

**NOT FOR PUBLICATION
UNTIL RELEASED BY
THE SUBCOMMITTEE OF
THE SENATE ARMED
SERVICES COMMITTEE**

**STATEMENT OF
BRIGADIER GENERAL WILLIE J. WILLIAMS
ASSISTANT DEPUTY COMMANDANT INSTALLATIONS AND LOGISTICS
(FACILITIES)
HEADQUARTERS, UNITED STATES MARINE CORPS
BEFORE THE
SUBCOMMITTEE ON READINESS AND MANAGEMENT SUPPORT
OF THE SENATE ARMED SERVICES COMMITTEE
CONCERNING
MILITARY CONSTRUCTION, FACILITY SUSTAINMENT, RESTORATION AND
MODERNIZATION, ENVIRONMENTAL AND HOUSING PRIVITIZATION
INITIATIVES
ON
APRIL 1, 2004**

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Brigadier General

Willie J. Williams

Assistant Deputy Commandant Installations and Logistics
(Facilities)

Brigadier General Willie J. Williams is currently the Assistant Deputy Commandant, Installations and Logistics (Facilities), Headquarters, U.S. Marine Corps, reporting on board during October 2003.

Brigadier General Williams holds a Bachelor of Arts Degree (Business Administration) from Stillman College, Tuscaloosa, Alabama, a Master of Arts Degree (Business Administration) from National University, San Diego, California and a Master of Science Degree (Strategic Resources Management) from the Industrial College of the Armed Forces, National Defense University.



Brigadier General Williams was commissioned in the Marine Corps in May 1974. He began his career with the 11th Marine Artillery Regiment in May 1975, serving first as Supply Officer for the 3rd Battalion, and later as the Regimental Supply Officer/Assistant S4 Officer. In October 1977, he was ordered to the 3rd Force Service Support Group as the Officer-In-Charge, Inventory Control Point, Iwakuni, Japan. After his one-year tour in Iwakuni, he returned to the U.S. for duty at Marine Barracks, North Island, San Diego, California as the Ship's Detachment Supply Officer, Pacific Ocean Area/Marine Barracks Supply Officer and as the Barracks Executive Officer. In June 1982, he reported to Quantico, Virginia for duty as Platoon Commander, Officer Candidate School and later attended the Amphibious Warfare School.

In May 1983, he became the Supply Officer, Mountain Warfare Training Center, Bridgeport, California. From August 1985 to June 1989 he served as the Assistant Division Supply Officer, 3rd Marine Division, Okinawa Japan, prior to attending the Armed Forces Staff College. While serving with the 3rd Marine Division, Brigadier General Williams stood duty as the Logistics Officer, Contingency Marine Air Ground Task Force 3-88 during its Persian Gulf Deployment from May to December 1988.

After completing Armed Forces Staff College, he was assigned to joint duty with the Department of Defense Inspector General's Office in January 1990. During 1993 he attended the Industrial College of the Armed Forces. Following graduation, he reported to the 31st Marine Expeditionary Unit (Special Operations Capable) to assume the duties as the Commanding Officer of the MEU Service Support Group from September 1994 to September 1996. Brigadier General Williams subsequently served as the Assistant Chief of Staff G4, 3rd Force Service Support Group prior to departing from Okinawa. Brigadier General Williams was then transferred to the 1st Force Service Support Group in June 1997 for duty as the Assistant Chief of Staff, G3. Then in 1998 he assumed the duties as the Commanding Officer of Brigade Service Support Group 1. Upon returning to Okinawa during July 2000 to June 2001, Brigadier General Williams assumed the duties of Commanding General, Marine Corps Base, Camp Smedley D. Butler, Okinawa, Japan. From June 2001 to September 2003, Brigadier General Williams was assigned as the Commanding General, 3d Force Service Support Group, Marine Corps Base, Camp Smedley D. Butler, Okinawa, Japan.

Brigadier General Williams' personal awards and decorations include the Legion of Merit with gold star in lieu of second award, the Defense Meritorious Service Medal, the Navy and Marine Corps Commendation Medal, the Navy and Marine Corps Achievement Medal, the Armed Forces Expeditionary Medal, the Humanitarian Service Medal, the National Defense Service Medal and the Department of Defense Service Badge.

(Updated October 1, 2003 HQMC)

Chairman Ensign, Senator Akaka, and distinguished Members of the Readiness and Management Support Subcommittee:

I am Brigadier General Willie Williams, Assistant Deputy Commandant for Installations and Logistics (Facilities). It is a pleasure to appear before you today with Mr. Dubois. First, I'd like to thank you for your ongoing support for Marine Corps Military Construction.

