

rationale for each recommendation. Substantial deviations from the application of the force-structure plan and the final criteria have been identified where applicable.

DEPARTMENT OF THE ARMY

U.S. Army Corps of Engineers

Category: Corps of Engineers
Mission: Military and Civil Works
Cost to Close: \$266 million
Savings: 1992-97: \$238 million;
Annual: \$112 million
Payback: 2 years

DEPARTMENT OF DEFENSE RECOMMENDATION

Consider reorganization of the U.S. Army Corps of Engineers under legislation separate from that which established the Base Realignment and Closure Commission (Public Law 101-510). The Corps of Engineers conducted a reorganization study and submitted it as a part of the Department of the Army's recommendation to DoD. The Secretary of Defense removed the Corps of Engineers from his submission to the Base Closure and Realignment Commission.

COMMUNITY CONCERNS

The communities argued that the study had not been properly reviewed by congressional committees charged with oversight of the Corps of Engineers. They also argued that reducing the number of divisions from ten to six had no rational foundation and that the boundaries that describe these new divisions and districts were not determined in a consistent manner. The communities stated that the great distances between these new divisions and district headquarters and their

respective field offices would create inefficiencies.

Finally, the communities argued that the proposed realignment would have a significant impact on the local economies and regions.

COMMISSION FINDINGS

The Commission found that the Corps of Engineers reorganization plan is based on a business-like approach. It combines like functions at the division level where area coverage can be provided, thus relieving the districts of some of their administrative functions. The number of divisions selected was based on four options. Each option considered command-and-control factors and balanced the workload. The boundaries for the new divisions were based on watershed locations and optimizing customer support. The selection of division headquarters was based solely on the ranking of existing headquarters. The number of districts and their headquarters were based primarily on their military ranking and their civil works rankings. In some cases, selections did not follow the rankings to account for needed geographic dispersion and unique capabilities.

The Commission found that the unemployment impacts would increase by no more than two percentage points in any one area; however, these rates are independent of any other action that may be occurring in the respective areas. The implementation costs may be overstated because it is not known exactly how many personnel will elect to retire or quit as opposed to relocating.

The Commission also found that 6,600 authorized positions would be transferred and an additional 2,600 authorized positions would be eliminated. This represents approximately 22 percent of the Corps of Engineers total work force and 47 percent of the work force available for reorganization.

These transfers and eliminations occur at the district and division levels. Four division

and fourteen district headquarters are eliminated to reduce the span of control and increase operational efficiencies. However, project and construction offices in support of the districts are not affected by the reorganization.

RECOMMENDATIONS

The Commission recommends the realignment of the Army Corps of Engineers. We find that the Secretary deviated substantially from criterion 1 (current and future mission requirements) and criterion 4 (cost and manpower implications). Such realignment will be accomplished primarily through the elimination of a number of Corps of Engineers division and district management headquarters located in the United States. The realignment will not be initiated until July 1, 1992, and will conform to the *1991 Corps of Engineers Reorganization Study* unless legislation is enacted by Congress providing an alternative realignment by July 1, 1992, in which event the Secretary will initiate the realignment as determined by the legislation.

Aviation Systems Command and Troop Support Command, St. Louis, Missouri

*Category: Industrial-Commodity Oriented
Installations*

Mission: Logistics Support

Costs to Realign: \$6.4 million

Savings: 1992-97: \$33.5 million;

Annual: \$22.5 million

Payback: Immediate

DEPARTMENT OF DEFENSE RECOMMENDATION

Merge Aviation Systems Command (AVSCOM) and Troop Support Command (TROSCOM) in St. Louis, Missouri, as part of

the Defense Management Report Decision to consolidate the inventory control point.

COMMUNITY CONCERNS

There were no formal expressions from the community.

COMMISSION FINDINGS

The Commission found the consolidation of inventory control points and resultant elimination of an inventory control point were rational approaches to management efficiencies. The cost efficiencies of merging AVSCOM and TROSCOM support the DoD proposal.

RECOMMENDATIONS

The Commission finds that the DoD recommendation did not deviate substantially from the force-structure plan and the final selection criteria. The Commission recommends the merger of AVSCOM with TROSCOM as proposed. Also, the Commission recommends that the Army evaluate the relocation of those activities from leased space to government-owned facilities and provide appropriate recommendations to the 1993 Base Closure and Realignment Commission.

Fort Benjamin Harrison, Indiana

Category: Initial Entry Training/Branch
School

Mission: Army Soldier Support Center;
Defense Finance and Accounting Service

Cost to Close: \$206 million

Savings: 1992-97: -\$123.8 million;

Annual: \$36.9 million

Payback: 4 years

DEPARTMENT OF DEFENSE RECOMMENDATIONS

Close Fort Benjamin Harrison and realign the Soldier Support Center from Fort Benjamin Harrison, Indiana, to Fort Jackson, South Carolina, to initiate the Soldier Support Warfighting Center. Relocate U.S. Army Recruiting Command from Fort Sheridan to Fort Knox rather than Fort Benjamin Harrison. This part of the proposal is a revision to the 1988 Defense Secretary's Commission on Base Realignment and Closure recommendations. Retain Building 1 for the continued use by the Defense Finance and Accounting Service (DFAS) and retain part of Fort Benjamin Harrison for the Army reserves.

