

CHAPTER 1

COMMISSION FINDINGS AND RECOMMENDATIONS

The Defense Base Closure and Realignment Commission has completed its review and analysis of the Secretary of Defense recommendations for base closures and realignments, as transmitted to the Commission on March 12, 1993. This chapter contains a summary of the Commission's findings and its recommendations for closures and realignments.

Information on each of the Commission's base closure and realignment decisions is presented below. The paragraphs entitled "Secretary of Defense Recommendations" and "Secretary of Defense Justifications" were taken verbatim from the *Department of Defense Base Closure and Realignment Report* dated March 1993. The paragraphs entitled "Community Concerns" provide a brief summary of arguments presented to the Commission by local communities; they are not all-inclusive. Where applicable, substantial deviations from the application of the force-structure plan and final criteria are identified.

DEPARTMENT OF THE ARMY

Initial Entry Training/Branch School

Fort George B. McClellan, Alabama

Category: Initial Entry Training/Branch School
Mission: Chemical and Military Police Centers and Schools

One-time Cost: N/A

Savings: 1994-99: N/A

Annual: N/A

Payback: N/A

SECRETARY OF DEFENSE RECOMMENDATION

Close Fort McClellan. Relocate the U.S. Army Chemical and Military Police Schools and the Department of Defense Polygraph Institute (DODPI) to Fort Leonard Wood, MO. Transfer accountability for Pelham Range and other required training support facilities, through licensing, to the Army National Guard. Retain an enclave for the U.S. Army Reserves. Retain the capability for live-agent training at Fort McClellan.

SECRETARY OF DEFENSE JUSTIFICATION

Fort McClellan has the least amount of facilities and smallest population of any of the Army's individual entry training/branch school installations and was accordingly ranked ninth in a category of 13 installations. Three of the 13 installations tied for the thirteenth position and were later removed from further consideration as a result of a specific capability needed to support mission requirements. The tenth installation in this category was not considered for closure because it controls airspace, airfields, and aviation facilities which represent unique assets to the Army.

Collocation of the chemical, military police, and engineer schools provides substantial advantages for operational linkages among the three branches. These linkages enable the Army to focus on the doctrinal and force development of three key maneuver support elements. Synergistic advantages of training and professional development programs are: coordination, employment and removal of obstacles, conduct of river crossing operations, internal security/nation assistance operations, operations in rear areas or along main supply routes, and counter drug operations. The missions of the three branches will be more effectively integrated.

Each school develops doctrine, training, leadership, organization, and material products which are technical in nature and proponent specific. The only place to achieve integration is at the combined arms level. Using the opportunity to collocate these schools will assure synergistic solutions for current, emerging, and future challenges.

This recommendation is a change to the recommendation made to the 1991 Commission that was disapproved. The 1991 Commission rejected this recommendation because it found the Army substantially deviated from criteria 1 and 2. Their rationale questioned the Army's decision to maintain the Chemical Decontamination Training Facility (CDTF) in caretaker status because it could contribute little, if any, to chemical

defense preparedness and the CDTF could not be reactivated quickly.

The Army's proposal to close Fort McClellan differs in two respects. First, the DODPI will relocate to Fort Leonard Wood, MO, instead of Fort Huachuca, AZ, and second, the Army will retain the capability to continue live-agent training. Subsequent to the 1991 Commission's decision, the Army conducted an in-depth study of the value of live-agent training. The study affirmed its military value. The Army's nuclear, biological, and chemical readiness training is interwoven throughout all training and included at all levels of command. Operations in a potentially hostile chemical environment are an integral part of individual and collective skills training, and routinely practiced during unit field training exercises. By maintaining the capability for chemical live-agent training at Fort McClellan, the Army will continue to provide realistic chemical preparedness training. A robust chemical/biological defense is a vital part of a three-pronged effort, including arms control and conventional/nuclear deterrence. The Army is the only service that conducts live-agent training, and it will continue this training. The Air Force has indicated its desire to collocate its disaster preparedness technical training with the Army's Chemical School at Fort Leonard Wood; the Army supports this initiative.

The Army provides live-agent training not only for Army personnel (approximately 4000 students per year), but also for other Services, the State Department, and even foreign countries (approximately 600 students per year). This training usually involves two days at the CDTF while other training is conducted at other facilities of the Chemical School. The CDTF will remain part of the Chemical School, even though it is being operated at another location. Although it is feasible to replicate this facility at Fort Leonard Wood, maintaining the existing facility affords the same capability without any additional construction.

COMMUNITY CONCERNS

The community argued separating the live-agent training facility from the Chemical School would seriously degrade the ability to test chemical decontamination doctrine and equipment. Community representatives also questioned the Army's

ability to construct a new facility at Fort Leonard Wood, and noted even if it could be done, it would require up to nine years to accomplish. The community also asserted new construction costs would be up to five times greater than Army estimates.

The community cited the lower military value of other Initial Entry Training/Branch School installations and claimed the return on investment for Fort McClellan's closure was actually much lower than the Army analysis showed. In addition, the community cited numerous reasons for training degradation at Fort Leonard Wood, including the inadequacy of smoke ranges, the inability to develop joint-service training efforts begun at Fort McClellan, and the long period of turmoil resulting from the move. Community representatives also questioned the DODPI's ability to conduct research missions at Fort Leonard Wood.

Finally, the community argued this closure would produce the highest long-term economic impact of this round of the base closure process, because residual property at Fort McClellan would not provide offsetting commercial value for the community.

COMMISSION FINDINGS

The Commission found separating the Chemical School from the CDTF would negatively impact the nation's chemical-defense capability. There was no guarantee the live-agent training facility, the CDTF, could be moved, and the Commission found it imprudent to jeopardize the facility's existence until such assurance could be obtained.

The Commission validated the military value of the installations in this category and found the DoD process considered all installations fairly and equitably. Fort Leonard Wood had sufficient space to conduct smoke training and the other training functions found at Fort McClellan, as well as additional space to conduct joint-training activities. The Army's recent experience in relocating two other branch schools was significant and could enable the Chemical and Military Police Schools to move with minimal disruption.

