

Marine Corps Ground Depot Maintenance: Roles and Missions – Present and Possible Future Executive Summary

Marine Corps Logistics Command's (LOGCOM) Logistics Bases Albany and Barstow (MCLBA and MCLBB) represent *significant military value* to the Department of Defense (DoD) within the context of a “transformed” DoD, as well as for *the current force*. The installations offer *significant operational value and potential due to their locations* near major metropolitan areas in California and the southeastern United States at the nexus of major road and rail intersections; close to major commercial and military aviation facilities and near major port complexes (Los Angeles / Long Beach, San Diego, Jacksonville, Charleston, Savannah, etc.).

MCLBA and MCLBB support organizations from all Services that are inextricably linked to: the success of combat and training operations around the world; the effectiveness of critical installations in the region and the realization of DoD's vision for a transformed military force and operational structure to meet emerging 21st Century challenges.

MCLBA and MCLBB are Essential to Operational Forces. Tenant units are direct support elements to the 1st and 2nd Marine Expeditionary Forces (MEF) based at Camp Pendleton, CA, and Camp Lejeune, NC, and their worldwide operations. They provide *full-spectrum maintenance and modernization services to combat organizations worldwide. Thousands of pieces of MCLBA- and MCLBB-serviced equipment have been used in combat and/or contingency operations* of the United States Unified Commands. MCLBA and MCLBB units also *directly support* the Marine Corps – *America's 911 Emergency Response Force* – and *the high-priority, Maritime Pre-Positioned Force Program (MPFP)* and Blount Island Command (BIC). As *host to one of only two Joint Nuclear Biological and Chemical Equipment Assessment Laboratories in the country*, MCLBA is *at the forefront of emerging technologies in force protection*.

MCLBA and MCLBB are Essential to Regional Installations and Training. MCLBA is *located* in the southeastern United States *with a major portion of DoD's combat power from all Services* and strategically *located near the new Joint Gulf Range Complex (JGRC)* off the western coast of Florida. MCLBA's depot maintenance operations are critical to maintenance of MPFP equipment located at the BIC near Jacksonville, FL. *Blount Island was acquired by the Marine Corps in 2004 and a major justification for taking ownership was its proximity to MCLBA.* MCLBB units operate *DoD's largest rail yard. The rail yard - and training enabled by it - are essential to the success of training at the Army's National Training Center at Fort Irwin (“NTC/Fort Irwin”)* for Active and Reserve Component units from across the country. *The rail yard is used to provide similar support to the Marine Corps Air Ground Combat Center (MCAGCC) at Marine Corps Base 29 Palms (“29 Palms”)* that – during peacetime – annually hosts one-third of the Fleet Marine Force's (FMF) training exercises for Active and Reserve Component units. MCLBB units also provide *essential logistical and rapid turnaround maintenance support to Camp Pendleton and 29 Palms that enable annual training of tens of thousands of Active and Reserve Component personnel from all Services.*

MCLBA and MCLBB are “Joint/Federal Installations.” Their units include organizations from, and with responsibilities for, United States Unified Commands; Defense Agencies; Active and Reserve Components of the Army, Navy, Marine Corps, and Air Force; National Guard; National Aeronautics and Space Administration (NASA) activities and others.

MCLBB is a Key Enabler of the Nation's Most Important “Joint/Federal Complex.” *It provides essential transportation, logistics management and maintenance training and services for units and equipment at NTC/Fort Irwin; Marine Corps's MCAGCC, 29 Palms and Camp Pendleton; and the Navy's Port Hueneme.* In addition, its support to NTC/Fort Irwin enables DoD's Joint National Training Capability in the Southwestern United States. *Maximum value of the Joint/Federal Complex could not be realized without the physical infrastructure and technical expertise available from MCLBB.*

MCLBA and MCLBB Can Be Leveraged for Greater Benefit to DoD. The installations offer many ways to generate even greater military value for much less cost. Both installations have nearly all the *equipment, facilities and skills needed to repair and/or refurbish the vehicles and heavy equipment used by operational units in their regions*. DoD could realize *significant savings, obtain greater efficiencies, and decrease the time units are without needed equipment items if they were serviced regionally, when possible*. Both installations possess Center for Industrial and Technical Excellence (CITE) designation for several core competencies – several with value to private sector companies. Making broader use of *CITE authority, the installations could contract, subcontract or partner with private sector and other public sector entities to generate revenues that could be used to offset operating expenses, reduce labor rates, modernize equipment, etc.* – all of which would benefit DoD. *Enhanced Use Leasing (EUL) Authority* can be employed to reduce the *infrastructure footprint, maintenance costs, and improve installation operating efficiency*. If DoD and the local communities agreed, *EUL Authority and proximity to port complexes on both coasts could be used to create Inland Ports* in underused space offering significant opportunity for revenue generation on underutilized land and facilities. Similarly, the installations could take advantage of *“lease back authority” and operate on smaller footprints if the depot properties were transferred to the local communities and operated as industrial parks*. Alternatively, there is local *capability to expand MCLBA’s footprint, if needed*. The installations’ real property *assets could be used to provide both robust DoD support and economic development opportunities for local communities*.