Fort Benjamin Harrison was rated lowest in its category. It has limited expansion capability, high operating costs, and high real-property-maintenance costs.

COMMUNITY CONCERNS

The community argued that the Army Soldier Support Warfighting Center would be more suitable at Fort Benjamin Harrison. Moving the two branch schools from Fort Jackson to Fort Benjamin Harrison would be easier than sending six schools from Fort Benjamin Harrison to Fort Jackson. The community also claimed that closing Fort Benjamin Harrison would cause significant job loss. Fort Benjamin Harrison has been a major source of employment for the handicapped and minorities and serves thousands of retirees. The community also argued that Building 1 is currently underused, thus DoD should relocate

functions currently in leased space to Building 1.

COMMISSION FINDINGS

The Commission found that Fort Jackson is a more economical location for the Army Soldier Support Warfighting Center than Fort Benjamin Harrison. It found that the missions at Fort Benjamin Harrison do not require extensive facilities and thus can be easily realigned at minimal costs.

The Commission found that Building 1 is underused. Building 1 is the current home of the branch of the Defense Finance and Accounting Service that is responsible for the Department of the Army finances. The Commission is aware of an ongoing Defense Management Review initiative to consolidate and streamline DoD's Finance and Accounting Services. DoD should look closely at using adequate excess government-owned facilities when evaluating its overall facility requirements.

RECOMMENDATIONS

The Commission recommends to the President the closure of Fort Benjamin Harrison; the realignment of the Soldier Support Center to Fort Jackson, South Carolina; and the retention of the Department of Defense Finance and Accounting Service, Indianapolis Center. We also recommend the revision of the Defense Secretary's Commission on Base Realignment and Closure 1988 recommendation relocating the U.S. Army Recruiting Command (USAREC) from Fort Sheridan to Fort Knox rather than Fort Benjamin Harrison. The Commission also recommends an adjustment in the DoD recommendation. We find that the Secretary deviated substantially from criterion 2, the availability and condition of land and facilities at both the existing and potential receiving locations. Because of this, the Commission recommends to the President the closure of Building 1.

The Commission further recommends that DoD submit its consolidation plan of the Defense Finance and Accounting Service to the 1993 Base Closure and Realignment Commission.

Fort Chaffee, Arkansas

Category: Major Training Areas
Mission: Major Maneuver and Training
Cost to Close: Fort Chaffee/Fort Polk
\$303 million
Savings: 1992-97: -\$34.2 million;
Annual: \$22.9 million
Payback: 5 years

DEPARTMENT OF DEFENSE RECOMMENDATION

Close Fort Chaffee, retaining the facilities and training area to support the Reserve Component. Station the current Active Component tenant, the Joint Readiness Training Center (JRTC), permanently at Fort Polk, Louisiana (outlined in DoD's recommendation for Fort Polk).

COMMUNITY CONCERNS

The community argued that economic impacts will extend further than DoD stated.

Additionally, the community claimed that Fort Chaffee provides a more challenging, versatile training environment than Fort Polk and that Fort Polk was never considered as a candidate for the JRTC. The local citizens also argued that DoD overstated costs for facilities to support the JRTC. For example, a hospital and housing are available in the community and need not be constructed. Finally, the community argued that World War II facilities can be rehabilitated to meet the needs of JRTC at a cost of \$79 million rather than the DoD estimate of \$224 million.

COMMISSION FINDINGS

The Commission found that both Forts Chaffee and Polk were evaluated as potential

sites for the JRTC. The selection of Fort Polk as the site for the JRTC is the result of an Army stationing study that evaluated alternative locations.

The Commission also found that unemployment will increase by four percentage points. The counties of Sebastian, Crawford, and Franklin, which are immediately adjacent to Fort Chaffee, will incur 90 percent of the increase. The Commission also finds there are no permanent facilities at Fort Chaffee and the Army would incur substantial military construction costs in preparing Fort Chaffee to be the permanent home of the JRTC.

The Commission found that Fort Chaffee currently has an Active Component garrison and that the garrison will continue to exist at Fort Chaffee after JRTC is moved to Fort Polk and Fort Chaffee reverts to primarily supporting Reserve Component training. This has been confirmed with DoD.

RECOMMENDATIONS

The Commission finds DoD's recommendation did not deviate substantially from the force-structure plan and the selection criteria. The Commission, therefore, recommends that Fort Chaffee be returned to its semiactive status with an Active Component garrison to be used in support of Reserve Component training and that a permanent Joint Readiness Training Center be established at Fort Polk, Louisiana.

Fort Devens, Massachusetts

Category: Command and Control
Mission: 10th Special Forces Group
Cost to Close: \$160.2 million
Savings: 1992-97: \$30.8 million;
Annual: \$55.2 million
Payback: 0 years

DEPARTMENT OF DEFENSE RECOMMENDATION

Close Fort Devens, retaining only those facilities to support Reserve Component training. Create a small Reserve enclave on Fort Devens's main post and retain approximately 3,000 acres for use as a regional training center. Retain the Headquarters, Information Systems Command (ISC) and supporting elements at Fort Huachuca, Arizona, and Fort Monmouth, New Jersey; and relocate selected ISC elements from Fort Belvoir, Virginia, to Fort Ritchie, Maryland, or another location in the National Capital Region (a change to the 1988 Base Realignment and Closure Commission recommendations). Relocate the 10th Special Forces Group (SFG) from Fort Devens to Fort Carson, Colorado.