The Commission found economic impact was indeed high in the Anniston, AL area.

COMMISSION RECOMMENDATION

The Commission finds the Secretary of Defense deviated substantially from final criteria 1 and 4. Therefore, the Commission rejects the following recommendation of the Secretary of Defense: close Fort McClellan except for Pelham Range and other required training support facilities to be licensed to the Army National Guard, and an enclave to support the U.S. Army Reserves; relocate the Chemical and Military Police Schools to Fort Leonard Wood, MO; retain the capability for live-agent training at Fort McClellan. The Commission does recommend that if the Secretary of Defense wants to move the Chemical Defense School and Chemical Decontamination Training Facility in the future, the Army should pursue all of the required permits and certification for the new site prior to the 1995 Base Closure process. The Commission finds that this recommendation is consistent with the force-structure plan and the final criteria.

Commodity Oriented

Fort Monmouth, New Jersey

Category: Commodity Oriented

Mission: Provides Facilities and Services to All Resident Activities

One-time Cost: \$ 63.6 million

Savings: 1994-99: \$ -27.0 million (Cost)

Annual: \$ 13.3 million

Payback: 10 years

SECRETARY OF DEFENSE RECOMMENDATION

Realign Fort Monmouth. Relocate the headquarters of U.S. Army Communications Electronic Command (CECOM) from leased space outside Fort Monmouth to Rock Island Arsenal, IL, and transfer the Chaplain School to Fort Jackson, SC. Consolidate activities to maximize utilization of main post Fort Monmouth. Dispose of excess facilities and real property at Evans and Charles Woods subposts, as well as main post, Fort Monmouth.

SECRETARY OF DEFENSE JUSTIFICATION

Fort Monmouth ranks fourth out of twelve installations in military value. It is a small installation with elements located off base in costly leased space. Relocating the CECOM Head-

quarters, an administrative and logistical headquarters, from leased facilities located outside the main post of Fort Monmouth, NJ, to permanent facilities at Rock Island Arsenal, IL, allows the Army to terminate a lease of \$15 million per year with additional savings of over \$8 million per year in locality pay differential for the civilian workforce. At the same time, it better utilizes the excess space identified at Rock Island. Separating the headquarters and administrative function from the research and development aspect of CECOM will not have an operational impact.

Rock Island Arsenal has the infrastructure to support and house the headquarters element of CECOM. Currently, Rock Island has administrative space to accommodate approximately 1,000 additional personnel and permanent building space that can be renovated to accommodate even more personnel. The computer-systems center on the arsenal is one of the Army's largest and can accommodate the needs of the headquarters.

The Rock Island community infrastructure can accommodate the new residents without the need to construct new schools, new water and sewer facilities, or other public facilities. There is abundant housing at reasonable costs and excellent access to higher education, both at the graduate and undergraduate level.

Fort Jackson trains about one half of the basic trainees and is the largest recruit training center. It is also the home of the Soldier Support Center, which is relocating from Fort Benjamin Harrison. The report to the 1991 Commission describing the proposed closure of Fort Benjamin Harrison stated the Army planned to collocate the Chaplain School with this Center eventually. The transfer of the Chaplain School to Fort Jackson benefits not only the Chaplain School's students, but also the large population of basic trainees who are beginning a new career in the Army, many of whom are separated from their families for the first time. The Chaplain School and its staff of chaplains will facilitate the trainees' transition to the Army life.

COMMUNITY CONCERNS

The community argued the Secretary's proposed realignment of CECOM headquarters to Rock Island Arsenal split the headquarters from the

elements it supports (Project Executive Officers and the Research and Development Center) and reduced overall operational efficiency and effectiveness. The CECOM would best be served by the consolidation of CECOM elements and by taking advantage of recently vacated and renovated facilities by moving onto Fort Monmouth. In addition, the community argued it would take a considerable capital investment to adjust the proposed Rock Island Arsenal warehouse facility to accommodate CECOM requirements. Movement onto Fort Monmouth would avoid the expensive movement and renovation costs associated with the move to Rock Island Arsenal.

Additionally, the community maintained the New Jersey/New York area was the east coast high-tech center and similar institutions and activities would not be available in the Rock Island area.

Lastly, the community argued locality pay should not be a cost consideration. They maintained Congress created locality pay to offset the wage differential between the private and public sectors in certain high cost areas. Therefore, they argued, using this factor in any consideration could penalize an installation when, in fact, it was a Congressional driven entitlement.

COMMISSION FINDINGS

The Commission found there was excess administrative space at both Rock Island Arsenal and Fort Monmouth. The excess space at Fort Monmouth resulted from the movement of the 513th Military Intelligence Brigade, which is not a base realignment action, and the Chaplain School. The Commission found both the Department of Defense proposal and the community counter-proposal were rational approaches to the utilization of the excess administrative space.

The Commission agreed there was a potentially negative impact if the technically trained work force at CECOM did not move to Rock Island Arsenal.

The Commission noted the Department misstated the cost differential between two alternative choices. The Commission found the lower one-time cost of consolidating activities at Fort

Monmouth outweighed the long-term savings associated with the relocation of CECOM to Rock Island Arsenal. The Commission further found the Army's consideration of savings in locality pay was an added bonus of the realignment of CECOM to Rock Island Arsenal, but was not a primary consideration for the recommendation. The Commission found locality pay could penalize an installation when compared to one not entitled to it.

COMMISSION RECOMMENDATION

The Commission finds the Secretary of Defense deviated substantially from final criterion 4. Therefore, the Commission rejects the Secretary's recommendation on Fort Monmouth and instead adopts the following recommendation: move CECOM Headquarters out of the leased space and into space at Fort Monmouth vacated by the 513th Military Intelligence Brigade and the Chaplain School, or other suitable space as appropriate; relocate the Chaplain School to Fort Jackson, SC; consolidate activities to maximize utilization of main post Fort Monmouth; and dispose of excess facilities and real property at Evans and Charles Woods subposts, as well as main post Fort Monmouth. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Vint Hill Farms, Virginia

Category: Commodity Oriented

*Mission: Research, Development,
and Sustainment of Intelligence*

and Electronic Warfare Equipment

One-time Cost: \$ 72.4 million

Savings: 1994-99: \$ -19.0 million (Cost)

Annual: \$ 19.1 million

Payback: 8 years

SECRETARY OF DEFENSE RECOMMENDATION

Close Vint Hill Farms. Relocate the maintenance and repair function of the Intelligence Material Management Center (IMMC) to Tobyhanna Army Depot, PA. Transfer the remaining elements of IMMC, the Signal Warfare Directorate, and the Program Executive Officer (PEO) for Intelligence and Electronic Warfare (IEW) to Fort Monmouth, NJ.