MCLBA and MCLBB Are Important to DoD Transformation. The organizations are *facilitized and staffed by skilled personnel and ideally located to support DoD’s transition to “iterative” design, testing and development of new vehicles*. *CITE and/or EUL Authority could be used to make the necessary facilities, space and personnel available for innovative public-private sector partnering*. The installations could also be *important elements in providing services, testing practices and collecting data to support Sea Basing Transformational Concepts*. Sea Basing envisions projecting and sustaining combat power from the sea – including the ability to provide depot-level logistics and maintenance support – without reliance on land bases in the operating area. By using MCLBA and MCLBB to simulate *Sea Base Depot Facilities during regional training events, DoD could obtain data and insight, as well as test important concepts and operational practices as a routine part of training rotations to regional installations in ways that would not otherwise be possible*.

MCLBA and MCLBB Can Be Valuable Contributors to Homeland Security and Homeland Defense. Both installations are *secure, unencroached mission facilities located at the nexus of road, rail and aviation lines of communications strategically positioned in the southeastern and southwestern United States, in close proximity to major metropolitan areas (Atlanta, GA; Jacksonville, FL; Los Angeles, CA; Las Vegas, NV; etc.), but distant enough to avoid these “target boxes” for a terrorist attack*. The installations possess *large staging areas to support forces and equipment for use by the Armed Forces or emergency responders in homeland defense missions*. MCLBA hosts *one of only two laboratories capable of testing Nuclear, Biological and Chemical Kits used by DoD; the Department of Homeland Security could leverage this investment by using the laboratory to test NBC kits used by the Department and First Responders*.

LOGCOM, BIC, MCLBA and MCLBB provide the *proper level and integration of logistics capability, flexibility and responsiveness needed by the Marine Corps and contribute directly to the readiness of FMF worldwide operations*. Organized to support Marine Corps Combat Power, they are *essential to the proper training, equipping, and modernization of the Nation’s 911 Emergency Response Force and major combat and combat-support forces of all Services*. Their strategic locations, facility investments, skilled workforce and multi-role potential offer *significant military value to DoD and the Marine Corps that can be used to maximize operational efficiencies and envisioning, testing and implementing initiatives to transform DoD and protect United States National Interests in the 21st Century*.

Marine Corps Ground Depot Maintenance: A Paper about Roles and Missions – Present and Possible Future

Purpose:

The purpose of this paper is to summarize characteristics of the Marine Corps' maintenance and logistics functions and activities that represent significant military value attributes for the Department of Defense (DoD). The focus of the paper is on the possible roles and missions of the Marine Corps' maintenance and logistics functions and units within the context of a "transformed" DoD, as well as on their current military value. The Marine Corps maintenance and logistics functions and activities considered in this paper and their current locations are the Marine Corps Logistics Command ("LOGCOM"), Albany, GA; Marine Corps Logistics Base Albany (MCLBA), GA; Marine Corps Logistics Base Barstow (MCLBB), CA; and the Marine Corps' Blount Island Command (BIC), Jacksonville, FL.

Background:

LOGCOM is located aboard MCLBA and is an integral part of the Marine Corps' worldwide capability for combat operations. Integrated and focused logistics operations and support are critical to peacetime combat readiness and wartime combat success for the Marine Corps. Marine Corps logistics support is tightly integrated into its operational doctrine and employment strategies and is cost effective and responsive to National Security needs and emergencies. LOGCOM supports the Marine Corps concept of Expeditionary Maneuver Warfare and responds rapidly to critical situations worldwide. LOGCOM's logistics capabilities are melded into a single focus by its four installations/activities – LOGCOM Headquarters at MCLBA, MCLBA, MCLBB and BIC. This small, efficient set of activities provides the robust logistics, force-enabling capability required to support the Fleet Marine Forces' (FMF) worldwide operations and constitutes an essential part of the *Marine Corps' Readiness Logistics Team*.

The LOGCOM organization was formed from two separate Marine Corps command structures – principally Material Command – during the summer of 2003 around readiness core competencies to integrate the global Marine Corps logistics, maintenance management, supply chain management, distribution management and strategic prepositioning functions. The reorganization was just one step in the *Marine Corps Logistics Bases (MARCORLOGBASES) Strategic Plan 2003 – 2005* to focus on reducing depot maintenance costs and increasing functional efficiencies. The reorganization supports transformation of Marine Corps logistics to provide greater flexibility and support to its warfighters. The evolving Maritime Prepositioning Force Program (MPFP) supports transition to the Naval Services' concept of *Maritime Prepositioning Force 2010* to successfully conduct Expeditionary Maneuver Warfare. This evolution is an important part of the overall DoD transformation from a requirements-based force into a more lethal, flexible and agile capabilities-based fighting force. The Secretary of Defense notionally recognized the Marine Corps' reorganization and focus on transforming its logistics operations and support in his kickoff memorandum for the base realignment and closure (BRAC) process authorized for 2005.