The Army will soon need fewer command-and-control installations. Fort Devens ranked ninth out of eleven installations in its category and is not critical to either the midterm management of the Army's build down or the long-term strategic requirements of the Army's command-and-control installation structure.

COMMUNITY CONCERNS

The community argued that the DoD recommendation violates the law because it changes the 1988 Base Realignment and Closure Commission's recommendation, which never was enacted. It also claimed that the Army would be better served by having the Headquarters, ISC, located nearer to a "center of high technology." The community argued that closing Fort Devens will remove the active

Army presence in New England. The community also claimed that the training ranges were adequate to support the 10th SFG. Finally, the community argued that the proposed closure will have a significant impact on the local economy and that the Army overstated the expected land value of the properties to be sold.

COMMISSION FINDINGS

The Commission found that all installations in this category were treated fairly. It also found that the change to the 1988 Base Realignment and Closure Commission's recommendation to leave the ISC at Fort Huachuca, Fort Monmouth, and the National Capital Region does not violate the law. Additionally, a 1989 GAO report revised the 1988 Commission's findings regarding recurring savings from \$21 million to \$8.1 million and the payback periods from 0 years to a range of 43 to 200 years. The Commission also found that because the Headquarters, ISC, had not left Fort Huachuca, the mission may best be continued there, avoiding construction costs of approximately \$74 million at Fort Devens.

The Commission found that the training area at Fort Devens could not adequately support the 10th SFG training. It has insufficient maneuver space, a small drop zone, limits on demolition training, and limits on weapon firing. The proximity to a civilian airport also affects high-altitude, low-opening operations. Army presence will remain in New England for Reserve Component support, recruiting, and other activities.

The Commission also found that the Army will retain 4,600, not 3,000 acres for Reserve Component training. This has been confirmed with the Department of the Army. The Commission found that Fort Devens has newly constructed facilities and that DoD should make maximum use of these facilities in future stationing decisions. The Commission estimates civilian unemployment would increase by two percentage points. The Commission did not include any proposed land

sale in its calculations and found that this did not change the Army's decision.

RECOMMENDATIONS

The Commission finds that DoD's recommendation did not deviate substantially from the force-structure plan and the final selection criteria. The Commission, therefore, recommends the closure of Fort Devens and the retention of 4,600 acres and those facilities essential to support Reserve Component Training requirements; and realignment of the 10th SFG to Fort Carson. Instead of moving Headquarters, ISC, and supporting elements to Fort Devens from Forts Huachuca, Monmouth, and Belvoir and leased space in the National Capital Region as recommended by the 1988 Base Realignment and Closure Commission, retain Headquarters, ISC, at Fort Huachuca and support elements at Fort Monmouth, and relocate selected ISC elements from Fort Belvoir to Fort Ritchie or another location in the National Capital Region.

Fort Dix, New Jersey

Category: Fighting (Major Training Areas)

Mission: Reserve Component Training

Cost to Close: \$30.2 million

Savings: 1992-97: \$60.5 million;

Annual: \$25.3 million

Payback: 0 years

DEPARTMENT OF DEFENSE RECOMMENDATION

Close Fort Dix, relocating active organizations that do not directly support the Reserve Component (except those that cannot be relocated elsewhere). Retain only those facilities and training areas necessary to support Reserve Component training. This proposal changes the 1988 Base Realignment and Closure Commission's recommendation to maintain Fort Dix in a semiactive status. It is driven by a desire to reduce base operations and real-property-maintenance costs by eliminating excess facilities and relocating

tenants that do not support the Reserve Component.

COMMUNITY CONCERNS

The community argued that the land value included in DoD's recommendation (\$82.6 million) was overstated. The community also argued that Fort Dix could be used for many alternative purposes, including the U.S. Army Reserve Command headquarters, a Reserve Center of Excellence for training, or the site of other DoD activities that are now in leased space in the Washington, D.C., area.

The community asserted that the unemployment impact would be large and that the word "close" in DoD's recommendation was not clear. The community was concerned that the word "closure" would preclude Fort Dix from being available as a potential receiver of other Reserve Component training missions or as a potential receiver of other DoD activities. The community further argued that Fort Dix, while ranking second in its category based on military-value calculations, was selected for closure because of potential savings.

The community asserted that Fort Dix was not given full credit for its quality-of-life attributes, such as family housing.

COMMISSION FINDINGS

The Commission found that DoD did not treat all installations in this category equally. Four other lower-ranked bases were deferred from further consideration because of uncertainty in the Reserve Component force structure and because the results of a study addressing the Reserve Component training strategies and management of major training areas were not known.

The Commission found that, while the land value may have been overstated, it had no impact on the final decision.

Moving certain active missions off Fort Dix to better align its role as a Reserve Component training center is reasonable, but the Army should not declare facilities excess without determining what role Fort Dix will play in the future Reserve Component force structure.

