THE UNDER SECRETARY OF DEFENSE

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ACQUISITION,
TECHNOLOGY
AND LOGISTICS

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MEMORANDUM FOR INFRASTRUCTURE EXECUTIVE COUNCIL MEMBERS
INFRASTRUCTURE STEERING GROUP MEMBERS
DIRECTOR, DEFENSE LOGISTICS AGENCY
CHAIRMEN, JOINT CROSS-SERVICE GROUPS

SUBJECT: Transformation Through Base Realignment and Closure (BRAC 2005) Policy Memorandum Four - Selection Criteria 7 and 8

Background

The Secretary of Defense memorandum of November 15, 2002, established the authorities, organizational structure, goals, and objectives for the Department's development of BRAC 2005 recommendations. Policy Memoranda One through Three provide further guidance on implementing BRAC 2005. This memorandum is the fourth in a series of Under Secretary of Defense for Acquisition, Technology and Logistics (USD(AT&L)) policy memorandum implementing BRAC 2005. The USD (AT&L) will issue additional policy guidance, as necessary, throughout the BRAC process.

Purpose

This guidance clarifies how the Department will (1) assess a community's infrastructure to determine the ability of the community to support military missions and forces, and the quality of life that it can provide to military personnel and their families; and (2) consider the environmental impact of different closure and realignment scenarios as it develops its closure and realignment recommendations. This memorandum applies to the Military Departments and Joint Cross-Service Groups (JCSGs).

Policy Guidance

I. Selection Criterion Seven

A. *Policy*

Selection Criterion 7 examines "the ability of both the existing and potential receiving communities' infrastructure to support forces, missions, and personnel." In order to assess a community against criterion 7, the Department has identified ten community attributes – demographics, child care, cost of living, education, employment, housing,

medical, safety/crime, transportation, and utilities – that it believes best capture the criterion.

B. *Reports*

The criterion 7 Joint Process Action Team (JPAT), created by the ISG to develop a Department of Defense (DoD)-wide approach to applying criterion 7, provided the Military Departments and the Joint Cross-Service Groups (JCSGs) with a report for each military installation using the template at Appendix A. The criterion 7 reports, using certified data, summarize the ten attributes of the community in which a military installation is located. The specific data used to create the reports is resident in the OSD Military Value Analysis Database and will be made available for review by the Military Departments and JCSGs. The JPAT will also maintain the data in a single database.

C. *Implementation*

The Military Departments and JCSGs will use the criterion 7 reports 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 consider the ability of the community's infrastructure to support missions, forces, and personnel associated with all scenarios affecting those installations. In the event a decision to close or realign an installation or activity is determined using an element of Criterion 7 as the discriminating factor, the responsible Military Service or Joint Cross Service Group will notify the JPAT 7 Executive Agent Functional Representative (AF/DPX) in writing. In these instances, the JPAT 7 team will review the particular element identified, ensuring accuracy.

II. Selection Criterion Eight

A. *Policy*

Selection criterion 8 assesses "the environmental impact, including the impact of costs related to potential environmental restoration, waste management, and environmental compliance activities" of closure and realignment recommendations. The environmental impacts that the Department must consider under criterion 8 fall into three areas: environmental resource impacts; impacts of costs related to potential environmental restoration; and impacts of costs related to potential waste management and environmental compliance activities. The Department will consider these impacts as discussed below.

1. *Environmental Resources Impacts*

In order to assess and consider the environmental resource impacts of different scenarios, the Department has identified ten environmental resource areas for consideration: Air Quality; Cultural/Archeological/Tribal Resources; Dredging; Land Use Constraints/Sensitive Resource Areas; Marine Mammals/Marine Resources/Marine Sanctuaries; Noise; Threatened and Endangered Species/Critical Habitat; Waste Disposal; Water Resources; and Wetlands.

