

Chapter 4

The 1995 Selection Process

In developing the Defense Base Closure and Realignment Act of 1990 (Public Law 101-510), as amended, Congress provided mechanisms to ensure that the process would be fair, objective, and open. The Act requires that closures and realignments of military installations in the United States must be recommended on the basis of a six-year force structure plan and public selection criteria.

The procedures are continually subject to review by the DoD Inspector General, the General Accounting Office, as well as by the BRAC Commission and the public. This section describes them in detail.

Policy Guidance

The Deputy Secretary established the policy, procedures, authorities and responsibilities for selecting bases for realignment or closure (BRAC) by memorandum dated January 7, 1994. This policy guidance provided the Secretaries of the Military Departments and the Directors of the Defense Agencies with the responsibility to provide the Secretary of Defense with recommendations for closures and realignments. This policy also required the Secretaries of the Military Departments and Defense Agencies to develop recommendations based exclusively upon the force structure plan and final selection criteria; consider all military installations inside the United States (as defined in the law) equally; analyze their base structure using like categories of bases; use objective measures for the selection criteria wherever possible; and allow for the exercise of military judgement in selecting bases for closure and realignment.

The Deputy Secretary also established the BRAC 95 Review Group and the BRAC 95 Steering Group to oversee the entire BRAC process. The BRAC 95 Review Group was composed of senior level representatives from each of the Military Departments, Chairpersons of the BRAC 95 Steering Group and each Joint Cross-Service Group, and other senior officials from the Office of the Secretary of Defense, Joint Staff and Defense Logistics Agency. It provided oversight and policy for the entire BRAC process. The BRAC 95 Steering Group assisted the Review Group in exercising its authorities.

The Assistant Secretary of Defense for Economic Security was given the responsibility to oversee the 1995 process, and was delegated authority to issue additional instructions. All policy memoranda applicable to the BRAC 95 process are provided at Appendix C.

The Chairman of the Joint Chiefs issued the interim force structure plan, as directed by the Deputy Secretary's January 7, 1994 memorandum, on February 7, 1994. The Deputy Secretary issued the final selection criteria on November 2, 1994. The Deputy Secretary provided the final force structure plan on January 11, 1995. This Plan was updated on February 22, 1995, by the Deputy Secretary to reflect budget decisions, and was provided to Congress and the Commission on the same day.

Joint Cross-Service Functions

The 1993 BRAC Commission recommended that the Department develop procedures for considering potential joint or common activities among the Military Departments. For BRAC 95, the Deputy Secretary directed the creation of Joint Cross-Service Groups (JCSGs) to consider these issues in conjunction with the Military Departments.

As announced in the Deputy Secretary's January 7, 1994, BRAC policy guidance, and further addressed in BRAC Policy Memorandum Number Two, issued on November 2, 1994, a process, involving both Joint Cross-Service Groups (JCSGs) and the individual Military Departments, was established to develop closure and realignment alternatives in situations involving common support functions for five functional areas. The five functional areas were: Depot Maintenance, Military Medical Treatment Facilities, Test and Evaluation, Undergraduate Pilot Training and Laboratories.

Each of the Joint Cross-Service Groups developed excess capacity reduction goals; established data collection procedures and milestone schedules for cross-service analysis of common support functions; and presented alternatives to the Military Departments for their consideration in developing recommendations. The JCSGs issued their alternatives to the Military Departments in November of 1994, and they considered them as part of their ongoing BRAC analysis.

In some instances, the Departments adopted the alternatives and recommended them, as made or modified, to the Secretary of Defense. In other instances, the Services declined to endorse them, because the particular alternative was considered to not be cost effective or for other reasons.

A summary of each of the joint cross-service functional reviews follows:

Depot Maintenance

In depot maintenance, the overall capacity reduction goals were attained, and data has been collected which will facilitate cross-service workload transfers after BRAC. Major cross-service recommendations include the realignment of missile guidance work to

Tobyhanna Army Depot, the plating of Naval guns at Watervliet Army Arsenal, and the collocation of DLA storage functions in excess facilities at Air Force logistics centers. The groundwork for at least one future joint depot has also been established. While there was limited cross-servicing directly attributable to JCSG recommendations, the services considered the alternatives presented and have developed what they believe to be more cost effective in-house solutions. Overall results achieved a cost effective reduction in excess capacity, even if cross-servicing was not maximized. The process laid the foundation for further cross-servicing downstream, outside the BRAC process.