The Commission further encourages DoD to study the benefits of the collocation of Fort Dix and McGuire Air Force Base for mobilization.

RECOMMENDATIONS

The Commission finds DoD's recommendation deviates substantially from the force-structure plan by not allowing for the uncertainties in the future reorganization of Reserve Component division forces. The recommendation also deviates substantially from selection criterion 1.

The Commission recommends that Fort Dix be realigned to support the Reserve Component force structure through retention of an Active Component garrison and essential facilities (which include essential portions of Walson Army Hospital and housing facilities), ranges, and training areas to support Reserve and Active Component training. The Commission also recommends that the Defense Medical Facilities Office (DMFO) determine the medical facilities requirement to support the Fort Dix and McGuire Air Force Base areas and ensure implementation of the most effective solution.

Fort McClellan, Alabama

Category: Initial Entry Training/Branch School

Mission: Army Military Police School; Army Chemical School; and Defense Polygraph Institute

Cost to Close: N/A

Savings: 1992-97: N/A

Payback: N/A

DEPARTMENT OF DEFENSE RECOMMENDATION

Close Fort McClellan and realign chemical and military police schools to Fort Leonard Wood, Missouri, to create the Maneuver Support Warfighting Center. Move the Defense Polygraph School from Fort McClellan to Fort Huachuca, Arizona, to be collocated with the Intelligence School.

Retain the Pelham Range for use by the Alabama National Guard. Retain the Special Operations Test Site and a reserve enclave. Put the Chemical Decontamination Training Facility (CDTF) in caretaker status.

Fort McClellan was recommended for closure because it is the home of the smallest Army training center and most of its missions and facility requirements can be met elsewhere.

COMMUNITY CONCERNS

The local community contended that DoD did not accurately assess the military value of live-agent training at Fort McClellan. The decision to place the CDTF in caretaker status was not predicated upon military value, but rather on budgetary constraints. The loss of use of the CDTF could be detrimental to the services' chemical readiness and national security. The CDTF is the only known live-agent training facility in the free world.

Local officials claimed that environmental impediments and resulting costs will prevent the CDTF from being replicated at another installation.

Finally, closure of Fort McClellan could result in a CHAMPUS cost of \$278 million by the year 2007.

COMMISSION FINDINGS

The Commission questioned maintaining the CDTF in caretaker status because it could contribute little if any to chemical defense preparedness. The CDTF could not be reactivated quickly. Moreover, the Army would have to obtain environmental permits for reactivation if the facility is shut down for more than one year, and start-up costs could range from \$4 million to \$7 million. Furthermore, depending upon the environmental and regulatory standards, the permitting process is currently estimated to require three to five years.

The Commission basically agreed with experts in the chemical field that the CDTF has high military value. The Commission also agreed that if a new CDTF cannot be built at the receiving base, then relocating the chemical school should not be implemented.

The Commission has not received any indication that another CDTF can be duplicated at any other installation. Duplicating the CDTF would require compliance with stringent environmental laws.

The Commission recognized the value of live-agent training in chemical defense.

RECOMMENDATION

The Commission found a substantial deviation from criterion 1 (the current and future mission requirements and the impact of operational readiness of the Department of Defense's total force) and criterion 2 (the availability and condition of land, facilities, and associated air space) at both the existing and potential receiving locations. Thus, the Commission recommends that Fort McClellan remain open.

Fort Ord, California

Category: Fighting (Maneuver)

Mission: 7th Infantry Division

Cost to Close: \$150.8 million

Savings: 1992-97: -\$38.8 million;

Annual: \$70.4 million

Payback: 2 years

DEPARTMENT OF DEFENSE RECOMMENDATION

Close Fort Ord and relocate the 7th Infantry Division (Light) from Fort Ord to Fort Lewis, Washington.

The Army currently can house 13 divisions in the United States, but in 1995 will have 12 divisions. Fort Ord ranks relatively low in its category. Moving the 7th Infantry Division from Fort Ord to Fort Lewis reduces excess capacity, maintains flexibility, and capitalizes on the operational deployability and security attributes at Fort Lewis.

COMMUNITY CONCERNS

The community asserted that Fort Ord was penalized in the Army's ranking for being small, but that it is perfectly suited to train a light division. The community argued that the

Army could build (or enhance) an airfield at Fort Ord for approximately \$60 million-\$120 million. The community stated that closing Fort Ord would increase unemployment by 25 percent. The community also argued that the land value included in DoD's recommendation was overstated. Finally, the community asserted that adequate family housing existed at Fort Ord for all of the soldiers assigned to the installation.

COMMISSION FINDINGS

The Commission found that all installations in this category were treated fairly. It also found that moving the 7th Infantry Division from Fort Ord to Fort Lewis optimizes the use of Fort Lewis. The Commission also found that there will be an excess capacity of two installations in the category at the end of 1995. The Commission finds that the community assertion for deployability has some merit; however, stationing the division at Fort Lewis does enable the division to use nearby McChord Air Force Base for its deployment. Currently, the 7th Infantry Division uses a civilian airport or travels 150 miles to Travis Air Force Base. The Commission found that building an airfield at Fort Ord (or enhancing the existing airfield) will cost approximately \$97 million; however, environmental concerns may prevent the construction.