SECRETARY OF DEFENSE JUSTIFICATION

Vint Hill Farms ranked low in military value within its category. With the departure of the military intelligence battalion and its consolidation at Fort Gordon, GA, Vint Hill Farms is underutilized. It was determined that Vint Hill Farms could be closed and its functions performed elsewhere. Closure of this installation supports the Army's basing strategy to consolidate similar functions and close small installations when feasible to do so. Moving its activities to Fort Monmouth enhances the synergistic effect of research and development for communication electronics and intelligence electronics warfare. Collocation at Fort Monmouth also facilitates the interaction between the Program Managers and Program Executive Officers that currently reside at Fort Monmouth, thereby creating greater military value in this category.

Consolidating research and development will achieve greater efficiencies in the areas of mission, mission overhead, and base operations. This allows the Army to reduce costs, giving the flexibility to put scarce resources into the research and development arena that significantly contributes to overall readiness.

COMMUNITY CONCERNS

The community asserted DoD erred in assigning a relatively low military value to the installation, contending the true value of the installation should be based on the missions of the tenant activities. Additionally, community representatives argued DoD's claim the post would be underutilized following the move of a resident military intelligence battalion was inaccurate.

The community further argued the realignment of the tenant activities could cause serious harm to national security. First, sensitive and, in some cases, highly-classified work is performed at Vint Hill Farms for the intelligence community, mostly headquartered in the National Capital Region. Relocating to New Jersey would disrupt this close working relationship. Second, the quality of the work performed is dependent on a superior work force. The community estimated approximately 80 percent of the work force would not move, thereby degrading the Army's and the nation's intelligence capability while replacements were hired and trained.

Finally, the community requested the Commission receive classified briefings on the activities and missions conducted at Vint Hill Farms. It was stated only by receiving these briefings could the true value of the installation, and the potential harm to national security, be assessed.

COMMISSION FINDINGS

The Commission found all installations in the category were treated fairly. It also found the Secretary had overstated the impact the military intelligence battalion's relocation would have on the post's capacity. The battalion occupied only 7 percent of the facilities on the installation, and its move would not cause the installation to be grossly underutilized.

The Commission explored the potential impact of the proposed realignments on the agencies with whom the Vint Hill Farms activities work. The agencies all stated the relocation of the tenants would have minimal, or no, impact. The Commission agreed there was a potential impact if the work force did not move; however, a pool of technologically trained and available personnel does exist in the Fort Monmouth area. Prudent phasing of the move from Vint Hill Farms to Fort Monmouth could overcome any personnel shortfalls.

The Commission also received classified briefings on the activities and missions conducted at Vint Hill Farms. During these briefings nothing was discovered that would preclude the implementation of the DoD recommendation.

COMMISSION RECOMMENDATION

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: close Vint Hill Farms. Relocate the maintenance and repair function of the Intelligence Material Management Center (IMMC) to Tobyhanna Army Depot, PA. Transfer the remaining elements of IMMC, the Intelligence and Electronic Warfare Directorate (formerly the Signal Warfare Directorate), and the program executive officer (PEO) for Intelligence and Electronic Warfare (IEW) to Fort Monmouth, NJ.

Army Depots

Letterkenny Army Depot, Pennsylvania

Category: Depots

Mission: Depot Maintenance

*One-time Cost: \$ 23.1 million**

*Savings: 1994-99: \$ 42.8 million**

Annual: \$ 13.1 million

Payback: 7 years

**These numbers reflect SIMA-E redirect savings*

SECRETARY OF DEFENSE RECOMMENDATION

Realign Letterkenny Army Depot (LEAD) by reducing it to a depot activity and placing it under the command and control of Tobyhanna Army Depot, PA. Relocate the maintenance functions and associated workload to other depot-maintenance activities, including the private sector. Retain the conventional ammunition storage mission and the regional Test Measurement and Diagnostic Equipment (TMDE) mission. Change the recommendation of the 1991 Commission regarding Letterkenny as follows: instead of sending Systems Integration Management Activity East (SIMA-E) to Rock Island Arsenal, Illinois, as recommended by the 1991 Commission, retain this activity in place. Retain the SIMA-E and the Information Processing Center at Letterkenny until the Defense Information Systems Agency (DISA) completes its review of activities relocated under Defense Management Review Decision (DMRD) 918. The activities of the depot not associated with the remaining mission will be inactivated, transferred or otherwise eliminated. Missile maintenance workload will not consolidate at Letterkenny, as originally planned. However, Depot Systems Command will relocate to Rock Island Arsenal, where it will consolidate under the Industrial Operations Command there, as approved by the 1991 Commission.

SECRETARY OF DEFENSE JUSTIFICATION

The decision to realign LEAD was driven by the results of the Chairman, Joint Chiefs of Staff triennial review of roles and missions in the Department of Defense. As part of this review, the Chairman chartered the Depot Maintenance Consolidation Study. The study identified a significant amount of excess depot capacity and duplication among the Services.

The Army has concluded the projected ground systems and equipment depot maintenance workload for fiscal year 1999 is not sufficient to maintain all of the ground systems and equipment depots.

In drawing the conclusion to downsize LEAD, the Army considered the following factors: relative military value of the depots, the future heavy force mix, reduced budget, workforce skills, excess capacity, ability of the depots to accommodate new workload levels, the proximity of the depots to the heavy forces in the U.S., and the resulting savings.