2. *Impact of Potential Environmental Restoration Costs*

The Department will consider the impact of costs related to potential environmental restoration through the review of certified data for pre-existing, known environmental restoration projects at installations that are identified during scenario development as candidates for closure or realignment. In this regard, the certified data considered by decision makers will only include the FY03 current estimate of costs to complete for Installation Restoration (IR) sites managed and reported under the Defense Environmental Restoration Account (DERA). It is important to note that under DERA, the costs are generally calculated on a "clean-to-current-use" clean-up standard. The cost of environmental restoration will not dictate any installation closure decision but will be noted by the appropriate Military Department and DLA in the installation environmental profile, the summary of scenario environmental impacts, and the summary of cumulative scenarios' environmental impact discussed below. The presence of IR sites is considered as a land use constraint for installations receiving missions as a result of a realignment decision. Since the Department of Defense has a legal obligation to perform environmental restoration regardless of whether a base is closed, realigned, or remains open, environmental restoration costs at closing bases will not be considered in the cost of closure calculations.

Decision makers should be aware that although the remediation of munitions contamination is a form of environmental restoration, the costs of remediating munitions contamination on operational ranges are not captured in the existing estimated cost to complete for IR sites. Additionally, estimates of such costs are not available in an auditable or certifiable form without site survey and preliminary analysis of contamination, which is not attainable within the BRAC analytical timeframe. Experience to date has shown that the cost to remediate ranges varies from small to very significant amounts depending on a variety of aspects. These aspects are the type, quantity, and location of potential munitions used over the entire life of the range; potential other uses of the range such as open burn, open detonation and burial sites; potential future land-use use of the range; and the lack of an agreed upon process for identifying and removing such hazards. In order to consider the impact of these costs in the absence of credible estimates, when a Military Department develops a scenario summary for a scenario that involves a closure of an operational range, it will identify the potential impact of closing an operational range where the extent of financial liability is

uncertain. For example, the scenario summary might note: "Decision makers should be aware that the closure decision contemplated in this scenario would necessitate the closure of X ranges and the remediation of any munitions contaminants on the ranges. The cost and time required to remediate the ranges is uncertain and may be significant, potentially limiting near-term reuse of the range portion of the facility."

3. *Impact of Potential Waste Management and Environmental Compliance Costs*

Recurring and non-recurring environmental compliance and waste management costs are captured in Criterion 5 using the Cost of Base Realignment Actions (COBRA) estimates of Base Operating Support (BOS) costs generated for each scenario being evaluated as part of the scenario analysis process. Any one-time waste management and compliance costs associated with closing a facility (e.g., costs generated as result of operating permit closure regulations) or similar one-time costs associated with realignment actions (expanding treatment or compliance operation permits) are also identified in COBRA. The Military Departments, and DLA for property it exclusively operates as a stand-alone installation, will ensure that these one-time costs are included in the summary of scenario environmental impacts and the summary of cumulative scenarios' environmental impact so that decision makers can consider the impact of these costs in their criterion 8 consideration.

B. *Reports*

1. *Installation Environmental Profiles*

The Military Departments with real property responsibility for installations, and DLA for property it exclusively operates as a stand-alone installation, have prepared environmental profiles in the format provided at Appendix B for their respective installations. The profiles use certified environmental data of a particular installation and array the environmental resource areas and cost data to present the current picture of that installation's environmental condition and its ability to assume new missions given that condition. Decision makers will use these profiles in their BRAC scenario analyses. Each profile will also serve as a guide to the raw environmental data regarding a particular installation and allow the decision maker to consider how a particular scenario may impact the environmental condition at that installation(s).

2. *Summary of Scenario Environmental Impacts*

For those scenarios that the Military Departments and JCSGs have conducted a COBRA run and believe need to receive complete criteria review, the scenario proponent will request that a Summary of Scenario Environmental Impacts be prepared using the template at Appendix C. The purpose of this summary report is to summarize the environmental impacts of a particular scenario thereby providing the decision makers

with information they need to fully consider environmental impacts. The Military Department with real property responsibility for the affected installation(s) and DLA for property it exclusively operates as a stand-alone installation will prepare the summaries upon request. The Summary will consist of an overview of the certified data and potential impacts, including the impacts of costs related to potential environmental restoration, waste management, and environmental compliance activities, as explained above.