“... BRAC 2005 can make an even more profound contribution to transforming the Department by rationalizing our infrastructure with defense strategy. BRAC 2005 should be the means by which we reconfigure our current infrastructure into one in which operational capacity maximizes *both* warfighting capability and efficiency.”

MCLBA and MCLBB play a significant role in the LOGCOM mission, taking equipment from operational FMF units and rebuilding, repairing and returning it to field operations or readiness stocks. The two logistics bases are similarly facilitated and constituted, but with primary responsibilities for supporting different operational theaters while BIC enables quick response to contingency requirements.

- MCLBA focuses support on the Atlantic Fleet and FMF stationed along the East coast of the United States.
- MCLBB supports the Pacific Fleet and forces stationed west of the Mississippi, on the West coast and in the Far East and Asia.
- BIC manages, coordinates and executes logistics efforts in support of the Marine Corps Maritime Pre-Positioned Force Program (MPFP).

For efficient and time-critical transportation responsiveness, Marine Corps Logistics Centers are deliberately sited and directly linked to robust sea, air, rail and road transportation networks to meet combat-critical delivery deadlines. LOGCOM's roles and missions are essential components of military value for all Services and are inextricably linked to the success of combatant commanders and operations around the world. Additionally, LOGCOM's support is essential to the effectiveness of critical military installations in the regions surrounding its activities and is an important enabler for DoD's vision of more efficient activities and a transformed military able to meet emerging challenges of the 21st Century.

BIC is located in the middle of the St. Johns River, seven miles from the Mayport Naval Station in Jacksonville, FL. While the Marine Corps has operated a terminal on Blount Island since 1986, ownership was acquired in 2004 to obtain more control over the property's use. BIC is critical to the Marine Corps' warfighting capabilities and conducts a massive logistics sustainment program to support the MPFP from maintenance and loading facilities on Blount Island and with maintenance support from MCLBA and MCLBB. The MPFP concept traces its origins to the height of the Cold War in the late 1970s and has expanded steadily since then. BIC manages sixteen maritime prepositioning ships (MPS) and the Norway Forward Deployed Equipment Program. Each of the MPS is offloaded at Blount Island once every 33 months to have its equipment and supplies inspected, repaired/replaced and cleaned, if necessary. MPFP assets have been used since the initial stages of Operations Enduring Freedom (OEF) and Iraqi Freedom (OIF). The availability and readiness of much of the equipment has been cited as an important element of the successful "dash to Baghdad" by United States forces in OIF. MPFP assets are also used in humanitarian missions, and six ships mobilized to support the United States' relief effort for victims of the tsunami that devastated Southeast Asia on December 26, 2004. Support for reconstitution and replacement of MPFP assets damaged in combat theaters and during the relief effort is a high priority mission of MCLBA and MCLBB.



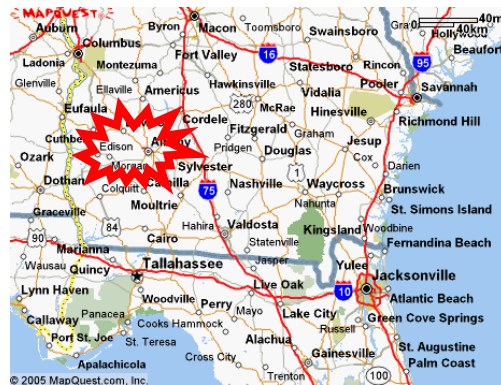
MCLBA & MCLBB are "sister organizations" on either side of the country. As such, many of the missions performed, and opportunities to leverage the assets of, the two facilities and their human resources are similar. Because of the similarity of the installations and their workforces, MCLBA and MCLBB provide "back up" to each other and important flexibility to satisfy LOGCOM tasking. Conversely, the installations also possess characteristics, capabilities and perform some missions based on geographic presence and functional responsibilities. Therefore, this section's discussion of MCLBA and MCLBB is divided into two

parts. The first portion addresses installation-specific aspects; while the second part focuses on commonalities of their current and potential roles and missions.

1. Installation Specific.

MCLBA is located in Albany, GA, in the southwestern corner of the state (Dougherty County), with easy access to seaports on the Gulf of Mexico and Atlantic ports in Georgia, South Carolina and Florida. MCLBA consists of approximately 3,619 acres, 6.2 million square feet of facilities in 317 buildings and nearly 2 million square yards of open storage representing a Plant Replacement Value (PRV) of approximately \$862 million. It is host to LOGCOM, the transformed logistics support paradigm of the 21st Century Marine Corps

MCLBA is accessible via US Highways 19 and 82, and Georgia Highways 3, 50, 62, 91, 133, 234, and 300. Interstate 75 is located 42 miles to the east. The installation is provided motor freight services by 41 common carriers operating in the area – 15 with terminals or agencies, 19 with interstate service, and 22 with intrastate services. Norfolk Southern, Atlantic and Gulf, and Georgia Great Southern Railway companies provide rail services and link MCLBA to the National Rail Network. Bus and air services are provided by the Greyhound-Trailways bus system, Delta Connection-Atlantic Southeast Airlines and United Parcel Service. Ocean-going barge facilities are located 57 miles southeast of MCLBA at Bainbridge, Georgia.