SIMA-E, which performs computer systems design and data management functions for a variety of activities, is transferring to the Defense Information Systems Agency (DISA) in 1993. Retention keeps this activity focused regionally upon the customer. SIMA-West is located in St. Louis and supports functions in the western portion of the U.S. DISA advised the Army there were no advantages or savings from a relocation to Rock Island Arsenal, IL. Less than 25% of the work performed by SIMA-E is associated with the Industrial Operations Command at Rock Island Arsenal.

COMMUNITY CONCERNS

The community argued the consolidation of the Joint Missile Maintenance mission at Letterkenny Army Depot, as originally recommended by Defense Management Review Decision (DMRD) 918, remains the most sensible and economical option available for the interservicing of missile workload. The community maintained realigning the missile-maintenance workload to other depots would not take advantage of the efficiencies gained by interservicing at a single site. Also, the community argued existing artillery workload should not be transferred to another Army depot as originally planned. The community cited various factors including a partnership arrangement with private industry for assembling the Paladin weapon system. Additionally, the community believed Depot Systems Command (DESCOM) should not relocate to Rock Island Arsenal, IL, as recommended by the 1991 Commission, but should remain in place at LEAD and form the Industrial Operations Command (IOC) from existing DESCOM assets thereby saving the cost of

personnel relocations. The community agreed with the Army recommendation SIMA-E should remain in place at LEAD until DISA determined the best alternative for its future.

COMMISSION FINDINGS:

The Commission found the Army treated all its depots equally. The Commission also found the Army's process for isolating and eliminating excess capacity was a consistent and prudent approach toward decreasing the excess capacity that existed in the Army's depot system.

The Commission carefully considered inter-servicing of tactical-missile maintenance and found the eight defense depots identified by the Department of Defense as interservicing candidates in the *Tactical Missile Maintenance Consolidation Plan for Letterkenny Army Depot*, 31 January 1992 (revised 30 April 1992) were performing similar work on tactical-missile guidance and control sections and in some instances related ground control systems. In addition to Letterkenny Army Depot, these eight included Anniston Army Depot, AL; Red River Army Depot, TX; Tobyhanna Army Depot, PA; Naval Weapons Station Seal Beach, CA; Naval Aviation Depot Alameda, CA; Naval Aviation Depot Norfolk, VA; and Ogden Air Logistics Center, Hill AFB, UT.

The Commission also found the workload originally planned for consolidation at Letterkenny had decreased. Some missile systems—the Shillelagh, Land Combat Support System, Chaparral, and the ANTSQ-73—were no longer considered viable candidates for transfer because they would soon be retired, and a substantial portion of the remaining work for potential transfer to Letterkenny was being performed by private contractors. Despite all of these interservicing efficiency-reducing factors, a recent study by the Army Audit Agency concluded the annual recurring savings to be realized from tactical-missile consolidation at Letterkenny would still be equivalent to savings achieved from the proposed Letterkenny realignment, if all missile maintenance workload, including that which is currently assigned to the private sector, transitions to Letterkenny.

While the Letterkenny facilities might possibly be under-utilized if the tactical-missile workload

was consolidated at the depot, retention of the current artillery workload could help alleviate the problem. Although not included with DOD's original consolidation plan, the transfer of Hawk ground control system maintenance from the Marine Corps Logistics Base, Barstow, could further reduce costs and improve Letterkenny facility utilization rates.

The Commission found the consolidation of tactical-missile maintenance at a single depot was a valid plan worthy of implementation in order to create efficiencies and reduce costs.

COMMISSION RECOMMENDATION

The Commission finds the Secretary of Defense deviated substantially from final criteria 1 and 4. Therefore, the Commission rejects the Secretary's recommendation on Letterkenny Army Depot, PA, and instead, adopts the following recommendation: Letterkenny Army Depot will remain open. Consolidate tactical-missile maintenance at the depot as originally planned by the Department of Defense in the *Tactical Missile Maintenance Consolidation Plan for Letterkenny Army Depot*, 31 January 1992 (revised 30 April 1992). Add tactical-missile maintenance workload currently being accomplished by the Marine Corps Logistics Base Barstow, California, to the consolidation plan. Retain artillery workload at Letterkenny. Retain the Systems Integration Management Activity-East (SIMA-E) at Letterkenny Army Depot (change to the 1991 Commission recommendation) until the Defense Information Systems Agency completes its review of activities relocated under DMRD 918. Relocate Depot Systems Command to Rock Island Arsenal, IL, and consolidate with the Armament, Munitions, and Chemical Command into the Industrial Operations Command, as approved by the 1991 Commission. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Tooele Army Depot, Utah

Category: Depots

Mission: Depot Maintenance

One-time Cost: \$ 73.7 million

Savings: 1994-99: \$ 107.2 million

Annual: \$ 51.0 million

Payback: Immediate

**SECRETARY OF DEFENSE
RECOMMENDATION**

Realign Tooele Army Depot (TEAD) by reducing it to a depot activity and placing it under the command and control of Red River Army Depot, TX. Retain conventional ammunition storage and the chemical-demilitarization mission. The depot workload will move to other depot-maintenance activities, including the private sector. The activities of the depot not associated with the remaining mission will be inactivated, transferred, or eliminated, as appropriate.

SECRETARY OF DEFENSE JUSTIFICATION

The decision to realign TEAD was driven by the results of the Chairman, Joint Chiefs of Staff triennial review of roles and missions in the Department of Defense. As part of this review, the Chairman chartered the Depot Maintenance Consolidation Study. The study identified a significant amount of excess depot capacity and duplication among the Services.

The Army has concluded the projected ground systems and equipment depot maintenance workload for fiscal year 1999 is not sufficient to maintain all of the ground systems and equipment depots.

In drawing the conclusion to downsize TEAD, the Army considered the following factors: relative military value of the depots, the future heavy force mix, reduced budget, workforce skills, excess capacity, ability of the depots to accommodate new workload levels, the proximity of the depots to the heavy forces in the U.S., and the resulting savings.