3. *Summary of Cumulative Environmental Impacts*

The third report is the Summary of Cumulative Environmental Impacts on a particular installation. Using the template at Appendix D, the Military Departments, and DLA for property it exclusively operates as a stand-alone installation, will summarize the cumulative environmental impacts of all candidate recommendations affecting a particular installation. The Summary of Cumulative Impacts will be compiled from the individual scenario summaries prepared earlier.

C. *Implementation*

The Military Departments and the JCSGs are responsible for adhering to the criterion 8 policy contained herein. The Military Departments and JCSGs will use certified environmental data, installation profiles, scenario impact summaries, and cumulative environmental impact summaries in their deliberative assessments of BRAC closure and realignment decisions. The Military Departments and DLA are responsible for preparing these documents and providing analytical assistance as necessary.

Michael W. Wynne
Acting USD (Acquisition, Technology & Logistics)
Chairman, Infrastructure Steering Group

Appendices
A) Criterion 7 Report Template
B) Criterion 8 Installation Environmental Profile Template
C) Criterion 8 Summary of Scenario Environmental Impacts Template
D) Criterion 8 Summary of Cumulative Environmental Impacts Template

Appendix A Template

Installation Criteria 7 Profile

Notional AFB, State

Demographics

The following tables provide a short description of the area near the installation/activity. Notional AFB is **9.4** miles from **Cityville**, State (XX) the nearest city with a population of 100,000 or more. The nearest Metropolitan Statistical Area (MSA) is

MSA	Population
Cityville, XX	**302,963**

The following entities comprise the Military Housing Area (MHA):

County/City	Population
Jones	**153,963**
Smith	**1,025**
Allen	**33,646**
Lee	**9,040**
Moore	**74,769**
Roberts	**23,339**
Total	**295,782**

Child Care

This attribute captures the number of nationally accredited child-care centers within the local community: **25**

Cost of Living

Cost of Living provides a relative measure of cost of living in the local community. General Schedule (GS) Locality pay provides a relative scale to compare local salaries with government salaries and Basic Allowance for Housing (BAH) is an indicator of the local rental market. In-state tuition is an indicator of the support provided by the state for active duty family members to participate in higher-level education opportunities.

Median Household Income	(US Avg $41,994)	**$40,500**
Median House Value	(US Avg $119,600)	**$85,600**
GS Locality Pay	("Rest of US" 10.9%)	**13%**
O-3 with dependents BAH Rate		**$1,124**
In-state tuition for family member		**Yes**
In-state tuition continues if member PCSs out of state		**Yes**

Education

This attribute defines the population in local school districts and identifies capacity. The pupil/teacher ratio, graduation rate, composite SAT I/ACT scores provide a relative quality indicator of education. This attribute also attempts to give communities credit for the potential intellectual capital they provide.

NOTE: "MFR" means a Memorandum for the Record is on file at the installation/activity/agency to document problems in obtaining the required information. Reasons for not being able to obtain information may be that the school district refused to provide the information or the school district does not use or track the information.

If the installation/activity/agency has incomplete information from the local school system in order to accurately compute a score in this area, the number of school districts reporting information will be captured in addition to the computed answer.

School District(s) Capacity		**26,323**
Students Enrolled		**25,326**
Average Pupil/Teacher Ratio		**16:1**
High School Students Enrolled		**3121**
Average High School Graduation Rate	(US Avg 67.3%)	**67%**
Average composite SAT I score	(US Avg 1026)	**920**
Average ACT score	(US Avg 20.8)	**27**
Available Graduate/PhD Programs		**12**
Available Colleges and or Universities		**3**
Available Vocational and or Technical Schools		**1**

Employment

Unemployment and job growth rates provide a relative merit of job availability in the local community. National rates from the Bureau of Labor Statistics are also provided.

