



THE CITY OF SAN DIEGO

Attachment 1

THE SAN DIEGO BRAC REPORT

EXECUTIVE SUMMARY AND EXCERPTS

**An Assessment Of San Diego Area
Navy And Marine Corps Bases
In Light Of The Prospect Of
Another Round Of Defense Base Closures And Realignment
In The Year 2005,
As Authorized By
The Defense Base Closure And Realignment Act Of 1990,
As Amended By The National Defense Authorization Act
For Fiscal Year 2002**

PREPARED FOR THE CITY OF SAN DIEGO

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Since the end of the Cold War, the Department of Defense has conducted four rounds of Defense Base Closures and Realignments in 1988, 1991, 1993, and 1995. The rationale underlying these closures and realignments was that there had been substantial reductions in the force structure, *i.e.*, military personnel and units such as ships and aircraft, which had not been matched by proportional reductions in infrastructure, *i.e.*, military bases and facilities.

The Department of Defense has estimated that, even after four rounds of closures, it still has 25 percent more facilities than it needs. Thus, in 2001, Secretary of Defense Donald H. Rumsfeld urged Congress to authorize another round of closures, and, in the National Defense Authorization Act for Fiscal Year 2002, Congress granted the Department authority to conduct another round in the year 2005, provided that DoD justified the need to close additional bases in various submissions to Congress.

The Department of the Navy operates twelve major military bases and activities in the City of San Diego and in San Diego County. This Navy-Marine Corps complex consists of Naval Station San Diego, Naval Base Point Loma, Naval Medical Center San Diego, the Space and Naval Warfare Systems Command Headquarters, Space and Naval Warfare Systems Center San Diego, Marine Corps Air Station Miramar, and Marine Corps Recruit Depot San Diego in the City of San Diego; Naval Air Station North Island, Naval Air Depot North Island, and Naval Amphibious Base Coronado in Coronado; Naval Outlying Landing Field Imperial Beach in Imperial Beach; and Naval Weapons Station Seal Beach-Detachment Fallbrook in Fallbrook.

The operational bases in the San Diego area have high military value on their own and collectively as a network of military resources. Naval Station San Diego is home to the Pacific Fleet's largest concentration of Cruisers, Destroyers, Frigates, and Amphibious Ships and it also accommodates ships assigned to the Military Sealift Command and United States Coast Guard vessels. Naval Air Station North Island is homeport to three nuclear-powered Aircraft Carriers and it is the only base in the Pacific that can accommodate three Carriers. Its airfield supports the Pacific Fleet's helicopter squadrons and sea control jet aircraft squadrons as well as a detachment of maritime patrol aircraft. It is a major training base whose jets and helicopters also use the nearby offshore training ranges in the Eastern Pacific Ocean and whose helicopters also train on the Outlying Landing Field at Imperial Beach. Naval Amphibious Base Coronado provides realistic training in expeditionary and special warfare in classrooms and on its beaches for Navy and Marine Corps personnel learning and practicing the doctrine and tactics of expeditionary and special warfare. The former Naval Submarine Base San Diego facilities, now part of Naval Base Point Loma, are homeport to five nuclear-powered Attack Submarines of the Pacific Fleet that train and operate with the Aircraft Carrier Battle Groups and the Amphibious Ready Groups based at NAS North Island and Naval Station San Diego.

Marine Corps Base Camp Pendleton is an extremely active base that allows Marines to train for virtually every kind of warfare they could encounter from amphibious landings to desert, mountain, and urban warfare. Its training ranges allow a broad range of ground and air warfare exercises that include the use of live ordnance from artillery and aircraft as well as rifles and mortars. Marine Corps Air Station Miramar is home to fighter and attack jet aircraft and helicopters. Its aviators conveniently train on the offshore ranges in the Eastern Pacific Ocean off the coast of Southern California and on the desert ranges in Southern and Southeastern California and Southwestern Arizona. Miramar is centrally located to allow efficient, effective and economical training for fixed wing and rotary wing aircraft squadrons.

