deployment***

purposes; preserving necessary rail access, explosives safety arcs, and staging areas; and avoiding the potential for single points of failure.

- Preserve training infrastructure to support future weapons platforms, advances in technology, and developments in doctrine and tactics for live fire and combined arms training.
- Maintain ownership/scheduling authority for training ranges/maneuver areas deemed essential for meeting MAGTF, unit and individual training standard requirements.
- Services retain entry-level training and maintain ownership of accredited educational institutions to develop its officer and enlisted personnel. Retain associated doctrinal concepts and wargaming/simulation experimentation.

Quality of Life:

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

Organize:

- *The Navy Reserve will become fully integrated with Active forces, located to leverage pooled equipment and training facilities. Reserve presence priority is 1) Active duty Commands, 2) Joint Reserve Facilities, 3) Naval Reserve Activity.*
- *Navy will maintain active or reserve presence in every state.*
- *Where practicable, organizations in leased space should be moved into available space on DoD installations, exclusive of recruiting activities.*
- Ensure effective/proven IT support can be achieved within the BRAC implementation window on any joint cross-service initiative.

Equip:

- *DON as a minimum will maintain a corporate science and technology capability, consisting of intellectual capital and facilities, to explore new and emerging technologies for naval warfare across the air, land, and maritime operating environment.*
- *DON will preserve the minimum required non-renewable infrastructure (i.e. air, land, sea, and space ranges and frequency spectrum) sufficient to ensure the successful RDTE&A and life-cycle support of emerging and existing technologies and capabilities for maritime operating environments and individual, team, and unit training.*

Supply, Service, and Maintain:

- *DON requires a depot maintenance industrial complex that delivers best value cradle-to-grave results in cost-efficiency (total unit cost), responsiveness (schedule compliance and flexibility), and quality (compliance with specifications).*
- *DON requires 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.*
- *DON must retain capability to engineer, produce, maintain, and handle ordnance and energetic materials designed specifically for the maritime environment.*
- *DON must maintain minimum organic maintenance, supply and distribution capability to represent Naval requirements (all classes of supply), integrate logistics support for Naval forces, acquire appropriate support for Navy and Marine Corps unique material, and preserve Service-specific capabilities (e.g. MALS support to the FRSSs, deployable intermediate maintenance support for MPS equipment, Navy IMAs, reach-back support for*
 - Sea-based logistics, etc). Navy must maintain minimum capability to represent Navy requirements (all classes of supply), integrate logistics support for Naval forces, and acquire appropriate support for Navy unique material.*
 - Preserve inherent Service capabilities where concepts of operations differ from other Services (e.g. MALS support to the FRSSs, deployable intermediate maintenance support for MPS equipment, Navy IMAs, reach back support for sea-based logistics, etc).*

- ~~Retain organic maintenance, supply and distribution capability to support sea-basing concepts.~~

Deploy & Employ (Operational):

- *Fleet basing must be dispersed and support the Fleet Response Plan on both coasts.*
- *CVN capability: 2 East Coast ports, 2 West Coast ports, and 2 forward-based CVNs in the Pacific.*
- *SSBN basing: 1 East Coast port, 1 West Coast port.*
- *MPA and rotary wing must take advantage of coastal basing opportunities to capitalize on training and operational synergies.*
- *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.*
- Support an expeditionary culture through basing decisions that improve the traits of speed, flexibility and adaptability of Naval expeditionary forces for sea-basing.

Intelligence:

- *Maintain sufficient organic ISR/analytic capability to meet Navy's warfighting and acquisition requirements while effectively leveraging Joint and National intelligence capabilities.*
- ~~Maintain intelligence infrastructure and capabilities to generate, analyze and distribute intelligence required to defeat emerging threats in support of Service, Joint, and National requirements.~~

TAB 3



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Infrastructure Analysis Team

BRAAC 2005 JPAT 7

Community Infrastructure

Infrastructure Evaluation Group

17 June 2004

1

6/17/04



Department of the Navy
Infrastructure Analysis Team

SELECTION CRITERION 7

The ability of both the existing and potential receiving communities' infrastructure to support forces, missions, and personnel.

6/17/04



TASK & METHOD

- **ISG directed JPATs to develop approaches to Selection Criteria #5-8**
- **JPAT Team: MILDeps, OSD-BRAC, IG & GAO**
- **Method**
 - Researched public data bases
 - Identified potential attributes
 - Compared with DOD Quality of Life survey for validation
 - Refined attributes
 - Exploited Civilian Agencies & DOD experts for sources / questions
 - Finalized attributes, metrics, questions



APPROACH TO CRITERION 7

- JPAT will provide questions to MilDeps and Defense Agencies for data collection
- JPAT will use data to produce a summary page, by installation, that discusses each of the attributes
 - Example (Education): “The local school districts surrounding Installation XXXX have an average SAT score of 970.” “The average pupil/ teacher ratio is 16:1.”
- JCSGs and MilDeps will use summary page when comparing scenarios
 - Information will be considered, but not scored



ATTRIBUTES / QUESTIONS

Attributes

- POPULATION CENTER
 - Proximity to nearest city > 100,000 3
- CHILD CARE
 - Availability of quality, community-based care 2
- COST OF LIVING
 - Location-specific, general cost of living 6
- EDUCATION
 - Educational (All grades) opportunities 11
- EMPLOYMENT
 - Unemployment / Job Growth 2

Questions



ATTRIBUTES /QUESTIONS (Continued)

- HOUSING
 - Housing availability (rentals & sales) 3
- MEDICAL/HEALTH
 - # of Physicians/Hospital Beds 2
- SAFETY/CRIME
 - Uniformed crime rate 1
- TRANSPORTATION
 - Availability/convenience of mass transportation 2
- UTILITIES
 - Water/Sewage capacity 6
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CONCLUSION

- JPAT issued a report that documents its work processes and the product MilDeps and JCSG can expect for use in their analysis
- “Transformation Through Base Realignment and Closure (BRAC 2005) Policy Memo Two-Selection Criteria Seven and Eight” (draft)
 - Directs use of Criterion 7 Reports by MilDeps and JCSGs



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QUESTIONS?