The unemployment rates for the last five years:

	1999	2000	2001	2002	2003
Local Data	**3.8%**	**4.1%**	**5.5%**	**6.4%**	**5.6%**
National	4.2%	4.0%	4.7%	5.8%	6.0%

The annual job growth rates for the last five years:

	1999	2000	2001	2002	2003
Local Data	**1.2%**	**1.3%**	**1.1%**	**1.0%**	**1.2%**
National	1.5%	2.4%	.03%	-.31%	.86%

Housing

This attribute provides an indication of availability of housing, both sales and rental, in the local community. Note: According to the 2000 Census, Vacant Sale and Vacant Rental Units do not equal total Vacant Housing Units. Vacant housing units may also include units that are vacant but not on the market for sale or rent.

Total Vacant Housing Units	**235**
Vacant Sale Units	**135**
Vacant Rental Units	**75**

Medical Providers
This attribute provides an indicator of availability of medical care for military and DoD civilians in the local community. The table reflects the raw number of physicians/beds and ratio of physicians/beds to population.

	# Physicians	# Beds	Population
Local Community	**705**	**940**	**302,963**
Ratio	**1:430**	**1:322**	
National Ratio (2003)	1:421.2	1:373.7	

Safety/Crime
The local community's Uniform Crime Reports (UCR) Index for 2002 per 100,000 people and the national UCR based on information from the Federal Bureau of Investigation (FBI) for 2002:

Local UCR	**3012**
National UCR	4118.8

Transportation
Distance to an airport shows convenience and availability of airline transportation. Public transportation shows potential for members and DoD civilians to use it to commute to/from work under normal circumstances and for leisure.

Distance from Notional AFB to nearest commercial airport: **8** miles
Is Notional AFB served by regularly scheduled public transportation? **No**

Utilities
This attribute identifies a local community's water and sewer systems' ability to receive 1,000 additional people.

Does the local community's water system have the ability to meet an expanded need of an additional 1,000 people moving in the local community? **Yes**

Does the local community's sewer system have the ability to meet an expanded need of an additional 1,000 people moving in the local community? **Yes**

Appendix B Template

Installation Environmental Profile

Installation X Environmental Profile

(DON will list the activities on Installation X who submitted certified data)

1. Air Quality (DoD Questions #210-225):

a. The Clean Air Act (CAA) establishes health-based standards for air quality and all areas of the country are monitored to determine if they meet the standards. A major limiting factor is whether the installation is in an area designated nonattainment or maintenance (air quality is not meeting the standard) and is therefore subject to more stringent requirements, including the CAA General Conformity Rule. Conformity requires that any new emissions from military sources brought into the area must be offset by credits or accounted for in the State Implementation Plan (SIP) emissions budget. The criteria pollutants of concern include: CO, O3 (1 hour & 8 Hour), and PM (PM10, and PM2.5). Installations in attainment areas are not restricted, while activities for installations in non-attainment areas may be restricted. Non-attainment areas are classified as to the degree of non-attainment: Marginal, Moderate, Serious, and in the case of O3, Severe and Extreme. SIP Growth Allowances and Emission Reduction Credits are tools that can be used to accommodate increased emissions in a manner that conforms to a state's SIP. All areas of the country require operating permits if emissions from stationary sources exceed certain threshold amounts. Major sources already exceed the amount and are subject to permit requirements. Synthetic minor means the base has accepted legal limits to its emissions to stay under the major source threshold. Natural or true minor means the actual and potential emissions are below the threshold.

b. [Specific summary of data regarding Installation X]

2. Cultural/Archeological/Tribal Resources (DoD Questions #229-237):

a. Many installations have historical, archeological, cultural and Tribal sites of interest. These sites and access to them often must be maintained, or consultation is typically required before changes can be made. The sites and any buffers surrounding them may reduce the quantity or quality of land or airspace available for training and maneuvers or even construction of new facilities. The presence of such sites needs to be recognized, but the fact that restrictions actually occur is the overriding factor the Profile is trying to identify. A programmatic agreement with the State Historic Preservation Office or a Tribal Historic Preservation Office facilitates management of these sites.