The Commission agreed that the land value was overstated, but the issue was not a factor in the Army's recommendation. The Commission found that family housing is limited and expensive. There are currently 1,365 families inadequately housed at Fort Ord. The Commission also found that training for the division, while readily available, is split among three different installations - Fort Ord proper, Fort Hunter-Liggett, and Camp Roberts.

RECOMMENDATION

The Commission finds DoD's recommendation did not deviate substantially from the force-structure plan and the selection criteria. The Commission, therefore, recommends the

closure of Fort Ord, California, and the movement of the 7th Infantry Division from Fort Ord to Fort Lewis, Washington. This recommendation does not impact on the status of Fort Hunter-Liggett. Fort Hunter-Liggett therefore remains open and is still recognized as a valuable asset to the Army and DoD.

Fort Polk, Louisiana

Category: Fighting (Maneuver)
Mission: 5th Infantry Division (5 MX)
Cost to Close: Fort Polk/Fort Chaffee
\$303 million
Savings: 1992-97: -\$34.2 million;
Annual: \$22.9 million
Payback: 5 years

DEPARTMENT OF DEFENSE RECOMMENDATION

Realign 5th Infantry Division (Mechanized) to Fort Hood, Texas, from Fort Polk, Louisiana; move the Joint Readiness Training Center (JRTC) from Fort Chaffee, Arkansas, to Fort Polk; realign the 199th Separate Motorized Brigade (SMB) from Fort Lewis, Washington, to Fort Polk.

This realignment allows the Army to station the JRTC at the installation best suited to its requirements (Fort Polk) and to house two divisions at its finest fighting installation (Fort Hood). Realignment of the 199th SMB from Fort Lewis to Fort Polk to serve as the opposing force for units training at the JRTC enhances the JRTC capabilities and opens space at Fort Lewis for the 7th Infantry Division (Light).

COMMUNITY CONCERNS

The community argued that the DoD recommendation would create excess capacity at Fort Polk. It also stated that unemployment would increase six to eight percentage points as a result of the combination of the Fort Polk recommendation and the Air Force's proposal to close England Air Force Base.

COMMISSION FINDINGS

The Commission found that excess capacity will exist at Fort Polk after completion of the recommended realignment. However, it also found that the Army will likely use this excess capacity to house forces that may return from overseas or to station other Army or DoD activities. Additionally, the Commission finds that Fort Polk does not have enough training facilities or maneuver acreage to support both a division and the JRTC at Fort Polk. The Commission estimates that the unemployment impact will be severe.

RECOMMENDATIONS

The Commission finds that the DoD's recommendation did not deviate substantially from the force-structure plan and the selection criteria. The Commission, therefore, recommends the realignment of the 5th Infantry Division (Mechanized) from Fort Polk to Fort Hood, the JRTC from Fort Chaffee to Fort Polk, and the 199th SMB from Fort Lewis to Fort Polk.

Letterkenny Army Depot, Pennsylvania

Category: Industrial Depot

Mission: Depot Maintenance

Costs to Realign: \$36.4 million

Savings: 1992-97: \$27.0 million;

Annual: \$17.7 million

Payback: Immediate

DEPARTMENT OF DEFENSE RECOMMENDATIONS

Realign the Headquarters, Depot Systems Command, including the Systems Integration Management Activity (SIMA), from Letterkenny Army Depot, Pennsylvania, to Rock Island Arsenal, Illinois, and merge it with the Armaments, Munitions and Chemical Command to form the Industrial Operations Command. Realign the Materiel Readiness Support Activity from Lexington-Blue Grass Army Depot, Kentucky, and the Logistics

Control Activity from the Presidio of San Francisco, California, to Redstone Arsenal, Alabama. The latter proposal is a revision to the recommendations of the 1988 Base Realignment and Closure Commission, which relocated the Materiel Readiness Support Activity to Letterkenny Army Depot.

COMMUNITY CONCERNS

The community argued that the Depot Systems Command need not be relocated in order to form the Industrial Operations Command. The new command could operate effectively in a split configuration. Additionally, the community believed that the SIMA was a separate entity that supported a variety of customers. Relocating that activity would result in an unwarranted up-front cost and an additional operational cost to support the entire customer base. The community was also concerned that the realignments would degrade the mission because experienced personnel would not move.

COMMISSION FINDINGS

The Commission found that the depots were treated equally. The formation of the Industrial Operations Command and resultant reduction of the number of subordinate commands were rational approaches to management efficiencies.

The Commission did consider alternative ways to form the Industrial Operations Command and to realign each of the activities designated for relocation. The Commission determined that the formation of the Industrial Operations Command in a single location was operationally more effective. The realignments of Depot Systems Command, the Materiel Readiness Support Activity, and the Logistics Control Agency were also determined to be economical. The relocation of SIMA was operationally expedient in the long term and beneficial to the economy at the receiving location (Rock Island Arsenal), which is losing a large number of employees because of other base realignment and closure actions.

