Department of the Army

Summary of Selection Process

Introduction

The Army is reducing its force structure and tailoring its base structure in light of changes in the world situation and the reduction in resources devoted to national defense. By 1997, the Army will have 12 active divisions, 2 fewer than 1992. The end strength of the Army will decline by 14.4 percent, with the majority of that decline overseas, assuming the decline continues.

The Selection Process

The Army's base closure selection process was a structured three phase assessment. Phase I entailed grouping installations in like categories and analyzing them for military value, and identifying candidates to be studied by the Total Army Basing Study (TABS) group. In Phase II, the Army used analytical tools to identify and develop alternatives which result in the approved Department of the Army recommendations to the Secretary of Defense. Phase III provides support to the Office of the Secretary of Defense and the Defense Base Closure and Realignment Commission.

The first step in Phase I included a review of legislative and Departmental guidance to ensure that it was properly reflected in the Army's process. The study group then developed five measures to use in assessing the military value of Army installations. The Army determined that mission essentiality, mission suitability, operational efficiency, quality of life and expandability would provide the appropriate linkage to the DoD criteria. To add merit to these measures, weights were assigned to reflect the relative importance of each measure in order to assess the installations.

The Army then developed eleven categories of installations and grouped the installations by like missions, capabilities, and characteristics to facilitate the assessment of military value. Installations that are closing or inactivating as a result of 1988 and 1991 Commissions' recommendations were not included. Attributes were developed to support the measures of merit and weights assigned for each attribute to reflect their relative importance within the associated measure of merit.

To standardize data collection, specific guidance was provided to the major commands that defined the procedures, formats, measures, attributes, and weights to be used for assessing each installation's military value. Qualitative assessments of each installation's military value were also prepared. These assessments provided a starting point for evaluating the Army's base structure--they did not produce a decision on which bases should be closed or realigned.

The next part of the analysis identified study candidates. The DoD Force Structure, Army basing strategy, MACOM reshaping proposals, military value assessments, approved Defense Management Review Decisions, and other studies were used to formulate a set of possible candidates. The list of study candidates was approved by the Under Secretary of the Army and Vice Chief of Staff of the Army.

Next, the study candidates were examined to identify specific alternatives. Each alternative was developed, analyzed, refined, and documented based on feasibility, affordability, socioeconomic impacts, and environmental impacts. The Army analyzed each alternative using the Cost of Base Realignment Actions (COBRA) model, the DoD Office of Economic Adjustment impact model, and internal feasibility and affordability evaluations. Each alternative was presented to the Army's Program Budget Committee, the Select Committee comprised of the most senior military and civilian officials from the Army staff and Secretariat, and the Acting Secretary of the Army for review and approval of the recommendations.

The Acting Secretary of the Army, with the advice of the Chief of Staff of the Army, nominated bases to the Secretary of Defense for closure or realignment based on the DoD Force Structure Plan and the final criteria established under Public Law 101-510, as amended.

Department of the Army

Recommendations and Justifications

Fort George B. McClellan, Alabama

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, Missouri. 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.

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 thirteen installations. Three of the thirteen 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 they found the Army substantially deviated from criterion 1 and criterion 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, Missouri, instead of Fort Huachuca, Arizona, 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.

Return on Investment: Total estimated one-time costs for this closure are approximately $111 million. Annual steady state savings are about $31 million, with a return on investment in three years.

Impacts: The closure of Fort McClellan will have an impact on the local economy. The projected potential employment loss, both direct and indirect, is 20 percent of the employment base in the Anniston Metropolitan Statistical Area, assuming no economic recovery. There is no significant environmental impact resulting from this closure. Pelham Range, the site of most of the contamination, will be retained. Environmental restoration will continue until complete. There are no known obstacles in the ability of the receiving community's infrastructure to support this recommendation.

Vint Hill Farms, Virginia

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.

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.

Return on Investment: Total estimated one-time costs for this closure are approximately $72 million. Annual steady state savings are about $19 million, with a return on investment in three years.

Impacts: The closure of Vint Hill Farms will have an impact on the local economy. The projected potential employment loss, both direct and indirect, is 13 percent of the employment base in the Fauquier County Metropolitan Statistical Area, assuming no

economic recovery. There are no known environmental impediments from this closure. Environmental restoration will continue until complete. There are no known obstacles in the ability of the receiving community's infrastructure to support this recommendation.

Fort Monmouth, New Jersey

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, Illinois and transfer the Chaplain School to Fort Jackson, South Carolina. Consolidate activities to maximize utilization of main post Fort Monmouth. Dispose of excess facilities and real property at Evans and Charles Woods sub posts, as well as main post, Fort Monmouth.