- MCLBA hosts a number of tenant units that include:
 - ✓ A Marine Corps Headquarters Battalion that provides needed infrastructure and service support to all assigned units.
 - ✓ LOGCOM Headquarters and Marine Corps Weapons Systems Management functions that play a key role in Marine Corps combat readiness.
 - ✓ Marine Corps Maintenance Center Albany (MCA) to provide multi-commodity, depot maintenance across the entire maintenance spectrum for weapon systems and support equipment of the Marine Corps and subsystems for customers from other Services and Federal Agencies. MCA also provides support to BIC and the MPFP.
 - ✓ U. S. Transportation Command's (TRANSCOM) Defense Distribution Center (DDC), formerly an operation of the Defense Logistics Agency (DLA).
 - ✓ Joint Nuclear, Biological and Chemical (NBC) Equipment Assessment Laboratory – one of only two such Laboratories in the country – that is on the forefront of emerging technologies created for force protection.
 - ✓ Army National Guard and Reserve and Air Force Reserve functions. A plan to construct a Joint Regional Readiness Center (JRRC) for the Georgia National Guard and Marine Corps Reserves assigned in the state is being staffed. If approved, the JRRC will further enhance the joint nature of MCLBA.
- *MCLBA Adds Essential "Depth" to the MPFP.*
 - ✓ MCLBA's geographic proximity to BIC increases the effectiveness of the MPFP. While BIC is the primary supporter of the MPFP, it is a small installation – less than 300 acres – and not heavily

facilitated for robust depot maintenance support – BIC PRV is \$84.6 million, approximately 10% of MCLBA's. Therefore, MCLBA provides depot support to the MPFP by expanding BIC through-put capabilities in addition to direct support via LOGCOM workload tasking. The proximity of MCLBA and the capability of its Maintenance Center to support BIC requirements for timely and comprehensive support to the MPFP was part of the Marine Corps' justification to acquire ownership of Blount Island.

➤ *MCLBA is Essential to Regional Installations and Joint Training.*

✓ The installation is located in the southeastern United States, a region saturated with other DoD and federal facilities and associated assets. As a logistics and maintenance depot, the value of this phenomenon is significantly different than to installations with operational units. In contrast to "users," the value of MCLBA derives from a large pool of potential customers – both regionally assigned and transient users – since industrial activities market their services based on cost and quality. In addition to a reputation for high quality and timely work, the geographic proximity to operational forces, representing a wide range of discipline areas and Services, provides high military value to MCLBA for DoD and Service transformation efforts.

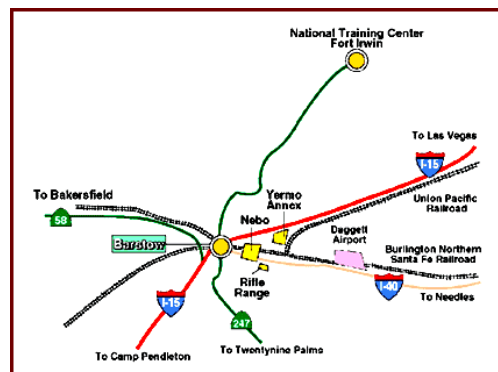
✓ A national training asset, the Joint Gulf Range Complex (JGRC), is a short distance to the south of MCLBA. The JGRC is comprised of special use air, land and sea space used for training operational forces from all Services. The JGRC stretches from Fort Rucker, AL, south to Key West, FL, and east from New Orleans, LA, to the Atlantic Ocean. While the training venues included have been active for decades, they were aggregated into the JGRC following Defense Science Board (DSB) and Defense Planning Guidance Tasking to "develop a means to accomplish joint interoperability testing on a realistic basis" and "establish processes and procedures with training activities to facilitate combining testing and training events." The JGRC offers littoral battlespace (with multiple live ranges) for air, land, both surface and subsurface maritime; live ordnance; amphibious; and special operations forces training and testing of operational/developmental weapons systems. This 400-by-200 mile area is essentially "blanketed" by potential customers for MCLBA. The JGRC and regional military installation assets can meet the majority of needs for the training – and RDT&E – requirements of nearly every weapon or weapon system in the DoD inventory, current or future – directed energy, hypersonic, space launched, etc., included. Since November 2003, portions of the JGRC have been used for U.S. Navy Fleet pre-deployment exercises as a replacement for live fire ranges vacated on the island of Vieques, Puerto Rico. It is anticipated that Navy pre-deployment exercises will now be routinely accomplished in the JGRC, offering the opportunity for regular interaction between land-based forces in support of important fleet training requirements. The JGRC will draw significant other Services' forces into the region by way of the BRAC 2005 process that includes basing of overseas returning units. MCLBA also has local capability for footprint expansion through foresight of the local community. MCLBA's capability to satisfy the maintenance requirements of operational units makes the region more capable of hosting additional force structure returning from overseas or relocated during the BRAC 2005 process.

