

Chapter 2

Department of Defense Procedures to Develop Recom- mended List

On April 12, 1991, Secretary of Defense Dick Cheney presented to Congress and the Defense Base Closure and Realignment Commission a list of military installations proposed for realignment or closure. The list recommended 43 base closures and 29 realignments and was the product of an extensive DoD review of military bases.

DoD began its review of bases on December 10, 1990, by establishing policy guidance for all services to follow. A DoD steering committee developed the final eight base-evaluation criteria and issued several implementing memoranda. Within this general framework, each service was allowed the flexibility to design an analysis plan around its unique missions and structure.

Four additional memoranda were issued to clarify the DoD review process.

DEPARTMENT OF THE ARMY

In November 1990, the Secretary of the Army established the Total Army Basing Study and tasked this study group to recommend potential closures and realignments.

The Army divided its installations into seven main categories and analyzed each category quantitatively using five existing measures of merit, which were then defined in terms of DoD's selection criteria 1-4 (military value) and criterion 7 (community infrastructure). Each measure was weighted to reflect the Army's view of its importance. The measures of merit and attributes were used to determine the military value of the installations. These rankings served as a point of departure from which the analysts applied their military judgments to recommend closures and realignments.

The Army applied the return-on-investment and impact criteria to bases that ranked low in military value.

Senior Army staff reviewed the Army's final proposals and recommended the list for approval. The Secretary of the Army and the Army Chief of Staff approved this list.

DEPARTMENT OF THE NAVY

The Secretary of the Navy established a six-member Base Structure Committee in December 1990 to determine the Navy's closure and realignment candidates.

The Base Structure Committee grouped all of its installations into categories and determined which categories contained excess capacity; there, it searched for closure and realignment options.

The Base Structure Committee used information as the VCNO (Vice Chief of Naval Operations) study. It was later called the OpNav Study because it was initiated in February 1990 by the Office of the Chief of Naval Operations.

The Base Structure Committee had intended to use the study prepared by the OpNav group, but the committee members were not satisfied with the total utility of the data or weights used in the OpNav Study. The Base Structure Committee used the data from the OpNav Study as a starting point and began a series of hearings, in which senior Navy officials briefed the committee on their respective activities.

The committee members combined their professional military judgment with the data gleaned from these interviews and existing data from the OpNav Study to arrive at their base-closure recommendations. As a result, these judgments sometimes differed from the assessments one might make using the raw empirical data.

The Navy assigned color codes to bases in the categories with excess capacity. The color

codes were assigned to a base by assuming that it could be closed and assessing what impact its closure would have on the Navy's mission. Like the Army, the Navy considered community support (criterion 7) in its analysis of the military value of bases.

Once the Base Structure Committee had selected bases for possible closure or realignment, it evaluated criteria 5, 6, and 8 for these proposals.

The Base Structure Committee presented its nominations to the Secretary of the Navy, who recommended to the Secretary of Defense naval installations for closure or realignment.

DEPARTMENT OF THE AIR FORCE

The Secretary of the Air Force appointed a Base Closure Executive Group of five general officers and five senior-executive-service officials.

The Air Force collected data by distributing standard questionnaires - general, environmental, and air space - to each Air Force base. The executive group sorted the Air Force bases into five categories and ten subcategories, and examined each to identify excess capacity.

Unlike the Army and Navy, the Air Force analyzed all bases according to all eight selection criteria. The executive group developed up to 83 subelements per category to provide specific data points.

The Air Force prepared color ratings for the subelements and used these ratings to rank and group bases. The Secretary of the Air Force selected bases for closure from the options developed by the executive group.