Installations, the fifth element of the Marine Air Ground Task Force, are a critical component of our readiness to fight and win our Nation's battles.

Our fiscal year 2005 Active and Reserve Military Construction and Family Housing budget provides \$505 million. This, along with \$463 million for facility sustainment and \$67 million proposed for restoration and modernization for our Active and Reserve Marines, the Marine Corps proposes to devote over a billion dollars to construction, sustainment, and maintenance at Marine Corps installations.

Our installation support program is approximately 6% of the Marine Corps budget proposal and supports installations in the United States and Japan with a value of over \$25 billion and acreage that is about 20% larger than the State of Delaware. This program is the result of a long, comprehensive, review of Marine Corps requirements and includes careful balancing of our total program in order to meet the Marine Corps' most critical requirements.

The Military Construction portion of our program addresses some of our most critical needs for readiness, environmental compliance and quality of life. In 2005, our investment of \$75 million in bachelor quarters will meet our goal to eliminate gang-head barracks for our permanently stationed Marines and provide much needed operational, maintenance, and infrastructure support.

The facilities sustainment, restoration, and modernization program proposal maintains funding for the sustainment of our facilities at 95 percent of the OSD established requirement. The Marine Corps has also committed to spending \$67 million in restoration and modernization of existing active and reserve facilities. These investments, while smaller than fiscal year 2004, continue to ensure that our facilities will be improved, though slightly, at the end of 2005.

The family housing request of \$269 million will keep the Marine Corps on track to have contracts in place to eliminate inadequate family housing by the end of fiscal year 2007. Public-private ventures are critical to keeping us on track. On September 30, 2003, the largest PPV to date within the Department of the Navy was awarded that will provide over \$500 million in construction as well as long-term management, maintenance and recapitalization of Marine Corps family housing communities in Virginia and California.

The Marine Corps is committed to sustaining and enhancing mission readiness and access to military training through our environment stewardship programs. These critical programs ensure compliance with regulations and policies, and preserve the natural and cultural resources entrusted to our care by the citizens of our Nation and shared by our surrounding communities.

The absolute necessity of maintaining military readiness is beyond debate, and readiness also depends on our installations' ability to provide quality-training facilities that realistically simulate combat conditions. Encroachment is on the rise, and if left unchecked, will detrimentally impact the mission of our bases, stations, and ranges in the near term and threaten our future military readiness in the long term. At stake for the Marine Corps is our success in combat. We must do all in our power to ensure that Marines, members of our sister Services, and Service member families do not pay an unnecessarily high price for that success. Marines

must train, as they will fight; and to do that requires unencumbered access to sea, land, and airspace.

Now I would like to give you more detailed information on each of the Marine Corps' programs that support our installations.

MILITARY CONSTRUCTION

Marine Corps Bases and Stations provide the “platform” upon which our land, sea and air units develop, mature, train and deploy individually and as a combined arms team. Our bases and stations are the “fifth element” of the Marine Air-Ground Task Force because of their close link to the operating forces; equipment maintenance; and the communities where Marines and their families live, recreate, and socialize, often at some distance from their homes and extended families. Our installation assets and capabilities need to always be available to support operations and training requirements. Military construction is the Marine Corps' primary funding source for recapitalization and modernization of both operational and quality of life infrastructure. As always, the Marine Corps prioritizes our military construction facility requirements against other just as pressing needs. This year, we propose \$208.3 million in urgently required construction projects and \$14.4 million in planning and design.

Operations, administration, maintenance, and infrastructure facilities enhance Marine quality of life. It is a pleasure to visit our installations and hear young Marines talk about how their new facilities support their work in ways our older facilities do not. New, adequate facilities give Marines a great deal of confidence and encourage the rigorous discipline required for them to perform at the higher level. When new construction is deferred, we know that, in the short term at least, Marines will still find a way to accomplish the mission.

The President's fiscal year 2005 budget addresses a number of our mission support requirements. The Construction Weight Handling Shop at Camp Pendleton, CA, consolidates a Marine Wing Support Squadron with range operations and three explosive ordnance disposal teams into efficient facilities from dilapidated, leaking, inadequate facilities. This and our replacement Armory at Camp Lejeune, NC; Close Combat Pistol course at Camp Pendleton; and the Aircraft Maintenance and Training Facility at New River, NC, will give more Marines high-tech, indoor work areas that actually have heating, cooling, running water, electrical power, restrooms, and enough space to accomplish their mission. At Camp Pendleton, CA, we are continuing a long-term capital improvement program for wastewater treatment. This project is funded in fiscal year 2004 and fiscal year 2005 and is the first step in a series of projects that will ultimately meet wastewater quality standards. These new facilities will support deploying of well cared for Marines who are well trained. Without them, quality of work, quality of life, and morale for many Marines will continue to be seriously degraded.