✓ *MCLBA is At the Forefront of Emerging Technologies for Force Protection.*

✓ MCLBA hosts one of only two Joint NBC Equipment Assessment Laboratories ("Laboratory") in the country. This National Asset is on the forefront of emerging technologies created for force

protection. It is another way MCLBA is directly “connected” to warfighters and clearly identifies the fundamental relevance of the installation’s support to the GWOT and national defense. With U.S. troops currently at risk in greater numbers and concern about weapons of mass destruction increasing, the importance – and possibly DoD workload – of this activity will increase over time. Although initially limited to testing skin decontamination kits only, there is opportunity to expand its responsibilities to other types of NBC testing equipment, if needed to further ensure the safety of operational forces.

MCLBB is located in Barstow, California, on the High Desert of San Bernardino County approximately 120 miles east of Los Angeles at the intersection of major interstate (I-15 and I-40) and state highways (CH-247 and CH-58). Barstow is also home to major rail yards owned by the two largest cargo railroads (Burlington Northern Santa Fe and Union Pacific) in the United States; and within 150 miles of the third-largest port complex (Los Angeles/Long Beach) in the world and the San Diego Mega-Port that includes significant commercial and Naval maritime presence. Barstow-Daggett Airport can be used by a wide range of military aircraft – including strategic lift aircraft. Only 35 miles to the southwest, the robust Southern California Logistics Airport (former George Air Force Base) can handle military and commercial aircraft of any size and is poised to become one of the largest international cargo airports in the country. MCLBB consists of approximately 6,177 acres, over 5 million square feet of facilities in 408 buildings and more than 2.2 million square yards of open storage representing a PRV of approximately \$1.3 billion.



- MCLBB supports 12 military and civilian governmental organizations, but is comprised of the following five major organizations:
 - ✓ Headquarters Battalion that provides needed infrastructure and service support to assigned units.
 - ✓ Marine Corps Maintenance Center Barstow (MCB) to provide multi-commodity, depot maintenance across the entire maintenance spectrum for weapon systems and support equipment of the Marine Corps and subsystems for customers from other Services and Federal Agencies. MCB also provides support to BIC and the MPFP. MCB is the only remaining DoD wheeled, ground vehicle maintenance facility west of the Mississippi River.
 - ✓ Navy Fleet Support Division (FSD) to receive, store, manage, preserve and ship equipment to and from MEF and Navy units worldwide.
 - ✓ TRANSCOM’s DDC providing DoD with services similar to those described for FSD.
 - ✓ Army Movement Control Element (AMCE) providing rail operation support for training rotations at the NTC/Fort Irwin.
- *MCLBB Offers Cost-Effective “Open Storage” of Critical End Items.*
 - ✓ MCLBB’s high-desert, low-humidity climate makes the majority of its 6,177 acres the ideal location for open storage of critical logistics assets since climate-controlled facilities are not required to protect it from weather for years, as opposed to other parts of the country. Items can be stored in the open for decades with little-to-no adverse effects and open areas of the complex are used as

uncovered storage space for thousands of vehicles and equipment items owned by all Services that are subject to re-issue at any moment.

➤ *MCLBB is Essential to Regional Installations and Joint Training.*

- ✓ MCLBB operates DoD's largest rail yard to enable successful training rotations at the NTC/Fort Irwin – the country's premier ground-force training venue and crown jewel of the National Joint Training Capability (NJTC). At 1,000-square miles, NTC/Fort Irwin is approximately the size of Rhode Island and the only place DoD can practice brigade-size, force-on-force operations in the United States. Hundreds of railcars, thousands of pieces and tons of materiel annually transit the rail complex at MCLBB. The AMCE provides quality control of the operations and skill-training for personnel deploying to the NTC/Fort Irwin for training. The rail yard and operation of the AMCE are essential elements of mission-profile training conducted at NTC/Fort Irwin and the pre-deployment, deployment, and re-deployment portions of unit training profiles for Active and Reserve Component units from across the country.
- ✓ The rail yard also supports the MCAGCC at Marine Corps Base 29 Palms. The MCAGCC – during peacetime – hosts one-third of the FMF's Active and Reserve Component units in training exercises each year. Units rotating to/from 29 Palms' MCAGCC use the rail yard to deploy and redeploy similar equipment and materiel to that transiting MCLBB for training rotations at NTC/Fort Irwin.
- ✓ MCLBB units manage logistical support requirements of equipment items, weapons systems, components and provide rapid turnaround maintenance support to Camp Pendleton – one of DoD's busiest training installations. Camp Pendleton is comprised of over 125,000 acres that include more than 17 miles of shoreline that make it home to the majority of Marine Corps Amphibious Training. In addition, the installation operates and maintains firing ranges for everything from 9-mm small arms to 155-mm artillery weapons, landing beaches, personnel and equipment aerial drop zones, aircraft bombing and gunnery ranges, Military Operations in Urban Terrain (MOUT) "towns," and large maneuver areas for training tactical units. MCLBB personnel regularly deploy to Camp Pendleton to provide on-site, time-critical maintenance and support of weapons and support equipment. MCLBB's rail yard and regional, ready-source of expert personnel are essential to the effective operations of Camp Pendleton and annual training of over 65,000 Active and Reserve Component personnel from all Services.
- ✓ MCLBB personnel provide rapid turnaround inspection, repair, upgrade and rebuild maintenance support to 29 Palms – the largest live fire and maneuver facility in the United States. As noted in the foregoing, in peacetime the MCAGCC annually trains approximately one-third of FMF forces. Since the beginning of Operation Enduring Freedom in Afghanistan at the beginning of the Global War on Terrorism, the MCAGCC has supported training for all deploying Marine ground combat and combat-support units. Similar to the mission-critical support provided to Camp Pendleton, MCLBB's rail yard and regional, ready-source of expert maintenance personnel are essential to effective unit training at the MCAGCC.