Laboratories

There were some significant cross-service actions taken as a result of the JCSG alternatives. The package includes some C4I cross-service consolidation at Fort Monmouth, NJ, as well as medical research consolidation in Washington, DC. Excess capacity was reduced; however, capacity reduction was less than desired by the JCSG. Many of the workload transfers proposed by the JCSG were too small to influence installation decisions and were therefore not considered cost effective by the Military Departments. Since lab consolidations often appear most attractive on installations devoted to testing, lack of joint consolidation in the T&E area affected laboratory recommendations. As with Depots, potential workload consolidation opportunities were identified which may occur in the future outside of BRAC.

Test and Evaluation

Cross-servicing and downsizing of the test and evaluation infrastructure proved to be a considerable challenge. In general, the Military Departments concluded that preservation of core test facilities, which have irreplaceable land, air and water ranges, precluded closures of major facilities and that cross-servicing of T&E functions would not be cost effective. However, there was some success in the closure of a number of small test functions, and consolidations within each Service's technical infrastructure.

Medical Facilities

The Military Medical Treatment Facilities group established and generally achieved its overall cross-service and excess capacity reduction goals. This was in large measure due to the cross-servicing policies already in affect in this function. Since location of military medical facilities is largely dependent on the major military installations which provide their patient load, they generally followed the realignment and closure actions of the Military Departments. As with several of the other groups, the medical JCSG group identified and is planning for future actions for consolidation and downsizing of medical facilities through programmatic actions. BRAC 95 did provide an opportunity to close one major teaching

hospital, while rationalizing other graduate medical training. It also provided an avenue to down-size many large, full service hospitals to smaller hospitals or clinics. Cross-servicing will continue in this vital field.

Undergraduate Pilot Training

The JCSG alternatives were incorporated in the work of the Military Departments and provided a basis for carrying out the Department's policies for cross-service flight training. The Air Force and Navy's earlier agreement to consolidate primary fixed-wing training through a joint syllabus was critical to this group's success. The recommendations developed reduce excess capacity and maintain a capacity buffer to ensure meeting projected requirements during the turmoil associated with multiple base closures and fielding the new JPATS trainers. However, there was no agreement on the collocation or consolidation of helicopter training. Like other core activities, this issue needs to be resolved before BRAC real estate alternatives are addressed. Overall, the Military Departments reduced this training infrastructure by three bases.

OSD/JCS Review

Using certified data, the Secretaries of the Military Departments and Directors of the Defense Agencies developed their recommendations based on the approved final criteria and force structure plan, and submitted their base closure and realignment recommendations to the Secretary of Defense for review and approval. As part of the Secretary's review, the Assistant Secretary of Defense for Economic Security provided for Joint Staff and OSD review of the recommendations received from the Military Departments and Defense Agencies.

The Joint Staff reviewed the recommendations from a warfighting perspective to ensure they would not adversely affect the military readiness capabilities of the armed services. The Chairman of the Joint Chiefs of Staff endorsed all the Military Department and Defense Agency recommendations without objection.

Key staff elements of the Office of the Secretary of Defense and the Joint Staff also reviewed the recommendations to ensure they would not sacrifice necessary capabilities and resources. The Assistant Secretary of Defense for Economic Security reviewed the recommendations to ensure all eight selection criteria were considered and the recommendations were consistent with the force structure plan. This review also assured that DoD policies and procedures were followed and that the analyses were objective and rigorous.

The Secretary approved the recommendations of the Military Departments and Defense Agencies and the list of military installations approved by the Secretary of Defense for closure or realignment is herein forwarded, as required, to the 1995 Defense Base Closure and Realignment Commission.

Summaries of the Military Department and Defense Agency selection processes precede their recommendations and justifications. Additionally, a summary of the processes used by the Joint Cross-Service Groups is in the policy memoranda in Appendix C.

Economic Impact in the BRAC Process

The Department recognizes that base closure imposes severe strains on local communities. These economic impacts are recognized and considered in the BRAC process.