RECOMMENDATIONS

The Commission finds the DoD recommendations did not deviate substantially from the force-structure plan and final selection criteria. Therefore, the Commission recommends that DoD realign Depot Systems Command with the Systems Integration Management Activity to Rock Island and form the Industrial Operations Command. Additionally, it recommends that the Materiel Readiness Support Activity and the Logistics Control Agency be realigned at Redstone Arsenal as proposed. This proposal is a revision to the recommendations of the 1988 Base Closure Commission, which directed the Materiel Readiness Support Activity to relocate from Lexington-Blue Grass Army Depot to Letterkenny.

Realign Army Laboratories (Lab 21 Study), Adelphi and Aberdeen, Maryland

*Category: Industrial-Commodity Oriented
Installations*

Mission: Research, Development and Testing

Cost to Realign: \$281.8 million

Savings: 1992-97: -\$106.0 million;

Annual: \$44.7 million

Payback: 4 years

DEPARTMENT OF DEFENSE RECOMMENDATION

Establish the Combat Materiel Research Laboratory (CMRL) at Adelphi, Maryland. The Army Materiel Technology Laboratory (AMTL), now in Watertown, Massachusetts, should not be split among Detroit Arsenal, Michigan; Picatinny Arsenal, New Jersey; and Fort Belvoir, Virginia. Instead, realign the AMTL to Aberdeen Proving Ground (APG), Maryland. Collocate the Structures Element at NASA-Langley Research Center, Hampton, Virginia. This proposal is a revision to the

recommendations of the 1988 Base Realignment and Closure Commission.

COMMUNITY CONCERNS

The community argued the Base Closure and Realignment Commission should wait for the recommendations on laboratory realignments from the Advisory Commission on Consolidation and Conversion of Defense Research and Development Laboratories. The latter Commission is an advisory group established by law to provide recommendations to the Secretary of Defense on how to effectively reorganize the research and development structure. The community also argued portions of the realignment were not cost-effective and would adversely impact readiness.

COMMISSION FINDINGS

The Commission found the industrial-commodity oriented installations were treated equally. The Commission found that the DoD studies and Defense Management Report Decision regarding laboratory realignments were credible and rational. The Army reviewed ten scenarios for the realignment of the laboratories and this proposal was cost-effective. The realignment of the Army Materiel Technology Laboratory functions to a single site was determined to have operational and cost advantages over the triple-site option recommended by the 1988 Base Realignment and Closure Commission.

RECOMMENDATIONS

The Commission finds DoD's recommendations did not deviate substantially from the force-structure plan and the criteria. The Commission recommends the closure of Harry Diamond Laboratory in Woodbridge, Virginia, and realignment of the laboratories to establish the Combat Materiel Technology

Laboratory at Adelphi and APG. The following specific realignments are included:

- Move the Army Research Institute MANPRINT function from Alexandria, Virginia, to APG.
- Move the 6.1 and 6.2 materiel elements from the Belvoir Research and Development Center, Virginia, to APG.
- Move the AMTL (less Structures Element) from Watertown, Massachusetts, to APG (change to the recommendations of the 1988 Base Realignment and Closure Commission).
- Move the AMTL Structures Element to the Army Aviation Aerostructures Directorate collocated at NASA-Langley Research Center and expand the mission at that site to form an Army Structures Directorate (change to the recommendations of the 1988 Base Realignment and Closure Commission).
- Move the Directed Energy and Sensors Basic and Applied Research Element of the Center for Night Vision and Electro-Optics from Fort Belvoir to Adelphi.
- Move the Electronic Technology Device Laboratory from Fort Monmouth, New Jersey, to Adelphi.
- Move the Battlefield Environment Effects Element of the Atmospheric Science Laboratory from White Sands Missile Range, New Mexico, to Adelphi.
- Collocate the Ground Vehicle Propulsion Basic and Applied Research Activity from Warren, Michigan, with the Army Aviation Propulsion Directorate at the NASA-Lewis Research Center in Cleveland, Ohio.

They will form the Army Propulsion Directorate.

- Move the Harry Diamond Laboratories Woodbridge Research Facility Element to CMRL in Adelphi and close/dispose of the Woodbridge, Virginia, facility.
- Move the Fuze Development and Production Mission (armament-related) from Harry Diamond Laboratories in Adelphi to Picatinny Arsenal.
- Move the Fuze Development and Production Mission (missile-related) from Harry Diamond Laboratories in Adelphi to Redstone Arsenal, Alabama.

The Secretary of Defense must defer implementation until January 1, 1992, in order to consider the recommendations and findings of the Advisory Commission on Consolidation and Conversion of Defense Research and Development Laboratories and consult with the appropriate congressional committees thereon.

Rock Island Arsenal, Illinois

*Category: Industrial-Commodity Oriented
Installations*

Mission: Production

Cost to Realign: \$65.2 million

Savings: 1992-97: -\$18.2 million;

Annual: \$38.8 million

Payback: 1 year

DEPARTMENT OF DEFENSE RECOMMENDATION

Realign the Armament, Munitions, and Chemical Command from Rock Island Arsenal, Illinois, to Redstone Arsenal, Alabama, as part of the Defense Management Review's inventory control point consolidations.

COMMUNITY CONCERNS

The community argued that the Army miscategorized Rock Island Arsenal as a production installation. The community also noted that Rock Island Arsenal had excess administrative space and consolidation could occur at Rock Island instead of Redstone Arsenal. The community also noted that the workforce at Rock Island had a higher skill-level base and private-sector pay rates were lower.