MILITARY CONSTRUCTION, NAVAL RESERVE

The Marine Forces Reserve is an integral and vital portion of our Marine Corps total force. Marine Forces Reserve is comprised of almost 39,600 Selected Marine Corps Reserve personnel at 187 sites, dispersed throughout 48 states. As these numbers suggest, maintenance of Marine Corps Reserve facilities presents a considerable challenge. It is our mission to make sure they are supported with adequate facilities. The Military Construction, Naval Reserve program for exclusive Marine Corps construction must effectively target limited funding to address \$173 million in deferred construction projects. Over 50 percent of the reserve centers our Marines train in are more than 30 years old, and of these, 35 percent are more than 50 years old.

In addition to antiquated facilities, the equipment our Marines use today is bigger, heavier, wider, and longer. Much of it requires appropriately constructed or modified maintenance facilities, as well as adequate electrical power and other support infrastructure upgrades to maintain combat readiness. The electrical demand on our facilities has increased significantly due to the widespread use of electronic devices and technologically advanced equipment, such as weapons systems simulators. Facilities built to accommodate manual typewriters, M151 jeeps, and M-60 tanks are now inadequate for the equipment our modern Marine Corps uses.

To help us address these challenges, the President's fiscal year 2005 Budget for Military Construction, Naval Reserve contains \$12.6 million in construction and \$.4 million in planning and design. This program addresses our most pressing requirements by providing a new Reserve Training Center and Vehicle Maintenance Facility in Jacksonville, FL; and a new Vehicle Maintenance Facility in Norfolk, VA. The overall condition of Marine Corps Reserve facilities continues to demand a sustained, combined effort of innovative facilities management, a proactive exploration of and participation in Joint Facility projects, and a well-targeted use of the construction program

FACILITY SUSTAINMENT, RESTORATION, AND MODERNIZATION

Facility sustainment funding is critical to keeping our buildings functional and supports both the Active and Reserve forces. In the past, our infrastructure was not replaced at an appropriate rate, causing portions of it to deteriorate. As a consequence, the Marine Corps has had to use an increasing percentage of its facility sustainment funds to bind together old, inadequate buildings throughout the course of their service life, rather than maintaining newer,

more economical structures. Significant numbers of facility sustainment projects were deferred due to a lack of funds. This directly impacted the living and working conditions in barracks, mess halls, and other facilities, in highly visible and negative ways. In addition, we suffered a “quiet crisis” with respect to less obvious repairs to steam plants, runways, sewer lines, and roads. In many cases these repairs have a more direct impact on quality of life than specific building projects. These requirements are no longer being ignored.

The Office of the Secretary of Defense (OSD) developed a model to determine the amount of funding we need to sustain our facilities, which continues to be refined and strengthened. We have been able to maintain 95 percent of the OSD-established requirement for the sustainment of our facilities. The Marine Corps has also committed to spending \$67 million of operations and maintenance funding on restoration and modernization of existing active and reserve facilities. These investments continue to ensure that our facilities will be improved, though slightly, at the end of 2005. We look forward to further increases in the overall mission readiness of our facilities in the future.

Demolition

Defense Reform Initiative Directive #36 directed the Marine Corps to dispose of 2.1 million square feet of excess or unneeded structures by the end of fiscal year 2000. The Marine Corps exceeded this goal and continues to aggressively pursue disposal and demolition of inadequate facilities. In fiscal year 2005, the Marine Corps has budgeted \$5 million to demolish an additional 0.3 million square feet.

BACHELOR HOUSING

The Marine Corps' force consists largely of young, single, enlisted personnel. Providing appropriate and comfortable living spaces that positively impact the morale and development of these young men and women is extremely important to the Marine Corps.