6/17/04



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BACK UP

6/17/04



POPULATION CENTER

- **Attribute: Population Center**
- **Metric: Proximity to nearest city > 100,000 Population**
- **Questions:**
 - Based on 2000 census data, what is the name and distance in miles to the nearest city of at least 100,000 people?
 - Based on 2000 census data, what is the name and total population of the nearest MSA?
 - Based on 2000 census data, what is the name and total population for each county in the nearest Military Housing Area (MHA) or County?



CHILD CARE

- **Attribute: Child Care**
- **Metric: Availability of Quality Community-based care**
- **Questions:**
 - How many fully licensed childcare centers are available in the local community?
 - How many accredited childcare centers are in the local community?



COST OF LIVING

- **Attribute: Cost of Living**
- **Metric: Location specific general cost of living**
- **Questions:**
 - Based on the 2000 census, what was the median household income in the local community?
 - Based on the 2000 census, what was the median value of an owner-occupied housing unit in the local community?
 - What is the local 2004 installation locality pay rate for the GS pay schedule?
 - What is the local 2004 installation BAH rate for an O-3 with dependents?
 - Does the state in which the installation is located charge military family members the in-state tuition rate for higher education?
 - Does the state in which the installation is located continue to charge the in-state tuition rate for military family members if the member PCSs out of the state?



EDUCATION

- **Attribute: Education**
- **Metric: Educational opportunities**
- **Questions:**
 - For the 2002-2003 school year, in each of the local school district(s), what was the pupil/teacher ratio?
 - For the 2002-2003 school year, in each of the local school district(s), what percent of high school classroom teachers were certified in their subject/core area(s)?
 - For the 2002-2003 school year, in each of the local school district(s), what was the student capacity of the existing local school facilities (buildings/classrooms)?
 - For the 2002-2003 school year, how many students were enrolled in each of the local school district(s)?
 - For the 2002-2003 school year, in each of the local school district(s), what is the average total composite SAT I score as reported by the College Board?



EDUCATION (Continued)

- For the 2002-2003 school year, in each of the local district(s), what is the average composite composite ACT score?
- For the 2002-2003 school year, in each of the local school district(s), what was the high school graduation rate (percentage)?
- For the 2002-2003 school year, how many high school students were enrolled in each of the local school district(s)
- How many vocational/technical schools are available in the local community?
- How many community/undergraduate colleges/universities (offering associate and/or bachelor degrees) are available in the local community?
- How many colleges/universities with graduate programs (Masters and/or PhD level) are available in the local community?



EMPLOYMENT

- **Attribute: Employment**
- **Metric: Unemployment/job growth**
- **Questions:**
 - What were the annual unemployment rates for the 5-year period of 1999-2003?
 - What were the annual covered employment (job growth) rates for the periods 1998-2003?



HOUSING

- **Attribute: Housing**
- **Metric: Availability (rentals and sales)**
- **Questions:**
 - Based on 2000 census, how many total vacant housing units are available in the local community?
 - Based on 2000 census, how many vacant housing units are available for rent in the local community?
 - Based on 2000 census, how many vacant housing units are available for sale in the local community?)



MEDICAL/HEALTH

- **Attribute: Medical Providers**
- **Metric: Medical Providers and Number of Hospital Beds**
- **Questions:**
 - How many physicians are in the local community?
 - How many hospital beds are in the local community?



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SAFETY / CRIME

- **Attribute: Safety/Crime**
- **Metric: Uniform crime rate**
- **Question:**
 - What is local community's Uniform Crime Reports Index (Rate per 100,000 population) for 2002?



TRANSPORTATION

- **Attribute: Transportation**
- **Metric: Availability of mass transportation**
- **Questions:**
 - What is the distance in miles to the nearest commercial airport that offers scheduled operations by a major/regional commercial airline carrier?
 - Is the installation served by regularly scheduled public transportation?



UTILITIES

- **Attribute: Utilities**
- **Metric: Water/sewage capacity**
- **Questions:**
 - For the local community's water system(s) in 2003, what was the peak daily water production in million gallons per day (MGD) for each provider?
 - For the local community's water system(s) in 2003, what was the maximum daily water production capacity in millions of gallons per day (MGD) for each system?
 - For the local community's water system(s) in 2003, what was the average population served by each system?
 - For the local community's sewage system(s) in 2003, what was the peak daily sewage processing in million gallons per day (MGD) for each system?
 - For the local community's sewage system(s) in 2003, what was the maximum daily sewage processing capacity in millions of gallons per day (MGD) for each system?
 - For the local community's sewage system(s) in 2003, what was the average population served by each system?



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OSD POLICY MEMO TWO

The Military Departments and JCSGs will use the criterion 7 reports and supporting data to compare the ability of different communities' infrastructure to support missions, forces, and personnel associated with individual scenarios. The Military Department with real property responsibility for an installation that may be affected by multiple scenarios will also consider the ability of the community's infrastructure to support missions, forces, and personnel associated with all scenarios affecting that installation. When the same community infrastructure is utilized by installations of two or more military departments, the military departments will conduct a consolidated analysis to consider the ability of the community's infrastructure to support missions, forces, and personnel associated with all scenarios affecting those installations. (*draft*)