COMMISSION FINDINGS

The Commission found that the industrial-commodity oriented installations were treated equally. The Commission found the consolidation of inventory control points would yield cost efficiencies that support the DoD realignment proposal.

The Commission found categorization of Rock Island Arsenal was debatable but did not affect the proposed realignment. Rock Island Arsenal does have excess capacity, but it is inefficient to consolidate the inventory control point at Rock Island. Redstone Arsenal has a slightly higher skill-level base and lower government pay rate.

The Commission did consider alternatives such as splitting the inventory control point or separating the inventory control point from its parent command. However, it determined the DoD realignment to be more operationally sound and cost-effective.

RECOMMENDATION

The Commission finds DoD's recommendation did not deviate substantially from the force-structure plan and the final selection criteria. The Commission recommends that the Army realign the Armaments, Munitions, and Chemical Command as proposed and form a single inventory control point at Redstone Arsenal.

Sacramento Army Depot, California

Category: Industrial Depot
Mission: Logistics Support
Cost to Close: \$84.9 million
Savings: 1992-97: \$33.4 million;
Annual: \$55.8 million
Payback: Immediate

DEPARTMENT OF DEFENSE RECOMMENDATIONS

Close Sacramento Army Depot. Transfer the ground communications electronic maintenance workload from Sacramento Army Depot, California, to Tobyhanna Army Depot, Pennsylvania; Anniston Army Depot, Alabama; Red River Army Depot, Texas; Letterkenny Army Depot, Pennsylvania; and Corpus Christi Army Depot, Texas. Retain 50 acres for Reserve Component use.

COMMUNITY CONCERNS

The community agreed with the closure of Sacramento Army Depot but disagreed with the transfer of all workload outside the Sacramento area. The community argued about the personnel disruption following closure and said that the DoD proposal did not contain a sufficient degree of DoD-wide interservice consolidation. It proposed an alternative plan that consolidated all ground communications electronics in two centers: Tobyhanna Army Depot on the East Coast and Sacramento Air Logistics Center at McClellan Air Force Base, Sacramento, California, on the West Coast.

COMMISSION FINDINGS

The Commission found that all industrial depots were treated equally. There was excess maintenance capacity for ground communications electronics, and Sacramento

Army Depot ranked the lowest of the installations with communications electronics maintenance capability.

DoD did consider the alternative proposal of consolidation of the ground communications electronics at Tobyhanna Army Depot and McClellan Air Force Base. The Commission found that the DoD decision not to use McClellan Air Force Base was due to the high man-hour rates that resulted in higher costs for depot-level maintenance work.

The Commission found that both the DoD proposal and the community counterproposal were rational approaches to the distribution of the ground communications electronics maintenance workload after closure of the Sacramento Army Depot. The Commission also developed modifications of the community plan. The DoD approach provided the larger savings, and the Commission's modification of the community proposal required fewer people to relocate.

RECOMMENDATIONS

The Commission finds that DoD deviated substantially from criterion 5. Therefore the Commission recommends the closure of Sacramento Army Depot and the realignment of its workload by competition to ensure the most cost-effective distribution of work. The Secretary of Defense will develop statements of work and a plan to conduct a public-public competition. This competition will determine how best to distribute the workload currently performed at Sacramento Army Depot, among those depots in the DoD plan (Tobyhanna Army Depot, Anniston Army Depot, Corpus Christi Army Depot, Red River Army Depot, Letterkenny Army Depot) and the Sacramento Air Logistics Center at McClellan Air Force Base. The implementation plan will include the logical groups of items to be competed, a time-phased schedule, and source selection criteria. The competition will begin as soon as possible. The Communications Systems Test Activity from Sacramento Army Depot will be realigned to Fort Lewis, Washington. As much as 50 acres of Sacramento Army Depot may be retained for Reserve Component use. The

residual supply mission at Sacramento Army Depot will be transferred to the Defense Depot West at Sharpe Depot or Tracy Depot.

Tri-Service Project Reliance Study, Various Locations

*Category: Commodity-Oriented Installation
Mission: Research, Development and Testing
Costs to Realign: \$24.3 million
Savings: 1992-97: \$71.0 million;
Annual: \$6.9 million
Payback: Less than 1 year*

DEPARTMENT OF DEFENSE RECOMMENDATIONS

Execute the Tri-Service Project Reliance medical research study by reducing the number of Army medical research labs from nine to six.

Disestablish the Letterman Army Institute of Research (LAIR), Presidio of San Francisco, California (change to the 1988 Base Realignment and Closure Commission recommendation); disestablish the U.S. Army Institute of Dental Research, Washington, D.C.; and disestablish the U.S. Army Biomedical Research Development Laboratory, Fort Detrick, Maryland. Consolidate the Army's trauma-research and medical-materiel-development with existing Army medical research, development, test and evaluation facilities. The proposal also recommends the collocation of seven Tri-Service medical research programs at existing Army, Navy, and Air Force medical laboratories as follows: the Army blood research with the Navy; the Army combat dentistry with the Navy; Army directed energy (laser and microwave) bioeffects with the Air Force; elements of the Army and Navy biodynamics with the Air Force; Navy and Army toxicology (environmental quality and occupational health) with the Air Force; and Navy infectious disease research and Air Force

environmental medicine (heat physiology) with the Army.