For BRAC 95, the Department created the Joint Cross-Service Group on Economic Impact to ensure more consistent application of the economic impact criterion in BRAC 95. This Group included representatives from the Military Departments and the Office of the Secretary of Defense. For a year the Group reviewed methods for analyzing economic impact, established common measures and approaches, and developed a computer-based system to facilitate the analysis of economic impact, including cumulative economic impact.

Under the law, the Department developed its BRAC recommendations based on consistent application of eight final selection criteria and the force structure plan. Under the approved selection criteria, the first four selection criteria pertain to military value and are accorded priority consideration. "The economic impact on communities" is the sixth criterion.

The Department considered cumulative economic impact as part of the economic impact criterion. In response to concerns raised by the 1993 Defense Base Closure and Realignment Commission and the General Accounting Office, DoD analyzed economic impact and cumulative economic impact as relative measures for comparing alternatives. DoD did not establish threshold values above which, for example, it would remove bases from consideration.

Economic impact was considered at two stages in the process. The Military Departments, in developing their recommendations, developed and analyzed data reflecting the economic impacts of prior BRAC rounds as well as that particular Department's actions in BRAC 1995. Once the Service recommendations were made to the Secretary of Defense, the economic impacts were reviewed again, to determine whether there were instances in which separate Service actions might have affected the same locality.

The Department sponsored an independent review of its plans for BRAC 95 economic analysis in May 1994. Six experts from government, academia, and the private sector participated in the review. The reviewers agreed that our proposed measures of economic impact were reasonable and supported our approach to defining economic impact areas. They emphasized that DoD's estimates tend to overstate economic impact, and that the Department should stress this in its presentations to the Defense Base Realignment and Closure Commission, the Congress, and the public. In addition, the Department asked the Bureau of Economic Analysis of the Department of Commerce to review our methodology for estimating indirect jobs. They responded that the method was of "good, sound quality, consistent with good regional economic impact estimation practices."

**1995 List of Military Installations
Inside the United States for Closure or Realignment**

Part I: Major Base Closures

Army

Fort McClellan, Alabama
Fort Chaffee, Arkansas
Fitzsimons Army Medical Center, Colorado
Price Support Center, Illinois
Savanna Army Depot Activity, Illinois
Fort Ritchie, Maryland
Selfridge Army Garrison, Michigan
Bayonne Military Ocean Terminal, New Jersey
Seneca Army Depot, New York
Fort Indiantown Gap, Pennsylvania
Red River Army Depot, Texas
Fort Pickett, Virginia

Navy

Naval Air Facility, Adak, Alaska
Naval Shipyard, Long Beach, California
Ship Repair Facility, Guam
Naval Air Warfare Center, Aircraft Division, Indianapolis, Indiana
Naval Surface Warfare Center, Crane Division Detachment, Louisville, Kentucky
Naval Surface Warfare Center, Dahlgren Division Detachment, White Oak, Maryland
Naval Air Station, South Weymouth, Massachusetts
Naval Air Station, Meridian, Mississippi
Naval Air Warfare Center, Aircraft Division, Lakehurst, New Jersey
Naval Air Warfare Center, Aircraft Division, Warminster, Pennsylvania

Air Force

North Highlands Air Guard Station, California
Ontario IAP Air Guard Station, California
Rome Laboratory, Rome, New York
Roslyn Air Guard Station, New York

Springfield-Beckley MAP, Air Guard Station, Ohio
Greater Pittsburgh IAP Air Reserve Station, Pennsylvania
Bergstrom Air Reserve Base, Texas
Brooks Air Force Base, Texas
Reese Air Force Base, Texas

Defense Logistics Agency

Defense Distribution Depot Memphis, Tennessee
Defense Distribution Depot Ogden, Utah

Part II: Major Base Realignment

Army

Fort Greely, Alaska
Fort Hunter Liggett, California
Sierra Army Depot, California
Fort Meade, Maryland
Detroit Arsenal, Michigan
Fort Dix, New Jersey
Fort Hamilton, New York
Charles E. Kelly Support Center, Pennsylvania
Letterkenny Army Depot, Pennsylvania
Fort Buchanan, Puerto Rico
Dugway Proving Ground, Utah
Fort Lee, Virginia