COMMUNITY CONCERNS

In October 1992, a nearly \$150 million "state-of-the-market" Consolidated Maintenance Facility (CMF), designed to accomplish the projected wheeled vehicle workload for all services, opened at Tooele Army Depot. The community claimed without the interservicing workload of wheeled vehicles and related secondary items, the CMF would lose the opportunity to operate as designed, and the government would lose its investment.

Further, the community maintained closing TEAD's maintenance facilities would send a message throughout the Department of Defense that investments in efficiencies go unrewarded and the least efficient facilities survive. Finally, the community stated realigning TEAD would produce severe economic impact on the surrounding community.

COMMISSION FINDINGS

The Commission found the Army treated all its depots equally. The Commission also found the Army's process for isolating and eliminating excess capacity was a consistent and prudent approach toward decreasing the excess capacity that existed in the Army's depot system.

The Commission carefully considered interservicing of tactical wheeled-vehicle maintenance; however, the Commission found transferring the wheeled-vehicle maintenance workload from all Services to TEAD's CMF was not sufficient to bring the capacity utilization of Tooele Army Depot to a cost-effective level. Future mission requirements would also not be sufficient to improve the utilization rate of the CMF to an acceptable level.

The Commission finds the Department of Defense should make every attempt to dispose of the CMF as an intact, complete, and usable facility such that the community has a better chance of recovering from the severe economic effects that may occur following the realignment of the installation.

COMMISSION RECOMMENDATION

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: realign Tooele Army Depot (TEAD) by reducing it to a depot activity and placing it under the command and control of Red River Army Depot, TX. Retain conventional ammunition storage and the chemical demilitarization mission. The depot workload will move to other depot maintenance activities, including the private sector. The activities of the depot not associated with the remaining mission will be inactivated, transferred or eliminated, as appropriate.

Command/Control

Fort Belvoir, Virginia

Category: Command and Control

Mission: Administrative Center for U.S. Army

Activities Located in the National Capital Region.

One-time Cost: \$ 11.3 million

Savings: 1994-99: \$ 49.1 million

Annual: \$ 13.4 million

Payback: Immediate

SECRETARY OF DEFENSE RECOMMENDATION

Realign Fort Belvoir as follows: disestablish the Belvoir Research, Development, and Engineering Center (BRDEC), Fort Belvoir, VA. Relocate the Supply, Bridging, Counter Mobility, Water Purification, and Fuel/Lubricant Business Areas to the Tank Automotive Research, Development, and Engineering Center (TARDEC), Detroit Arsenal, MI. Transfer command and control of the Physical Security, Battlefield Deception, Electric Power, Remote Mine Detection/Neutralization, Environmental Controls, and Low Cost/Low Observables Business Areas to the Night Vision Electro-Optics Directorate (NVEOD) of the Communication and Electronics Research, Development, and Engineering Center (CERDEC), Fort Belvoir, VA.

SECRETARY OF DEFENSE JUSTIFICATION

In July 1992, the Secretary of the Army requested the Army Science Board appoint a panel of members and consultants to conduct a review of the Army Material Command Research, Development, and Engineering Center (RDEC) business plans. Specifically, the Secretary requested the panel determine which RDEC capabilities the Army can afford. The panel based its findings on an objective assessment of the missions, functions, business areas, core capabilities, customer needs, and major fields of technical endeavor of each RDEC measured against at least the following criteria to determine which RDEC capabilities are essential and affordable:

- relevance to the Army customer
- availability from other sources
- R&D quality
- in-house cost and efficiency

The study identified technical areas to be emphasized, deemphasized, or eliminated. Areas identified for elimination are tunnel detection, materials, marine craft, topographic equipment, support equipment, and construction equipment. The Army Science Board panel recommended the closure of the Belvoir RDEC and dispersal of the business areas that were not recommended for elimination.

The relocation of the Supply, Bridging, Counter Mobility, Water Purification, and Fuel/Lubricant Business Areas to TARDEC is consistent with the conclusions of the Army Science Board Study. There is a synergy between these functions and the mission of building military vehicles. For example, the Bridging area requires heavy vehicles such as tanks and heavy mobile logistics to move across demountable bridges and light spans. Supply, Fuel/Lubricants and Counter Mobility also complement the mission of TARDEC. The relocation of the Fuel/Lubricant business area as part the DoD Project Reliance has commenced.

The transfer of operational control of the Physical Security, Battlefield Deception, Electric Power, Remote Mine Detection/Neutralization, Environmental Controls, and Low Cost/Low Observables Business Areas from the Belvoir RDEC to the Night Vision Electro-Optics Directorate (NVEOD) of the Communication and Electronics Research, Development, and Engineering Center (CERDEC), also located in the same general area of Fort Belvoir, supports the study recommendations, while avoiding any additional costs.

COMMUNITY CONCERNS

The community supported the disestablishment of the BRDEC and the elimination of the Tunnel Detection, Materials, and Support Equipment Business Areas. However, the community asserted the Marine Craft, Topographic, and Construction Equipment Business Areas were essential to maintaining the Army's capabilities and readiness and, therefore, should not be eliminated. Accepting this assertion would result in the retention of 50 personnel authorizations. The community also maintained the relocation of the business areas from Fort Belvoir to Detroit Arsenal was not cost effective. By transferring command and control of these business

areas to TARDEC, but leaving them at Fort Belvoir, the costs of moving the personnel and associated construction costs could be avoided. This cost avoidance would pay for the retention of the personnel to staff the business areas the community recommended retaining.

Additionally, the community believed the proposed realignment cost was \$26.2 million, not the \$11.3 million estimated by the Army.

COMMISSION FINDINGS

The Commission found the Secretary's plan for the disestablishment of the BRDEC, including the elimination of the Marine Craft, Construction Equipment and Topographic Equipment Business Areas, was reasonable and would eliminate duplication of efforts both within the Army and among the Services. The Army would retain its acquisition capability and would rely on commercial enterprises for the actual development of common items.

The Commission also found the Army's long-term research, development, and engineering effort would be better served by collocation of similar activities at Detroit Arsenal, MI.

The community's cost estimate appeared to include all new construction, which would dramatically increase DoD's estimate. The DoD plan was based on renovation of currently existing and vacant facilities at the Detroit Arsenal.