The Marine Corps' primary focus is to house our junior enlisted bachelor personnel in pay grades of E1 through E5 on-base, with a goal of providing a 2x0 room standard that allows two junior enlisted Marines (E1-E3) to share a room with a private bath. Noncommissioned officers in the pay grades of E4 and E5 are provided a private room and bath in a 2x0 room. We believe that assigning two junior Marines to a room provides the correct balance between the privacy desired by the Marines and the Marine Corps' goals to provide companionship, camaraderie, and unit cohesion. We also believe that our NCOs (E4s and E5s) need to be in the barracks in order to provide the oversight that strengthens team building and unit cohesion tenets, particularly since we are a younger more junior intensive force. This balance provides the atmosphere necessary to motivate, train and develop Marines, and foster unit integrity.

The Marine Corps maintains approximately 98,000 bachelor enlisted housing spaces worldwide (78,000 in the United States, and 20,000 in Japan). By the end of fiscal year 2004, we will still require an additional 16,330 spaces to adequately house our enlisted bachelor Marines. Your support of our fiscal year 2005 \$74.6 million request for bachelor housing will address our most immediate goal to eliminate permanent party gang-head barracks through four major barracks projects: Marine Corps Base Camp Pendleton, CA; Marine Corps Air Station New River, NC; Marine Corps Air Station Yuma, AZ; and Marine Corps Base Quantico, VA. In addition to the efforts to provide sufficient bachelor housing, we are working diligently to meet

the Department of Defense housing adequacy standards. Since 1998, with your support, we have invested an average of \$79 million per year towards bachelor housing. As a result of these efforts, we have reduced the number of inadequate spaces from roughly 16,000 in 1996 to 4,101. Consequently, our Marines can see signs of progress and know we are working to provide quality housing and an increased quality of life in the barracks.

FAMILY HOUSING

With over 170,000 family members, Marine Corps families are an integral component of readiness. We must always remember that Marines and their families serve out of a sense of duty and loyalty to our country and as they do so, they face the difficulties of the military lifestyle -- frequent relocations often far from extended family and frequent deployments that separate families for months at a time. A continued commitment to improving family housing helps us to convey our appreciation for their service and sacrifices.

In continued support of the President's Management Agenda, we have been increasing our quality housing inventory through public private ventures (PPVs) and military construction where necessary. The Marine Corps is on track to have contracts in place to eliminate inadequate family housing by the end of fiscal year 2007. In addition to PPV initiatives for family housing, the Department's continued initiative to increase the Basic Allowance for Housing (BAH) allows families to access quality affordable housing in the private sector. This is important since more than two-thirds of service members do not live on a military installation. However, many families continue to prefer to live in military or PPV housing for a number of reasons, including economics, safety, schools, and community support. PPV and traditional

military construction efforts will continue to improve the homes necessary to supplement private sector housing.

We have close to 25,000 owned, leased, or PPV family housing units worldwide. Much of the inventory we own is in poor condition and needs major renovation or replacement. The President's fiscal year 2005 budget includes \$129.1 million for replacement, renovation, and PPV seed money. Our 2001 family housing master plan identified close to 17,700 inadequate housing units with the majority of those units requiring significant revitalization or replacement. Thanks to your support we have been able to reduce our inadequate inventory by 7,000 homes since September 2002. The fiscal year 2005 budget will permit us to replace roughly 198 homes at Marine Corps Air Station Cherry Point, NC; and privatize 5,455 homes, which will result in the additional replacement, renovation or demolition of 2,669 inadequate units at Marine Corps Base Camp Lejeune, NC; Marine Corps Air Ground Combat Center, Twenty-nine Palms, CA; and Marine Corps Reserve Support Command Kansas City, MO.

Public Private Ventures

We are seeing success from the PPV projects that we have awarded at Marine Corps Base Camp Pendleton, CA; Marine Corps Air Station Beaufort, SC; and Marine Corps Recruit Depot Parris Island, SC. Marines and their families have also benefited from joint projects with the Navy at Belle Chase, Louisiana and San Diego, California. The PPVs not only improve the homes in which our families live, they also provide community support facilities and recreation facilities that help create neighborhoods and a sense of community. I have received only positive feedback from Marines and their families about these PPVs. Despite our success we have one remaining challenge that is critical to the continued success of our privatization

program --- the statutory “cap” on the amount of budget authority that can be used in military family housing privatization. OSD projects that the Services will reach the current cap of \$850 million in fiscal year-2004. As cash contributions are required for most Marine Corps privatization projects, any help you can provide to eliminate or raise the cap so we may continue our privatization initiatives will be greatly appreciated.