b. [Specific summary of data regarding Installation X]

3. Dredging (DoD Questions # 226-228):

a. Dredging allows for free navigation of vessels through ports, channels, and rivers. Identification of sites with remaining capacity for the proper disposal of dredge spoil is the primary focus of the profile. However, the presence of unexploded ordnance or any other impediment that restricts the ability to dredge is also a consideration.

b. [Specific summary of data regarding Installation X]

4. Land Use Constraints/Sensitive Resource Areas (DoD Questions #198-201, 238, 240-247, 254-256, 273):

a. Land use can be encroached from both internal and external pressures. This resource area combines several different types of possible constraints. It captures the variety of constraints not otherwise covered by other areas that could restrict operations or development. The areas include electromagnetic radiation or emissions, environmental restoration sites (on and off installation), military munitions response areas, explosive safety quantity distance arcs, treaties, underground storage tanks, sensitive resource areas, as well as policies, rules, regulations, and activities of other federal, state, tribal and local agencies. This area also captures other constraining factors from animals and wildlife that are not endangered but cause operational restrictions. This resource area specifically includes information on known environmental restoration costs through FY03 and the projected cost-to-complete the restoration.

b. [Specific summary of data regarding Installation X]

5. Marine Mammal/Marine Resources/Marine Sanctuaries (DoD Questions #248-250, 252-253):

a. This area captures the extent of any restrictions on near shore or open water testing, training or operations as a result of laws protecting Marine Mammals, Essential Fish Habitat, and other related marine resources.

b. [Specific summary of data regarding Installation X]

6. Noise (DoD Questions # 202-209, 239):

a. Military operations, particularly aircraft operations and weapons firing, may generate noise that can impact property outside of the installation. Installations with significant noise will typically generate maps that predict noise levels. These maps may then be used to identify whether the noise levels are compatible with land uses in these noise-impacted areas. Installations will often publish noise abatement procedures to mitigate these noise impacts.

b. [Specific summary of data regarding Installation X]

7. Threatened and Endangered Species/Critical Habitat (DoD Questions #259-264)

a. The presence of threatened and endangered species (TES) can result in restrictions on training, testing and operations. They serve to reduce buildable acres and maneuver space. The data in this section reflects listed TES as well as candidate species, designated critical habitat as well as proposed habitat, and restrictions from Biological Opinions. The legally binding conditions in Biological Opinions are designed to protect TES and critical habitat. The profile identifies the presence of the resource, TES, candidate or critical habitat, even if they do not result in restrictions, as well places where restrictions do exist.

b. [Specific summary of data regarding Installation X]

8. Waste Management (DoD Questions # 265-272):

a. This resource area identifies whether the installation has existing waste treatment and/or disposal capabilities, whether there is additional capacity, and in some case whether the waste facility can accept off-site waste. This area includes Resource Conservation and Recovery Act (RCRA) Treatment, Storage and Disposal facilities, solid waste disposal facilities, RCRA Subpart X (open/burning/open detonation) and operations.

b. [Specific summary of data regarding Installation X]

9. Water Resources (DoD Questions # 258, 274-299):

a. This resource area asks about the condition of ground and surface water, and the legal status of water rights. Water is essential for installation operations and plays a vital role in the proper functioning of the surrounding ecosystems. Contamination of ground or surface waters can result in restrictions on training and operations and require funding to study and remediate. Federal clean water laws require states to identify impaired waters and to restrict the discharge of certain pollutants into those waters. Federal safe drinking water laws can require alternative sources of water and restrict activities above groundwater supplies, particularly sole source aquifers. Water resources are also affected by the McCarran Amendment (1952), by which Congress returned substantial power to the states with respect to the management of water. The Amendment requires that the Federal government waive its sovereign immunity in cases involving the general adjudication of water rights. On the other hand, existence of Federal Reserve Water Rights can provide more ability to the government to use water on federal lands.

b. [Specific summary of data regarding Installation X]