COMMISSION RECOMMENDATION

The Commission finds that the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: realign Fort Belvoir as follows: disestablish the Belvoir Research, Development and Engineering Center (BRDEC), Fort Belvoir, VA. Eliminate the Tunnel Detection, Materials, Marine Craft, Topographic Equipment, Construction Equipment and Support Equipment Business Areas. Relocate the Supply, Bridging, Counter Mobility, Water Purification, and Fuel/Lubricant Business Areas to the Tank Automotive Research, Development and Engineering Center (TARDEC), Detroit Arsenal, MI. Transfer command and control of the Physical Security, Battlefield Deception, Electric Power, Remote Mine Detection/

Neutralization, Environmental Controls and Low Cost/Low Observables Business Areas to the Night Vision Electro-Optics Directorate (NVEOD) of the Communication and Electronics Research, Development and Engineering Center (CERDEC), Fort Belvoir, VA.

Professional Schools

Presidio of Monterey/Presidio of Monterey Annex, California

Category: Professional School

Mission: Defense Language Institute Foreign Language Center

One-time Cost: \$ 3.4 million

Savings: 1994-99: \$ 74.9 million

Annual: \$ 15.7 million

Payback: Immediate

ARMY RECOMMENDATION TO THE SECRETARY OF DEFENSE

Close the Presidio of Monterey (POM) and the Presidio of Monterey Annex (part of Fort Ord). Relocate the Defense Language Institute (DLI) and contract the foreign-language training with a public university which must be able to provide this training at or near Fort Huachuca, AZ. This recommendation is contingent upon the successful negotiation of a contract by October 1994. If agreement cannot be met, DLI will remain at the Presidio of Monterey. The Army would then reevaluate options which might lead to another proposal to the 1995 Commission.

ARMY JUSTIFICATION

The Defense Language Institute currently has a staff and student population of over 4000 personnel. This institute offers training in over 20 languages (e.g., Russian, Somali, Swahili, Ukrainian). However, it has a high operating overhead in both facilities and staff. A new approach to the operation of the Institute should be considered.

Contracting foreign language training with an existing university-level institution will create significant savings in operational overhead, both in instructors (many of whom may already be on staff at a university) and in administration. The high base operations cost at the Presidio of Monterey would be avoided.

Fort Huachuca is the home of the Army Intelligence school. Military intelligence has the largest requirement for linguists in all Services. The foreign language skill is most often used to interact with allies and better understand foreign military capability and intentions. Locating military personnel on Fort Huachuca provides advantages to both the soldier and the Army. First, it enables the Army to care for the needs of the soldiers during their formative training. It ensures "Soldierization" which is a critical factor in the development of all military personnel. Finally, it will enable the Army to integrate the students into the military intelligence concept during their training.

Army students in the human intelligence field are currently assigned to Fort Huachuca at the end of their foreign language training. Soldiers can attend the Basic Non-commissioned Officer Course (BNCOC) and continue with advanced language training or attend the Advanced Non-commissioned Officers Course and then continue with intermediate language training. This would save travel and per diem costs.

An agreement of this kind is not unique. For example, the University of Virginia at Charlottesville is the location of the Judge Advocate General School and the University of Syracuse sponsors the Army Comptroller graduate education program.

The Army, as Executive Agent for the Defense Language Program, will ensure that the same high level of training currently taught at DLI will continue. They will continue to serve as the technical authority and provide qualitative assessment of foreign language training activities. In addition they will also conduct research and evaluation on training development methodologies, instructional methodologies and techniques, computer-based training, computer assisted instruction, and establish or approve standards or criteria for language training and provide various tests and evaluation procedures.

COMMUNITY CONCERNS

The community argued movement of the Defense Language Institute posed a serious threat to national security during a tumultuous period of international affairs. Since the Army never conducted a commercial-activities study before recommending contract language training, the

community argued the recommendation was illegal. The community argued Fort Huachuca had limited water resources, which were in litigation, insufficient housing, and other infrastructure problems.

The community questioned the University of Arizona proposal, pointing out no work statement had been provided by the Army, and a competitive process had not been performed. The actual cost of the proposal would be much higher if DLI were replicated by the University.

The community maintained the Presidio of Monterey Annex was oversized. Specifically, the DLI required only 803 housing units on the Annex, the post exchange and commissary. The remainder of the Annex could be excessed. Additionally, the community disputed the base operations costs for the Presidio of Monterey, arguing a consolidated base operations organization between the Naval Postgraduate School and the Defense Language Institute would greatly reduce costs and ensure the retention of the DLI at the Presidio of Monterey.

COMMISSION FINDINGS

The Commission confirmed the importance of the DLI to the national intelligence effort. The DLI has the premiere language training curriculum in the country, and the Commission believed a disruption caused by its movement would not be in the best interests of national security. However, the Commission found the actual return on investment for the recommendation depended on extraordinary base-operations costs, caused in large part by an oversized support facility at the Presidio of Monterey Annex (Fort Ord). It was apparent more efficient methods of base-operations support were not explored, specifically a consolidation with the Naval Postgraduate School also located in Monterey. In addition, other alternatives have not been explored, such as a commercial-activities contract with the local communities for base-operations support.

COMMISSION RECOMMENDATION

The Commission finds the Secretary of Defense deviated substantially from the force-structure plan and final criterion 4. Therefore, the Commission recommends the following: retain the Presidio of Monterey but dispose of all facilities

at the Presidio of Monterey Annex except the housing, commissary, child care facility, and post exchange required to support the Presidio of Monterey and Naval Post Graduate School. Consolidate base-operations support with the Naval Post Graduate School by interservice support agreement. The Department of Defense will evaluate whether contracted base-operations support will provide savings for the Presidio of Monterey. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Changes to Previously Approved BRAC 88/91 Recommendations

Presidio of San Francisco, California

Category: Command and Control

Mission: Coordinates and Provides Base

Operations Support for Sixth U.S. Army

One-time Cost: None

Savings: 1994-99: \$ -35.9 million (Cost)

Annual: \$ -6.0 million (Cost)

Payback: Never

SECRETARY OF DEFENSE RECOMMENDATION

Change the recommendation of the 1988 DoD Base Realignment and Closure (BRAC) Commission regarding the Presidio of San Francisco, as follows: relocate Headquarters, Sixth U.S. Army from Presidio San Francisco to NASA Ames, CA, instead of to Fort Carson, CO, as originally approved by the Defense Secretary's BRAC Commission in 1988.