It is unlikely that the Department of Defense would close these operational bases or significantly reduce their operations in the 2005 round of Defense Base Closures and Realignments. Each base supports important military missions and has high military value on its own. Their value collectively as a network, supplemented by the other Navy and Marine Corps bases and training ranges in Southern and Southeastern California and Southwestern Arizona and offshore in the Eastern Pacific Ocean, is extraordinary.

It is also unlikely that the Department would close or significantly reduce the operations of Naval Medical Center San Diego, which is a modern, full-service hospital that serves both active duty and retired service members and their families. Similarly, it is unlikely that the Department would close or significantly reduce the operations of Naval Weapons Station Seal Beach's Detachment at Fallbrook. It supplies Amphibious Assault Ships based at the Naval Station and the First Marine Expeditionary Force based at Camp Pendleton with ordnance and ammunition and it supplies missiles that the Pacific Fleet aircraft squadrons carry.

In light of its location and versatility, it is unlikely that the Department would close Naval Base Point Loma, but, as discussed below, it could reduce some of the activities that are based there. The Point Loma Fuel Department supplies petroleum products for all of the Naval vessels in San Diego, and Point Loma's Magnetic Silencing Facility minimizes the likelihood that Pacific Fleet ships will attract mines. The physical plant associated with these activities is substantial and not likely to be relocated elsewhere.

Facilities at Risk of Closure

There are, however, Navy and Marine Corps activities that will be evaluated in the 2005 round of closures and likely considered for reduction and/or consolidation with similar activities being conducted elsewhere. These are Point Loma's Submarine Squadron Eleven, Naval Air Depot North Island, the Space and Naval Warfare Systems Command Headquarters in Old Town, Space and Naval Warfare Systems Center San Diego on Point Loma, and Marine Corps Recruit Depot San Diego adjacent to Lindbergh Field.

There are only five Attack Submarines that comprise Squadron Eleven based at the former Naval Submarine Base San Diego facilities at Naval Base Point Loma. Nearly all of the Pacific Fleet's Attack Submarines are homeported at the Naval Submarine Base Pearl Harbor facilities at Naval Station Pearl Harbor on the island of Oahu in Hawaii. If the Pacific Fleet concludes that it is no longer advantageous for training and operational purposes to base Attack Submarines close to the Aircraft Carriers, Cruisers and Destroyers based at NAS North Island and Naval Station San Diego, it could move those submarines to Pearl Harbor.

Similarly, the Department of Defense will likely consider the possibility of consolidating Marine Corps Recruit Depot San Diego with the Marine Corps' East Coast Recruit Depot at Parris Island, South Carolina. There are sound operational and economic reasons for DoD to maintain a West Coast Marine recruit training center, and the Marine Corps is likely to advance strong arguments in favor of retaining MCRD San Diego. Nevertheless, the Navy closed its West Coast recruit training center at San Diego in the 1993 round of Defense Base Closures and Realignments, and advocates of consolidation within DoD are certain to raise the prospect of closing MCRD in the 2005 round.

The Secretary of Defense has stated that: "A primary objective of BRAC 2005, in addition to aligning our base structure to meet our post-Cold War force structure, is to examine and implement opportunities for greater joint activity." He also observed that: "While some

unique functions may exist, those functions that are common across the Services must be analyzed on a joint basis.” The Secretary is referring to organizations he describes as “common business-oriented support functions,” and these include maintenance and repair depots such as Naval Air Depot North Island and research and development and test and evaluation laboratories and engineering centers such as the Space and Naval Warfare Systems Command Headquarters and Space and Naval Warfare Systems Center San Diego.

The Naval Air Depot at North Island maintains, repairs and performs overhauls on a variety of Navy and Marine Corps aircraft and the main engine turbines on many Navy Cruisers and Destroyers. Its Navy Primary Standards Laboratory is a unique asset for the Department of Defense. Nevertheless, it is a business-oriented support function and DoD will likely consider whether its activities can be consolidated with similar repair, maintenance and overhaul activities at other Military depots or privatized.