➤ *MCLBB is a Key Enabler of the Nation's Most Important "Joint/Federal Complex."*

- ✓ Tenant units provide essential transportation, logistics management and maintenance training and services for the Army's NTC/Fort Irwin, Marine Corps's MCAGCC, 29 Palms and Camp Pendleton and the Navy's Port Hueneme. Both NTC/Fort Irwin and 29 Palms are programmed to significantly expand their training activities including the challenging area of MOUT. Increased training will

result in increased logistics management, maintenance training and services making MCLBB even more valuable to DoD in the future. Regional training installations support all Services, and their training facilities and special use land-, air-, and sea-spaces are used by combat and combat-support organizations individually – and in concert – to develop, test and operationalize joint employment concepts. In addition, MCLBB’s support to NTC/Fort Irwin enables DoD’s Joint National Training Capability in the Southwest. Maximum value of the Joint/Federal Complex could not be realized without the physical infrastructure and technical expertise available from MCLBB.

2. Commonalities of MCLBA & MCLBB Current and Potential Roles and Missions. As noted in the foregoing, the installations are, in large part, “mirrors of each other” on the Atlantic and Pacific coasts. This section discusses those missions and mission areas that are essential to the *Marine Corps Readiness Logistics Team* and may be focused on different forces, but share basic similarities. Some of the similarities constitute complementary strengths and provide flexibility in supporting unforeseeable, high priority requirements. Other similarities provide the capability to pursue greater opportunities than would be possible at a single installation and obtain greater leverage from the facilities, equipment and human resources available.

➤ *MCLBA & MCLBB are Essential to Operational Forces.*

- ✓ MCLBA units are direct support elements to the 2nd Marine Expeditionary Force (II MEF) based at Camp Lejeune, NC, while MCLBB units directly support the 1st MEF (I MEF) anchored at Camp Pendleton, CA. Together the installations provide support to 100% of the FMF’s worldwide operations. When combat forces were deployed to the Global War on Terrorism (GWOT), they relied on – and benefited from – logistics support from MCLBA and MCLBB. Personnel from both units deployed into Operation Enduring Freedom and Operation Iraqi Freedom operating areas to assess, repair and upgrade essential combat-damaged equipment.
- ✓ Both installations provide repair, modernization, technical assistance, testing, diagnostics and equipment preservation services, up-to-and-including the most industrially-demanding, 5th-echelon maintenance (heavy metal bending), to combat organizations worldwide. Serviced equipment includes a wide range of items such as tanks, ground and amphibious vehicles, missile and gunnery systems, small arms, etc. from all branches of the military and operational theaters. Thousands of pieces of MCLBA- and MCLBB-serviced equipment have been used in combat and/or contingency operations of the Unified Commands worldwide.
- ✓ Together, MCLBA and MCLBB provide the Marine Corps – America’s 911 Emergency Response Force – flexible, rapid turnaround of the highest priority equipment and materiel as determined by the Commandant and Combatant Commanders. The workforce is highly skilled and cross-trained to enable “commodity/system maintenance,” as opposed to “component/subsystem maintenance” meaning equipment receives all services on-site, thereby maximizing efficiency and workflow control.
- ✓ Both installations receive, provide life-cycle management, maintain and ship equipment used by DoD and Federal agencies globally, as well as directly into the high-priority, MPFP. Based on this program’s success supporting combat operations, the MPFP is being increased to provide a more robust capability for rapid delivery and sustainment of forces ashore. The Commandant of the Marine Corps stated that one of the keys to the success of the unprecedented “dash to Baghdad”

during Operation Iraqi Freedom was the MPFP and high readiness rate of the equipment Marines “fell on” in theater.