SECRETARY OF DEFENSE JUSTIFICATION

The 1988 DoD BRAC Commission recommended closing the Presidio of San Francisco. As a result of this closure, the Army identified Fort Carson, CO, as the receiver of the 6th Army Headquarters. Since then, the 1991 Base Closure Commission recommended several closures and realignments in California that did not have the capacity to receive functions or personnel in the 1988 process. During its capacity analysis, the Army identified available space at NASA Ames (formerly Naval Air Station Moffett) which could accept the 6th Army Headquarters. As part of its analysis, the Army determined the military value of retaining the

headquarters in California is enhanced as it provides the best available location necessary to exercise the command and control mission over all the reserve units within its area of responsibility. These reasons are as follow:

(a) Seventy-five percent of the reserve units within Sixth Army's area of responsibility are located on the West Coast;

(b) The principal ports of debarkation for the West Coast are Seattle, Oakland, and Long Beach;

(c) The West Coast is prime territory for military assistance to civil authorities. It is the area with the highest probability of natural disaster and is an area where substantial drug-enforcement missions are taking place;

(d) Timeliness/location is the critical element that may separate success from failure.

Additionally, recent experiences with Operation Desert Shield/Desert Storm, natural disasters, and civil disturbances have pointed out the need to keep the headquarters on the West Coast.

COMMUNITY CONCERNS

The community contended moving to NASA Ames did not achieve any cost savings. Community representatives argued the annual operating costs to locate 6th Army Headquarters at NASA Ames or the Presidio were similar. The community also stated the Sixth Army would have to move twice — first into temporary, then into permanent facilities — due to renovation requirements at NASA Ames. The requirement of two moves provides additional hidden costs. In addition, the community asserts NASA Ames did not have available family housing on base, while family housing at the Presidio of San Francisco is plentiful, well built, and economical to maintain.

COMMISSION FINDINGS

The Commission found the command and control Sixth U.S. Army exercises over its Reserve Component forces is regional, not site specific, encompasses twelve states, and has not changed from the 1988 stated mission. The Commission found 58 percent of the Reserve units

and 59 percent of the Reserve personnel Sixth U.S. Army supervises were located in the three West Coast states. California contains 38 percent of the Reserve units and 38 percent of the Reserve personnel. Because of the dispersion of the Reserve Component units within Sixth U.S. Army's region, the Commission found communication and travel capability were the foremost requirements in determining its location.

The 1988 Defense Secretary's Commission on Base Realignment and Closure recommended the Sixth U.S. Army move to Fort Carson, CO, to place the headquarters on a multimission installation out of a high-cost area. The proposed change to the 1988 DoD BRAC Commission recommendation would keep the Sixth U.S. Army in a high cost area; however, the Army felt operational necessity outweighed the increased steady-state cost. The Army felt staying in California would enhance the Sixth Army's ability to exercise command and control of all Reserve units within its area of responsibility.

The Commission found there was very little difference in the operating costs of staying at the Presidio of San Francisco or moving to NASA Ames, and cost and turbulence could be avoided by not moving.

The Commission found the Secretary of the Interior supports the Sixth U.S. Army remaining at the Presidio of San Francisco as a tenant of the National Park Service. The Commission found the Secretary of the Interior has stated the National Park Service is prepared to begin negotiations on the terms of a lease arrangement and common support costs. The Secretary of the Interior also stated the Park Service is prepared to reach an equitable leasing arrangement that would be competitive with other lessors in the area.

COMMISSION RECOMMENDATION

The Commission finds the Secretary of Defense deviated substantially from final criteria 2 and 4. Therefore, the Commission rejects the Secretary's recommendation on the Presidio of San Francisco and instead adopts the following recommendation: the 1988 DoD BRAC Commission recommendation will be changed to allow only the Sixth U.S. Army Headquarters to

remain at the Presidio of San Francisco, CA. The Department of Interior and the Department of the Army should negotiate a lease favorable to both departments for the current facilities occupied by Sixth U.S. Army Headquarters and family housing at the Presidio of San Francisco necessary to accommodate the headquarters members. If agreement cannot be reached, the Commission expects the Army to make a subsequent recommendation to the 1995 Commission for the relocation of Sixth U.S. Army Headquarters. The Commission further recommends the Defense Commissary Agency and the Army and Air Force Exchange System determine the commissary and exchange requirements to support Sixth U.S. Army Headquarters based on sound business decisions. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Rock Island Arsenal, Illinois

Category: Commodity Oriented

Mission: Production

One-time Cost: \$ -44.1 million (Savings)

Savings: 1994-99: \$ 75.4 million

Annual: \$ 1.0 million

Payback: Immediate

SECRETARY OF DEFENSE RECOMMENDATION

Change the recommendation of the 1991 Commission regarding Rock Island Arsenal, IL, as follows: instead of sending the materiel management functions of U.S. Army Armament, Munitions, and Chemical Command (AMCCOM) to Redstone Arsenal, AL, as recommended by the 1991 Base Closure Commission, reorganize these functions under Tank Automotive Command (TACOM) with the functions remaining in place at Rock Island Arsenal, IL.

SECRETARY OF DEFENSE JUSTIFICATION

Under the Commission's recommendation in 1991, the materiel management functions for AMCCOM's armament and chemical functions were to be transferred to Redstone Arsenal for merger with U.S. Army Missile Command (MICOM). The merger would have created a new commodity command to be called the Missile, Armament, and Chemical Command (MACCOM). This merger allowed one national inventory control point (NICP) to be eliminated.