COMMUNITY CONCERNS

The various communities argued that the Commission should wait to recommend laboratory realignments until the Federal Advisory Commission on the Consolidation and Conversion of Defense Research and Development Laboratories has finished its study. The latter Commission is an advisory group established by law to recommend to the Secretary of Defense how to reorganize the research and development structure.

COMMISSION FINDINGS

The Commission found the disestablishment of LAIR and realignment of its residual functions offers more operational and cost advantages than the option recommended by the 1988 Base Realignment and Closure Commission.

The Commission determined that its jurisdiction did include authority to recommend realignment and closure of laboratories without the input of the Federal Advisory Commission.

RECOMMENDATIONS

The Commission finds DoD's recommendations did not deviate substantially from the force-structure plan and the final selection criteria. The Commission recommends the disestablishment of the LAIR and realignment, as explained under "Department of Defense Recommendations," of the associated medical functions to the locations specified below. Specific actions and realignments are as follows:

Disestablish LAIR as part of the closure of the Presidio of San Francisco. Cancel the design and construction of the replacement laboratory at Fort Detrick, Maryland. Realign LAIR's research programs in the following manner (change to recommendations of the

1988 Base Realignment and Closure Commission):

- Move trauma research to the U.S. Army Institute of Surgical Research, Fort Sam Houston, Texas.
- Collocate blood research with the Naval Medical Research Institute (NMRI), Bethesda, Maryland.
- Collocate laser bioeffects research with the Armstrong Laboratory, Brooks Air Force Base, Texas.

Disestablish the U.S. Army Biomedical Research Development Laboratory at Fort Detrick and transfer medical materiel research to the U.S. Army Medical Materiel and Development Activity at Fort Detrick. Collocate environmental and occupational toxicology research with the Armstrong Laboratory at Wright-Patterson Air Force Base, Ohio.

Disestablish the U.S. Army Institute of Dental Research, Washington, D.C., and collocate combat dentistry research with the Naval Dental Research Institute at Great Lakes Naval Base, Illinois.

Move microwave bioeffects research from Walter Reed Army Institute of Research (WRAIR), Washington, D.C., and collocate it with the Armstrong Laboratory, Brooks Air Force Base.

Collocate infectious disease research at NMRI with WRAIR.

Move biodynamics research from the U.S. Army Aeromedical Research Laboratory, Fort Rucker, Alabama, and collocate it with the Armstrong Laboratory at Wright-Patterson Air Force Base.

Move heat physiology research from the United States Air Force School of Aerospace Medicine (USAFSAM) [now called Armstrong Laboratory at Brooks Air Force Base] and collocate it with the U.S. Army Research

Institute of Environmental Medicine, Natick, Massachusetts.

DEPARTMENT OF THE NAVY

Construction Battalion Center Davisville, Rhode Island

Category: Construction Battalion Center
Mission: Mobilization and Logistics Support to Reserve Seabees
Cost to Close: \$36.6 million
Savings: 1992-97: -\$12.8 million;
Annual: \$5.5 million
Payback: 10 years

DEPARTMENT OF DEFENSE RECOMMENDATIONS

Close Davisville and relocate three sets of equipment and tools for Reserve Naval Mobile Construction Battalions (RNMCB) and other pre-positioned war reserve material stock to the other Construction Battalion Centers at Gulfport, Mississippi, and Port Hueneme, California.

The projected reduction of RNMCBs and the ability of the other construction battalion centers to provide required mobilization support enable reduction in the Naval Construction Force support infrastructure. The personnel support facilities at Davisville are deteriorated and the facility will no longer be designated as a site for mobilizing Reserve personnel.

COMMUNITY CONCERNS

The community stated that Davisville had historically been critical for support of the Seabees and that the support is still needed, particularly for storage space and equipment repair. The community questioned the need to build new warehouse space when existing

Davisville buildings could continue to be used. The community also was concerned about the loss of jobs in an economically depressed area.

COMMISSION FINDINGS

The Commission found that many of the facilities at Davisville are deteriorated and unusable. The ability of the other two construction battalion centers to support the major Naval Construction Force effort during Desert Shield/Storm demonstrated the ability of these bases to provide required support without Davisville.

RECOMMENDATION

The Commission finds that the DoD recommendation on Construction Battalion Center Davisville did not deviate substantially from the force-structure plan and the final selection criteria. Therefore, the Commission recommends the closure of Construction Battalion Center Davisville.

Hunters Point Annex to Naval Station Treasure Island, San Francisco, California

Category: Naval Station
Mission: Support Tenant Activities
Cost to Close: 0
Savings: 1992-97: \$325,000;
Annual: \$319,000
Payback: Less than 1 year

DEPARTMENT OF DEFENSE RECOMMENDATION

Close Hunters Point Annex. Outlease the entire property, with provisions for continued occupancy of space by the Supervisor of Shipbuilding, Conversion, and Repair; Planning, Engineering, Repair, and Alterations