- ✓ MCLBA and MCLBB support United States Unified Commands and their organizations either directly through direct logistics activities or TRANSCOM’s DDC. Equipment critical to mission effectiveness is received, serviced, maintained and shipped from a complex whose value is enhanced by each installations’ immediate access to domestic and international destinations via multiple road, rail, air and sea transportation options.
- *MCLBA & MCLBB are “Joint/Federal Installations.”*
 - ✓ The mission-unencroached installations include organizations from, and with responsibilities for, one of nine United States Unified Commands as well as Defense Agencies; Active and Reserve Components of the Army, Navy, Marine Corps and Air Force; National Guard; Office of the Secretary of Defense’s Humanitarian Assistance Program; NASA and others.
- *MCLBA & MCLBB Can Be Leveraged for Greater Benefit to DoD.* The installations offer many ways of generating even greater military value for much less cost.
 - ✓ Both installations have nearly all the equipment, facilities and skills needed to repair and/or refurbish the vehicles and heavy equipment used by operational units in their regions. MCLBA supports Camp Lejeune; could support organizations along the Atlantic Coast and could provide “surge” requirements for similar Army equipment at the Anniston Army Depot (AAD), AL. MCLBB could be used to provide more efficient maintenance services to units during training at the NTC/Fort Irwin. Currently, Army end items requiring depot-level servicing following training rotations are shipped via the MCLBB rail yard to AAD, serviced and then shipped to the parent unit. DoD could realize significant savings, obtain greater efficiencies and decrease the amount of time units are without needed equipment items if they were serviced at MCLBB and then shipped directly to the owning organization, possibly even before or as the unit returns to home station.
 - ✓ MCLBA and MCLBB possess Center for Industrial and Technical Excellence (CITE) designation for several core competencies – several with value to private sector companies. With the CITE designation comes authority to contract, subcontract or partner with private sector and other public sector entities to perform additional work for hire. The authority also permits leasing underused facilities and equipment to non-DoD partners. Revenues realized from such activity can be used to offset operating expenses, reduce labor rates, modernize equipment, etc. – all of which would benefit DoD. MCLBA has a number of CITE partnerships in place and both installations are considering additional opportunities.
 - ✓ Enhanced Use Leasing (EUL) Authority is available to both installations as a tool to reduce the infrastructure footprint, maintenance costs, and improve operating efficiency. EUL Authority could be used to lease non-excess, but underused warehouse units, rail, partial covered storage, or open space. Connected via rail to port complexes on both coasts, the installations could use EUL authority to create Inland Ports (if DoD agreed) to relieve port congestion, increase their throughput and place underutilized government property into more productive use. This could be particularly attractive at MCLBB as it is connected to the third largest container port complex in the world – Ports of Long Beach and Los Angeles (LA/LB). Projected cargo throughput, using 2000 as a baseline, for LA/LB will increase by 300 to 400 percent by 2020, offering a potentially lucrative

opportunity for MCLBB to generate revenue to offset operating costs by establishing an Inland Port with underused land and facilities.

- ✓ Assigned units could be supported in “lease back” property/facilities if DoD and the local communities agreed to transfer the installation properties to their host communities for operation as industrial parks by the communities or development partner(s). Similar to the Rome Laboratory Model in Rome, NY, the installations’ real property assets could be used to provide both robust DoD support and, simultaneously, offering valuable community economic development opportunities. Development of excess property and facilities and operation as a tenant in a civilian industrial park could provide significant operational savings and reductions in common area costs. If combined with establishment of Inland Port(s), a lease back scenario could offer very attractive opportunities – ranging from simple sorting and redistribution operations to creation of major hubs for both import and export cargo services.
- *MCLBA & MCLBB Are Important to DoD Transformation.* Their units:
 - ✓ are facilitated and staffed by skilled personnel and ideally located to support DoD’s transition to “iterative” design, testing and development of new ground vehicles. CITE and/or EUL Authority could be used to make the necessary facilities, space and personnel available for efficient public-private sector partnering. For example, a new general utility vehicle in design for use by the Army and Marine Corps could be tested on existing MCLBB test tracks, in the highly instrumented environments of the NTC/Fort Irwin and subjected to the harsh, live-fire challenges at the MCAGCC at 29 Palms. Edwards AFB and Naval Base Ventura offer additional test venues/capabilities, if needed. Virtually all required joint testing and development activity could be conducted within a 100-mile radius of MCLBB. Similarly, MCLBA facilities could be used to test equipment developed by DoD or its private sector partners in the Eastern United States. The equipment could be tested and “proofed” in the JGRC using land, air and sea operational and test ranges.
 - ✓ could be important elements in providing services, testing practices and collecting data to support Sea Basing Transformational Concepts. Sea Basing envisions projecting and sustaining combat power from the sea – including the ability to provide depot-level logistics and maintenance support – without reliance on land bases in the operating area. The concept includes using “sea based” maintenance personnel to project forward to the land-based combat forces for repairs not requiring large, specialized equipment. When such repairs are required, equipment will be removed to the Sea Base and its organic, depot-level maintenance facility will service the items for return to combat forces ashore. MCLBA and MCLBB locations near Joint Training Complexes and core competencies in regions of heavy Army, Marine Corps and Special Operations training could permit them to “play the role” of Sea Base depot-level maintenance facilities in their theaters. As equipment used in training rotations or exercises at the JGRC, Eglin AFB, Fort Benning, Fort Stewart, NTC/Fort Irwin, 29 Palms, Camp Pendleton, Naval Base Ventura, Fort Hunter Liggett, etc., requires maintenance services, MCLBA or MCLBB personnel could “deploy forward” and repair it. Those items needing more robust capability, could be airlifted via helicopter (V/MV-22 “Osprey,” when operational) to the MCLBA or MCLBB “Sea Base” and returned. As part of the depots’ responsibilities, personnel would gather data on types and frequencies of repairs for all items, as well as evaluate the types of repair equipment, supplies and repair parts that should be included in Sea Base Depot Facility stocks. The frequent training deployments to the high quality training venues