In December 1992, the Commander of Army Materiel Command (AMC) directed the command's Core Competency Advocates (Logistics Power Projection, Acquisition Excellence, Technology Generation) review the creation of MACCOM to see if there was a more cost-effective option to realign Redstone Arsenal. These competency advocates recommended the AMCCOM's materiel management functions should remain in place as a subset of the NICP at TACOM. A closer alignment exists between the armaments and chassis functions than between armaments and missiles, making the reorganization under TACOM more beneficial and cost effective for the Army:

- AMCCOM performs approximately \$50 million and 500 work years for Tank Automotive Command's research and development effort compared to only \$9 million and 90 workyears for Missile Command.
- AMCCOM receives \$29 million from TACOM versus \$0.1 million from MICOM for sustainment.
- AMCCOM and TACOM jointly produce all tanks, howitzers, and infantry vehicles. AMCCOM and MICOM do not jointly produce any weapon systems.
- AMCCOM and TACOM use common contractors and universities.
- AMCCOM and TACOM jointly field, manage, and sustain common weapon systems.
- AMCCOM and TACOM share common business practices.
- Guns have their fire control sensors and computers in the vehicle and require extensive joint integration, as AMCCOM and TACOM do now. Missiles have their sensors and fire control in the missile and are easier to mount on a vehicle, as MICOM and TACOM do now.

The Army believes the armament/chemical materiel management functions can be fully executed from Rock Island Arsenal without relocating. There is precedence for geographic dispersion of NICP functions. The U.S. Communications-Electronic Command NICP is currently performed at three separate sites.

Retention of this activity at Rock Island Arsenal, as a subordinate element of the TACOM NICP, avoids the expense of building new facilities at, and relocating over 1,000 employees to, Redstone Arsenal.

COMMUNITY CONCERNS

The Huntsville, AL, community believed the reasons for moving the armament and chemical materiel management functions from the Armament, Munitions, and Chemical Command (AMCCOM) at Rock Island Arsenal, IL, and consolidating them with the NICP at Redstone Arsenal, AL, were just as compelling today as they were when recommended by the 1991 Defense Base Closure and Realignment Commission. The Huntsville community claimed the projected savings from the 1991 Commission recommendation were still valid; therefore, leaving the materiel management functions at Rock Island Arsenal would not take advantage of those savings.

COMMISSION FINDINGS

The Commission found all commodity-oriented installations were treated equally. The Commission determined the compelling argument for the redirect of the 1991 Commission recommendation was due to operational considerations and the U.S. Army Materiel Command (AMC) analysis that found that the materiel management functions were more closely aligned with the Tank Automotive Command (TACOM). The Commission found the consolidation of inventory control points would yield cost efficiencies for both the 1991 Commission recommendation and the 1993 Secretary of Defense recommendation and were, therefore, not a factor. However, the Commission found implementing this recommendation would avoid approximately \$70 million in military construction and personnel moving costs while incurring no additional costs.

COMMISSION RECOMMENDATION

The Commission finds the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: instead of sending the materiel management functions

of U.S. Army Armament, Munitions and Chemical Command (AMCCOM) to Redstone Arsenal, AL, as recommended by the 1991 Base Closure Commission, reorganize these functions under Tank Automotive Command (TACOM) with the functions remaining in place at Rock Island Arsenal, IL.

DEPARTMENT OF THE NAVY

Shipyards

Charleston Naval Shipyard, South Carolina

Category: Naval Shipyard
*Mission: Repair, Maintenance,
 and Overhaul of Navy Ships*
One-time Cost: \$ 125.5 million
Savings: 1994-99: \$ 348.4 million
Annual: \$ 90.9 million
Payback: 3 years

SECRETARY OF DEFENSE RECOMMENDATION

Close the Naval Shipyard (NSY) Charleston.

SECRETARY OF DEFENSE JUSTIFICATION

NSY Charleston's capacity is excess to that required to support the number of ships in the DoD Force Structure Plan. An analysis of naval shipyard capacity was performed with a goal of reducing excess capacity to the maximum extent possible while maintaining the overall military value of the remaining shipyards. The closure of NSY Charleston, when combined with the recommended closure of NSY Mare Island, California, results in the maximum reduction of excess capacity, and its workload can readily be absorbed by the remaining yards. The elimination of another shipyard performing nuclear work would reduce this capability below the minimum capacity required to support this critical area. The closure of NSY Charleston, in combination with Mare Island NSY, allows the elimination of a greater amount of excess capacity while maintaining the overall value of the remaining shipyards at a higher military value level than that of the current configuration of shipyards. Other options either reduced capacity below that required to support the approved force levels, eliminated specific

capabilities needed to support mission requirements or resulted in a lower military value for this group of activities.

COMMUNITY CONCERNS

The community's concerns centered on Charleston Naval Shipyard's military value ranking by the Navy. It pointed out that Charleston ranked higher in military value than did NSY Portsmouth and NSY Pearl Harbor. Moreover, the community argued that the Navy underestimated NSY Charleston's military value because it failed to consider Charleston's ability to dry-dock four SSN-688 class submarines and its ability to perform off-site, short-duration work on nuclear ships. The community also criticized the Navy's capacity analysis. It believed the Navy's analysis did not accurately reflect Charleston's nuclear capacity.

Furthermore, the Charleston community maintained the Navy did not consistently seek to maximize military value and minimize excess capacity. For example, the community argued that closing Mare Island and Norfolk Naval Shipyards would leave military value unchanged, but would leave less excess capacity than would be left by the closures of Mare Island and Charleston Naval Shipyards. In another scenario, the community stated that closing Mare Island and Portsmouth Naval Shipyards would yield a higher military value than that produced by the closures of Mare Island and Charleston Naval Shipyards.

COMMISSION FINDINGS

The Commission, in view of the considerable excess of shipyard capacity, found that reducing excess capacity was a primary consideration. In light of the subjective nature of the military value determination, the Commission chose to view the military value presented by the Navy as a gross, rather than a precise, discriminator. As such, the Commission sought to eliminate as much excess capacity as possible.

The measurement of shipyard capacity is not an exact science, nor is it an easy task. The Commission reviewed a number of past shipyard capacity studies and determined that the capacity study submitted by the Navy for base closure was an acceptable indicator of shipyard capacity.