The Navy’s Space and Naval Warfare Systems Command, based in the Old Town section of San Diego, is one of the Navy’s three systems commands. The other two are the Naval Sea Systems Command in Washington, D.C. and the Naval Air Systems Command in Southern Maryland. Recently, the Department of the Navy reorganized this command, which is known as SPAWAR, and transferred nearly all of its acquisition authority to organizations that are independent of SPAWAR. Thus, SPAWAR is now largely an engineering center that supports the organizations that gained its acquisition authority and also has responsibility as the chief engineer for development of the Navy’s command, control, communications, computers and intelligence systems (C4I) and as the architect for the Navy’s concept of network-oriented warfare. These are important responsibilities, but the reorganization suggests the possibility that, in the future, SPAWAR could be merged with the Naval Sea Systems Command or the Naval Air Systems Command or with a new Navy systems command that would absorb all three systems commands or with a new DoD-wide acquisition organization that would have authority over the acquisition of all command, control, communications and intelligence systems.

Space and Naval Warfare Systems Center San Diego is situated in 12 major and many smaller buildings at Naval Base Point Loma. It is the Navy’s principal research and development, test and evaluation, and engineering center for command, control, communications, computers and intelligence, surveillance and reconnaissance systems (C4ISR). It performs extremely important work that is central to the Department of Defense’s major initiative to transform the Armed Forces for Twenty-First Century warfare, because the C4ISR systems that it develops and delivers allow the Army, the Navy, the Marine Corps and the Air Force to operate together. Joint operations are one of the most important facets of transformation, and SSC San Diego investigates the technology and develops the systems that allow joint forces to communicate with each other; gain information about their adversaries; and exchange information with each other.

However, the other Military Departments have research and development and test and evaluation laboratories that are also engaged in C4ISR projects. Thus, to the extent that Navy,

Army and Air Force laboratories duplicate each other's work or overlap with each other's work, they will likely be considered for consolidation.

The Secretary has also stated that: "Prior BRAC analyses considered all functions on a service-by-service basis and, therefore, did not result in the joint examination of functions that cross services." To that end, he directed DoD to identify the support functions that will receive joint analysis and to develop the common metrics to be applied to those analyses by mid-April 2003. This early focus on functions that each Military Department performs, such as C4ISR research and development, suggests that DoD will conduct a rigorous examination of each Military Department's research and development program and look for ways to consolidate them. The Systems Center is well positioned, particularly since it conducts some research and development that the other Military Departments do not conduct, but it will still receive a thorough evaluation by DoD analysts searching for opportunities to consolidate at least some of its activities in a joint research and development, test and evaluation, and engineering center.

Recommendations for San Diego's Response to BRAC 2005

It is clear from the Secretary of Defense's Memorandum of November 15, 2002, that the Department is seeking not only to eliminate excess physical capacity, but also to reconfigure its infrastructure in a manner that maximizes the capability of the operating forces to fight wars effectively and efficiently. Thus, BRAC 2005 will play an important role in transforming the Department of Defense for Twenty-First Century warfare. It is also evident from the Memorandum that the Department intends to conduct a wide-ranging and creative inquiry into the possible ways that military bases could be rearranged to support Twenty-First Century forces.

Examined individually, the military bases in San Diego County are demonstrably effective. Considered as a group, these bases are even more effective and they are very efficient. Certain activities on the bases, however, are candidates for relocation and/or consolidation with similar activities based elsewhere.

Each of the Navy and Marine Corps bases in San Diego County has high military value when considered on a stand-alone basis. Each base has a mission that is important to the national security of the United States, and nearly every base is situated on property that, by virtue of its location and physical attributes, is uniquely suited to the mission of the operating forces based there.

Equally important, when the San Diego County military bases are considered together, as a network of facilities that complement each other, they gain even more military value. Indeed, the Navy-Marine Corps complex in San Diego, supplemented by the Navy and Marine Corps bases at Twentynine Palms, El Centro and Yuma and their associated training ranges and by San Clemente Island and the offshore ranges in the Eastern Pacific, supplies the operating forces with unparalleled opportunities to satisfy their readiness and training requirements efficiently and economically.