offered in both the Southeast and Southwest, simulate actual operational demands as best can be done short of combat operations. Use of the expeditionary-focused, *Marine Corps Readiness Logistics Team* to simulate the Sea Base Depot Facilities could provide DoD important concept testing and operational practices otherwise unavailable.

➤ *MCLBA & MCLBB Can Be Valuable Contributors to Homeland Security and Homeland Defense.*

- ✓ Both installations are secure facilities located at the intersection of major transportation routes in the southeastern and southwestern United States; are directly connected to the National Railway System; and have significant aviation facilities immediately available (Albany and Barstow-Daggett Airports, respectively). Both are strategically positioned, in close proximity to the major metropolitan areas (Atlanta, GA; Jacksonville, FL and the Gulf Coast; Los Angeles, CA; Los Vegas, NV; etc.), but distant enough to avoid these “target boxes” for a terrorist attack. They both possess large staging areas to support forces and equipment for use by the Armed Forces or emergency responders in homeland defense missions. MCLBB also offers the climate to permit viable open storage of equipment for long periods of time. These characteristics could make MCLBA and MCLBB ideal locations to stage and support Homeland Security or Homeland Defense operations, equipment and response teams.
- ✓ The Joint NBC Equipment Assessment Laboratory (“Laboratory”) at MCLBA could be used by the Department of Homeland Security to provide testing and storage of their NBC kits for national emergencies in addition to the current testing completed on DoD NBC kits. As “first responders” requirements become more sophisticated, the demand for such specialized testing will increase and similar services could be provided for first responder equipment. The uniqueness of this Laboratory, combined with the storage capabilities of MCLBA and a regional transportation system capable of delivering product easily and quickly to any area of the world, offers the opportunity to further leverage the Federal investment in the Laboratory and provide more robust support to DHS.

Conclusion:

LOGCOM, BIC, MCLBA and MCLBB and their units provide the proper level of logistics capability, flexibility and responsiveness needed by the Marine Corps. Together, they contribute directly to the readiness of FMF worldwide operations. Organized to support Marine Corps Combat Power, LOGCOM and its subordinate units are essential to the proper training, equipping, and modernization of the Nation’s 911 Emergency Response Force and major combat and combat-support forces of all Services. Their strategic locations, facility investments, skilled workforce and multi-role potential offer significant military value to DoD and the Marine Corps that can be used to maximize operational efficiencies and envisioning, testing and implementing initiatives to transform DoD and protect United States National Interests in the 21st Century.

APPENDIX ONE

ACRONYMS & TERMS

ACRONYMS & TERMS

29 Palms	Marine Corps Air Ground Combat Center, 29 Palms, CA	MCLBA	Marine Corps Logistics Base Albany, GA
AAD	Anniston Army Depot, Anniston, AL	MCLBB	Marine Corps Logistics Base Barstow, CA
AMCE	Army Movement Control Element	MEF	Marine Expeditionary Force
BIC	Blount Island Command, Jacksonville, FL	MOUT	Military Operations in Urban Terrain
BRAC	Base Realignment and Closure	MPF	Maritime Pre-Positioned Fleet
CITE	Center for Technical Excellence	MPPF	Maritime Pre-Positioned Force Program
DDC	Defense Distribution Center	MPS	Maritime Pre-Positioned Ships
Department	Department of Defense	NASA	National Aeronautics and Space Administration
DHS	Department of Homeland Security	NBC	Nuclear, Biological and Chemical
DLA	Defense Logistics Agency	NJTC	National Joint Training Capability
DoD	Department of Defense	NTC	Army National Training Center, Fort Irwin, CA
EUL	Enhanced Use Lease	OEF	Operation Enduring Freedom
FMF	Fleet Marine Forces	OIF	Operation Iraqi Freedom
FSD	Fleet Support Division	PRV	Plant Replacement Value
GWOT	Global War on Terrorism	TRANSCOM	United States Transportation Command
I MEF	1 st MEF		
II MEF	2 nd MEF		
JGRC	Joint Gulf Range Complex		
JRRC	Joint Regional Readiness Center		
LA/LB	Ports of Los Angeles and Long Beach, CA		
Laboratory	Joint NBC Equipment Assessment Laboratory, MCLBA		
LOGCOM	Marine Corps Logistics Command		
MCA	Marine Corps Maintenance Center Albany		
MCAGCC	Marine Corps Air Ground Combat Center, 29 Palms, CA		
MCB	Marine Corps Maintenance Center Barstow		