10. Wetlands (DoD Questions # 251, 257):

a. The existence of jurisdictional wetlands poses restraints on the use of land for training, testing or operations. In the data call the installations were asked to report the presence of jurisdictional wetlands and compare the percent of restricted acres to the total acres. The presence of jurisdictional wetlands may reduce the ability of an installation to assume new or different missions, even if they do not presently pose restrictions, by limiting the availability of land.

b. [Specific summary of data regarding Installation X]

Appendix C Template

Summary of Scenario Environmental Impacts

[Describe scenario specifically: description must cite all specific details explored in the COBRA runs] *Below is an illustration with hypothetical installations and their impacts.*

General Environmental Impacts

Environmental Resource Area	Camp Swampy Losing Training Asset	Base Oceanview receiving training asset
Air Quality	No Impact	Oceanview is in moderate nonattainment for carbon monoxide and severe nonattainment for ozone. Conformity determination may have to be conducted.
Cultural/Archeological/Tribal Resources	Disposition of the historic barracks will have to be determined	No impact
Dredging	No Impact	No impact
Land Use Constraints/Sensitive Resource Areas	No impact	There may be an impact on approximately 1,000 acres of sensitive resource area.
Marine Mammals/Marine Resources/ Marine Sanctuaries	No impact	No impact
Noise	Noise will be reduced at Camp Swampy	Noise will increase at Base Oceanview but may not affect local community
Threatened& Endangered Species/Critical Habitat	No impact	Increased monitoring of species X may be required to ensure training will not impact the breeding habitat during the months of April and May
Waste Management	Reduces waste disposals associated with the training assets.	Increases waste disposal associated with the training assets.
Water Resources	Reduces water resources.	Increases water consumption, but Oceanview has sufficient water resources to accommodate training assets
Wetlands	No impact	No Impact

Summary of Scenario Environmental Impacts (cont'd)

Impacts of Costs

	Camp Swampy	Base Oceanview
Environmental Restoration	Restoration Costs through FY 03 and Cost to Complete estimate	Restoration Costs through FY 03 and Cost to Complete estimate
Waste Management	None	None
Environmental Compliance	None	Air conformity assessment may be required; requirement for expanded air permits may be likely; the cost is approximately $X

Appendix D Template

Summary of Cumulative Environmental Impacts

[Here list all the candidate recommendations that serve as an additional function at Base X]

1. *Candidate # 23 – describe each scenario referring to original individual Summary document*
2. *Candidate # 28 – brief description*
3. *Candidate #30 – brief description]*

Below is an illustration with a hypothetical installation and impacts.

Environmental Resource Area	Base X (Gaining Installation)
Air Quality	Base X is in moderate nonattainment for carbon monoxide and severe nonattainment for ozone. Candidate #23 will require Conformity determination be conducted, but existing air credits should accommodate new mission.
Cultural/Archeological/Tribal Resources	No impact
Dredging	Candidate #28 requires a deepening of the existing channel.
Land Use Constraints/Sensitive Resource Areas	Due to Candidate #30 there will be an impact on approximately 1,000 acres of sensitive natural resource area.
Marine Mammals/Marine Resources/ Marine Sanctuaries	No impact
Noise	Candidate #23 will increase at Base X but will not affect local community
Threatened& Endangered Species/Critical Habitat	Candidate #23 – increased monitoring of species Y will be required to ensure training will not impact the breeding habitat during the months of April and May
Waste Management	All 3 candidates increase waste disposal associated with the training assets.
Water Resources	All 3 candidates increase water consumption, but Base X has sufficient water resources to accommodate training assets
Wetlands	No Impact

Summary of Cumulative Environmental Impacts (cont'd)

Impacts of Costs

	Base Overview
Environmental Restoration	Restoration Costs through FY 03 and Cost to Complete estimate
Waste Management	None
Environmental Compliance	Scenario #23 - Air conformity assessment required; requirement for expanded air permits likely and the estimate for the cost to obtain the permits is approximately $X