San Diego's strategy should be guided by the Secretary of Defense's Memorandum, which characterizes as "profound," the contribution that BRAC 2005 can make to transforming the Department of Defense by rationalizing its infrastructure with defense strategy. Thus, San Diego must demonstrate that its bases and support activities contribute to transforming the Department for the Twenty-First Century.

The Department of Defense will apply different standards to operational bases and support functions. It will apply traditional military value criteria, such as those listed in the new base closure statute, to the operational bases. And it will apply criteria to the support functions, i.e., depots and laboratories, that seek to reduce and/or eliminate duplicative and overlapping activities.

Consequently, San Diego must approach the operational bases such as Naval Station San Diego, Naval Air Station North Island, Marine Corps Base Camp Pendleton and Marine Corps Air Station Miramar in one fashion and support activities such as NADEP North Island, SPAWAR, PEO C4I/Space, and SSC San Diego in a different fashion. San Diego should rely upon the traditional military value considerations to address operational bases, and upon activity-specific considerations to address the support functions.

In respect of the operational bases, San Diego should convey to the Office of the Secretary of Defense, the Department of the Navy, and the Defense Base Closure and Realignment Commission that the military bases in San Diego County contribute to transformation in two ways. First, each Navy and Marine Corps base in San Diego County effectively and economically supports military missions that have high military value now and for the foreseeable future. Second, collectively, the San Diego bases, supplemented by the other Navy and Marine Corps bases and training ranges in Southern and Southeastern California, Southwestern Arizona and the Eastern Pacific Ocean, comprise a network of readiness and training resources that has extraordinary value by virtue of the unique training opportunities that it provides efficiently and economically. These two themes reflect the unassailable fact that operating forces of all kinds can be based in San Diego County and train on a year-round basis more effectively, efficiently and economically than at any other place in the United States.

Illustrative examples are evident throughout the San Diego County military bases. The Cruisers and Destroyers based at the Naval Station train and operate in the Eastern Pacific Ocean with the Aircraft Carriers based at North Island and with the Submarines based at Point Loma. The Amphibious Ships based at the Naval Station take on Marines from Camp Pendleton and Marine Corps aircraft from Camp Pendleton and Miramar and train offshore with the Aircraft Carrier Battle Groups. The helicopters at North Island train offshore on the Eastern Pacific range near San Clemente and at Imperial Beach. The aircraft at Miramar train on the offshore ranges in the Eastern Pacific; at San Clemente Island; and on the air warfare ranges a short flight away in Southern and Southeastern California and Southwestern Arizona. The Marine troops at Camp Pendleton train on the Coronado beaches; on the ground ranges at Twentynine Palms; on San Clemente Island; and in the Southeastern California and Southwestern Arizona desert as well as at Camp Pendleton. Thus, the San Diego-based forces are centrally located close to offshore, air and ground training ranges.

These two themes: (1) that each of the San Diego County Navy and Marine Corps bases has high military value on its own; and (2) that, together with the other bases and ranges in Southern and Southeastern California, Southwestern Arizona, and the Eastern Pacific Ocean, the San Diego bases comprise a unique military complex that possesses extraordinary military value as an effective, efficient and economical guarantor of readiness, should be conveyed to the Office of the Secretary of Defense and the Department of the Navy throughout the duration of the BRAC 2005 process and to the Defense Base Closure and Realignment Commission when it holds hearings. San Diego should prepare a paper that presents both themes through examples of the actual operations of military units at all of the bases. This paper would set out the value of the bases individually and collectively and include the desert and offshore ranges.

These two themes also highlight the advantages of locating support functions such as depots and laboratories close to operating forces. As with the relationship between the operating bases and the training ranges, there is demonstrable synergy between the support activities (such as maintenance, training, and research and development activities) and the operating forces. The support activities obtain information from the operating forces on a regular basis and use that information to maintain and repair ships, aircraft and equipment; to conduct training that replicates conditions the operating forces are likely to encounter in Twenty-First Century Naval and expeditionary warfare; and to develop new technologies and products that respond to the needs of the operating forces and enhance their capabilities. These themes illuminate the advantages of maintaining in San Diego activities such as NADEP North Island, the various training commands and activities, SPAWAR Headquarters, PEO C4I/Space, SSC San Diego and the Naval Health Research Center.