On September 30, 2003, the largest PPV to date within the Department of the Navy was awarded. This project will provide for long-term management, maintenance, construction, and renovation of family housing communities at Marine Corps Base Quantico, VA; Marine Corps Recruit Depot San Diego, CA; Mountain Warfare Training Center, Bridgeport, CA; and Marine Corps Base Camp Pendleton, CA. A groundbreaking ceremony was held on the site in Quantico on October 27. This 50-year PPV includes:

- Privatization of 4,629 existing homes (3,313 Camp Pendleton, CA; 1,311 Quantico, VA; 5 San Diego, CA);
- Demolition of 1,999 homes (832 Camp Pendleton, CA; 1,167 Quantico, VA) and replacement of 1,826 of those homes (833 Camp Pendleton, CA; 993 Quantico, VA);
- Renovation of 2,310 homes (2,161 Camp Pendleton, CA; 144 Quantico, VA; 5 San Diego, CA); and
- Construction of 78 deficit reduction units at Camp Pendleton, CA.

This will provide the Marine Corps with a total inventory of 4,534 units (3,392 Camp Pendleton, CA; 1,137 Quantico, VA; 5 San Diego, CA). Moreover, part of the construction will

include quality of life community support facilities such as recreation centers and playgrounds at Camp Pendleton, CA; Quantico, VA; and Bridgeport, CA.

PPVs only work when private investors can make a reasonable profit. At some installations, low BAH rates and/or facilities condition mean that a business case cannot be made for a PPV, and traditional military construction is the only option. While privatization will not make good business sense at every location within the Marine Corps, it will ultimately help us address much of our housing requirement. We plan to privatize 95 percent of our family housing. We will continue to review opportunities for additional privatization in the near future.

ENVIRONMENTAL COMPLIANCE AND PROTECTION

The lands entrusted to the Marine Corps encompass over 2 million acres of some of the most ecologically sensitive areas of the country. These lands are where we train our Marines to fight and win battles using the full complement of weapons and tactics in realistic training scenarios. Our challenge is to conduct our Marine Corps mission while managing our lands in an environmentally sustainable manner so that we can preserve these resources to train future generations of Marines.

We have made great progress in managing these resources in the last decade. Through dedicated efforts and a commitment of manpower and funding, we have corrected deficiencies and put programs in place to manage long-term issues. Through training and awareness we are integrating environmental requirements into operations and training across all functional areas. We have reduced our liabilities and improved our compliance posture with an investment in qualified staff, improvements to our facilities, use of pollution prevention measures and an

emphasis on providing training to our Marines and civilians so they can do their jobs in an environmentally sound manner.

We recognize that in order to have sustainable installations, we must continue our commitment to environmental stewardship. In fiscal year 2005, we have budgeted \$126 million in Operations and Maintenance, Marine Corps funds to comply with environmental requirements. This funding allows us to meet air, water, and waste requirements, and protect and conserve natural and cultural resources. Our fiscal year 2005 budget is an increase of \$5 million over fiscal year 2004. This additional funding will allow us to begin to assess our ranges for potential environmental issues, protecting both our military mission and the environment.

ENCROACHMENT

We are grateful to Congress for providing a tool to facilitate the management of incompatible developments adjacent to or in close proximity to military lands. We are working with state and local governments and with non-governmental organizations such as the Trust for Public Lands, The Nature Conservancy, the Sierra Club, and the Endangered Species Coalition to acquire lands buffering or near our bases including Camp Lejeune, Marine Corps Air Station Beaufort, and Camp Pendleton. In return for our investment, the Marine Corps is receiving restrictive easements that ensure lands acquired remain undeveloped and serve as buffer zones against future encroachment on our bases.

We are also grateful to Congress for codifying legislation that gives us the opportunity to partner with the U.S. Fish and Wildlife Service and State fish and game agencies in order to manage endangered species present on military lands. Management via our Integrated Natural Resources Management Plans, which we prepare in partnerships with these agencies, allows us

to protect and enhance populations of these species on our lands while allowing Marines to train. Finally, we support the Secretary of Defense's efforts to provide flexibility under the Clean Air Act and to clarify the governing authorities under which DoD would manage operational ranges. The Marine Corps strives to be a good environmental steward and the growing number of endangered species on our lands and their increasing populations are examples of our successes. We remain committed to protecting the resources entrusted to us by the American people.

Mr. Chairman, Marines and their families make great sacrifices in serving their country. The Marine Corps prides itself on the legacy of rewarding that sacrifice by taking care of its own. The Marine Corps would like to thank the Committee for its strong continued support of Marine Corps infrastructure programs and the benefits this support provides in improved readiness and quality of life.

Mr. Chairman, this concludes my statement. I will be happy to answer any questions you may have.