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 Headquarters, an administrative and logistical headquarters, from leased facilities located outside the main post of Fort Monmouth, New Jersey to permanent facilities at Rock Island Arsenal, Illinois 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 system 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 that 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.

Return on Investment: Total estimated one-time costs for this realignment are approximately $93 million. Annual steady state savings are about $20 million, with a return on investment in three years.

Impacts: The realignment of Fort Monmouth will have an impact on the local economy. The projected potential employment loss, both direct and indirect, is 3 percent of the employment base in the Monmouth County Metropolitan Statistical Area, assuming no economic recovery. This potential job loss is partially offset by the proposed movement of personnel to Fort Monmouth from Vint Hill Farms. There are no known environmental impediments from this realignment. Environmental restoration will continue until complete. There are no known obstacles in the ability of the receiving community's infrastructure to support this recommendation.

Letterkenny Army Depot, Pennsylvania

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.

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 that 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 performs computer systems design and data management functions for a variety of activities. This organization 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 that 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.

Return on Investment: Total estimated one-time costs for this realignment are approximately $106 million. Annual steady state savings are about $30 million, with an immediate return on investment.

Impacts: The realignment of Letterkenny Army Depot will have an impact on the local economy. The projected potential employment loss, both direct and indirect, is 7 percent of the employment base in the Franklin County Metropolitan Statistical Area, assuming no economic recovery. There are no significant environmental impediments from this realignment. Environmental restoration will continue until complete. There are no known obstacles in the ability of the receiving community's infrastructure to support this recommendation.

Tooele Army Depot, Utah

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.

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 that 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.

Return on Investment: Total estimated one-time costs for this realignment are approximately $74 million. Annual steady state savings are about $51 million, with an immediate return on investment.

Impacts: The realignment of Tooele Army Depot will have an impact on the local economy. The projected potential employment loss, both direct and indirect, is 28 percent of the employment base in the Tooele County Metropolitan Statistical Area, assuming no economic recovery. There are no significant environmental impediments from this realignment. Environmental restoration will continue until complete. There are no known obstacles in the ability of the receiving community's infrastructure to support this recommendation.

Fort Belvoir, Virginia

Recommendation: Realign Fort Belvoir as follows: disestablish the Belvoir Research, Development and Engineering Center (BRDEC), Fort Belvoir, Virginia. 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, Michigan. 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, Virginia.

Justification: In July 1992, the Secretary of the Army requested that the Army Science Board appoint a panel of members and consultants to conduct a review of the Army Materiel 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.

Return on Investment: Total estimated one-time costs for this action are approximately $11 million. Annual steady state savings are about $13 million, with an immediate return on investment.

Impacts: The realignment of Fort Belvoir will have an impact on the local economy. The projected potential employment loss, both direct and indirect, is less than 1 percent of the employment base in the Washington, DC-Maryland-Virginia Metropolitan Statistical Area, assuming no economic recovery. There are no known obstacles in the ability of the receiving community's infrastructure to support this recommendation.

Rock Island Arsenal, Illinois

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, Alabama, 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.

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 that 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 that 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 that 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.

Return on Investment: Implementing this recommendation will avoid approximately $44 million while incurring no costs. Annual steady state savings of about $1 million are anticipated from efficiencies gained from additional reductions in personnel.

Impacts: There are no environmental or community infrastructure impediments from this recommendation.

Presidio of San Francisco, California

Recommendation: Change the recommendation of the 1988 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 Ft Carson, CO, as originally approved by the Defense Secretary's Commission on Base Realignment and Closure in 1988.

Justification: The 1988 Base Closure Commission recommended closing the Presidio of San Francisco. As a result of this closure, the Army identified Fort Carson, Colorado, 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 the Army's capacity analysis they identified available space at NASA Ames (formerly NAS Moffett) which could accept the 6th Army Headquarters. As part of their analysis, the Army determined that the military value of retaining this headquarters within California is significantly enhanced as it provides the best available location necessary to exercise command and control of all the reserve units within its area of responsibility. These reasons are as follows:

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

(b) The principle 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.

Return on Investment: Total estimated one-time costs for this relocation are approximately $9 million. This relocation will avoid the expenditure of $36 million at Fort Carson.

Impacts: There is no significant environmental impact resulting from this relocation. Environmental restoration will continue until complete. There are no known obstacles in the ability of the receiving community's infrastructure to support this recommendation.