However, proximity-based considerations of convenient access and regular exchanges of information are not likely to be sufficient, standing alone, to withstand challenge based upon DoD's conclusion that particular support activities duplicate or overlap with those conducted at another Military Department's facility. More will be required. For the "common business-oriented support functions" such as NADEP North Island, SPAWAR, PEO C4I/Space, and SSC San Diego, it will be necessary to advance arguments based upon the quality of work performed by these activities; the efficiencies and economies of their operations; and the value they contribute to transforming DoD for the Twenty-First Century.

San Diego should articulate these arguments in activity-specific papers that address each of the contributions by each of the support activities. Each paper should make the case for maintaining each activity in San Diego by emphasizing its capabilities, efficiencies, economies and capacity to absorb similar work now being performed elsewhere. As with the paper addressing the operational bases, these papers should be submitted to the Office of the Secretary of Defense, the Department of the Navy, and the Defense Base Closure and Realignment Commission.

Similar considerations also apply to Submarine Squadron Eleven and the Naval Health Research Center, and papers should be prepared that set out their value. With respect to

Submarine Squadron Eleven, San Diego should emphasize the operational, training and cost advantages of maintaining Attack Submarines in San Diego where they can train and operate efficiently and economically with the Aircraft Carrier Battle Groups based there. In respect of the Naval Health Research Center, San Diego should reinforce the rationale and decision of the 1995 Defense Base Closure and Realignment Commission by focusing on NHRC's close and productive relationship with Navy and Marine Corps operating forces based in San Diego.

Next, local elected officials from the City and County of San Diego, State Legislators, community representatives, and San Diego's Congressional Delegation should communicate with the Secretary of Defense and the Secretary of the Navy in two ways. They should write letters to them that reflect the two themes and then follow-up those letters with meetings that convey the City's and the County's support for maintaining the bases and support activities in San Diego. These visits should commence during 2003 and continue throughout the duration of the BRAC 2005 process.

Next, San Diego should begin to prepare for hearings that the Defense Base Closure and Realignment Commission will hold in 2005. This preparation should take two forms. First, testimony should be prepared for local elected officials and community representatives to present to the Commission. Second, demonstrative exhibits that reflect the two themes, such as maps, diagrams and photographs, should be prepared and assembled for submission to the Commission.

At the same time, San Diego should stay abreast of developments within the Office of the Secretary of Defense and the Department of the Navy. In particular, the City and the County should monitor the Office of the Secretary of Defense's consideration of the functions that will be analyzed on a joint basis and the criteria that will be applied in selecting bases for closure or realignment. Since the selection criteria will be open to comment from the public, the City and the County should review the draft selection criteria when they are published and comment upon them.

Additionally, the City and the County should begin communicating with the two teams within the Department of the Navy (the IEG and the IAT) that are responsible for developing recommendations regarding closure and realignment and concerning opportunities for joint cross-service consolidations. Indeed, San Diego should submit the same papers to these two teams that it submits to the Secretary of Defense and the Secretary of the Navy.

Similarly, the City and the County should begin communicating with the groups within the Office of the Secretary of Defense (the IEC and the ISG) that are responsible for making policy regarding the BRAC 2005 process and for overseeing joint cross-service analyses of common business-oriented business functions. San Diego should submit the same papers to these two groups that it submits to the Secretary of Defense.

To ensure that all of these communications are effective, the City and the County should begin the process of briefing local elected officials, State Legislators, community representatives, and the Congressional Delegation and their staffs concerning the two themes that will be

presented in the papers and the additional detailed arguments that will be presented in the activity-specific papers concerning the support activities. This will allow them to convey well-informed views to the Department of Defense.

In summary, the City and the County, through their local elected officials, State Legislators, community representatives, and Congressional Delegation must send the message to the Pentagon that each Navy and Marine Corps base in San Diego has high military value; that the Navy-Marine Corps complex here and in the Southern California-Southwest Arizona region has extraordinary military value that it is unique in the United States; and that the support activities are making substantial contributions to the operating forces and to transformation for the Twenty-First Century. This message should be transmitted on paper and conveyed in face-to-face meetings with decision makers at every level within the Office of the Secretary of Defense and the Department of the Navy and it should be conveyed regularly throughout the duration of the BRAC 2005 process. Additionally, when the Defense Base Closure and Realignment Commission holds hearings in 2005, these two themes should be advanced through the personal appearances and testimony of local elected officials and community representatives and in demonstrative exhibits that are submitted to the Commission for its consideration.

Timeline

If the Secretary of Defense certifies that there is a need for another round of base closures and realignments and that these closures and realignments would result in annual net savings for each Military Department by the year 2011, the process of developing recommendations for closure and realignment will begin early in Calendar Year 2004, so that the Defense Department can submit its recommendations to the Defense Base Closure and Realignment Commission in May of 2005.

The schedule for the 2005 round of base closures is as follows:

December 2003: DoD must publish its proposed selection criteria for the Military Departments to apply when making recommendations for closure and realignment no later than December 31, 2003, and, after a public comment period, must publish its final selection criteria no later than February 16, 2004.
(Sections 2913(a)(1)) and (e)).

February 2004: DoD will submit the twenty-year force structure plan; the worldwide infrastructure inventory; the report of infrastructure requirements and excess capacity; and, if appropriate, the certifications that the need exists for another round of closures and realignments and that the Military Departments will achieve annual net savings within six years.
(Section 2912(a)(1)).

March 2005: The President must nominate nine Commissioners to serve on the Defense Base Closure and Realignment Commission no later than March 15, 2005.
(Sections 2912(d)(1),(3)).

May 2005: The Secretary of Defense must submit the Defense Department's recommendations for closure and realignment to the Commission and to Congress no later than May 16, 2005. (Section 2914(a)).

September 2005: The Commission must submit its report to the President, identifying bases that it recommends for closure and realignment no later than September 8, 2005. (Section 2914(d)(1)).

The President has fifteen days, until September 23, 2005, to approve or disapprove the Commission's recommendations. (Section 2914(e)(1)).

If the President approves all of the Commission's recommendations, the President transmits certification of that approval to Congress (Section 2903(e)(2)). Congress has forty-five days to disapprove the entire list. (Section 2904(b)(A)).

If the President disapproves the recommendations of the Commission, in whole or in part, the President transmits to the Commission and to Congress the reasons for that disapproval. (Section 2903(e)(3)). The Commission then has until October 20, 2005, to submit a revised list of recommendations for closure and realignment to the President. (Section 2914(e)(2)).

November 2005: The President must send an approval to Congress, accepting the Commission's revised list by November 7, 2005. If the President does not transmit an approval to Congress by November 7, 2005, the closure and realignment process will be terminated. (Section 2914(e)(3)).

On November 15, 2002, the Secretary of Defense issued policy guidance to the Department of Defense, the Military Departments, and the Joint Chiefs of Staff concerning the 2005 round of Defense Base Closures and Realignments in a Memorandum captioned "Transformation Through Base Realignment and Closure." This Memorandum makes clear that in BRAC 2005, the Department of Defense is seeking not only to eliminate excess physical infrastructure, but also to reconfigure its current infrastructure in ways that maximize the capabilities of the operating forces to fight wars effectively and efficiently, including looking for opportunities to combine now-separate activities of the Military Departments into joint activities and to consolidate common business-oriented support activities such as research and development and test and evaluation activities.

The Military Departments have begun to prepare their respective force structure studies, infrastructure inventories, and infrastructure requirements and excess capacity analyses. The Department of Defense will publish its proposed selection criteria (in addition to the statutory criteria) by December 31, 2003, and, after a period for public comment, will publish its final criteria in the Federal Register by February 16, 2004. (Sections 2913(a)(1) and (e)).