Navy

Naval Air Station, Key West, Florida
Naval Activities, Guam
Naval Air Station, Corpus Christi, Texas
Naval Undersea Warfare Center, Keyport, Washington

Air Force

McClellan Air Force Base, California
Onizuka Air Station, California

Eglin Air Force Base, Florida
Robins Air Force Base, Georgia
Malmstrom Air Force Base, Montana
Kirtland Air Force Base, New Mexico
Grand Forks Air Force Base, North Dakota
Tinker Air Force Base, Oklahoma
Kelly Air Force Base, Texas
Hill Air Force Base, Utah

***Part III: Smaller Base or Activity Closures, Realignments,
Disestablishments or Relocations***

Army

Branch U.S. Disciplinary Barracks, California
East Fort Baker, California
Rio Vista Army Reserve Center, California
Stratford Army Engine Plant, Connecticut
Big Coppett Key, Florida
Concepts Analysis Agency, Maryland
Publications Distribution Center Baltimore, Maryland
Hingham Cohasset, Massachusetts
Sudbury Training Annex, Massachusetts
Aviation-Troop Command (ATCOM), Missouri
Fort Missoula, Montana
Camp Kilmer, New Jersey
Caven Point Reserve Center, New Jersey
Camp Pedricktown, New Jersey
Bellmore Logistics Activity, New York
Fort Totten, New York
Recreation Center #2, Fayetteville, North Carolina
Information Systems Software Command (ISSC), Virginia
Camp Bonneville, Washington
Valley Grove Area Maintenance Support Activity (AMSA), West Virginia

Navy

Naval Command, Control and Ocean Surveillance Center, In-Service Engineering West
Coast Division, San Diego, California
Naval Health Research Center, San Diego, California

Naval Personnel Research and Development Center, San Diego, California
Supervisor of Shipbuilding, Conversion and Repair, USN, Long Beach, California
Naval Undersea Warfare Center-Newport Division, New London Detachment, New London,
Connecticut
Naval Research Laboratory, Underwater Sound Reference Detachment, Orlando, Florida
Fleet and Industrial Supply Center, Guam
Naval Biodynamics Laboratory, New Orleans, Louisiana
Naval Medical Research Institute, Bethesda, Maryland
Naval Surface Warfare Center, Carderock Division Detachment, Annapolis, Maryland
Naval Technical Training Center, Meridian, Mississippi
Naval Aviation Engineering Support Unit, Philadelphia, Pennsylvania
Naval Air Technical Services Facility, Philadelphia, Pennsylvania
Naval Air Warfare Center, Aircraft Division, Open Water Test Facility, Oreland,
Pennsylvania
Naval Command, Control and Ocean Surveillance Center, RDT&E Division Detachment,
Warminster, Pennsylvania
Fleet and Industrial Supply Center, Charleston, South Carolina
Naval Command, Control and Ocean Surveillance Center, In-Service Engineering East Coast
Detachment, Norfolk, Virginia
Naval Information Systems Management Center, Arlington, Virginia
Naval Management Systems Support Office, Chesapeake, Virginia

Navy/Marine Reserve Activities

Naval Reserve Centers at:

Huntsville, Alabama
Stockton, California
Santa Ana, Irvine, California
Pomona, California
Cadillac, Michigan
Staten Island, New York
Laredo, Texas
Sheboygan, Wisconsin

Naval Air Reserve Center at:

Olathe, Kansas

Naval Reserve Readiness Commands at:

New Orleans, Louisiana (Region 10)
Charleston, South Carolina (Region 7)

Air Force

Moffett Federal Airfield AGS, California
Real-Time Digitally Controlled Analyzer Processor Activity, Buffalo, New York
Air Force Electronic Warfare Evaluation Simulator Activity, Fort Worth, Texas

Defense Logistics Agency

Defense Contract Management District South, Marietta, Georgia
Defense Contract Management Command International, Dayton, Ohio
Defense Distribution Depot Columbus, Ohio
Defense Distribution Depot Letterkenny, Pennsylvania
Defense Industrial Supply Center Philadelphia, Pennsylvania
Defense Distribution Depot Red River, Texas

Defense Investigative Service

Investigations Control and Automation Directorate, Fort Holabird, Maryland

Part IV: Changes to Previously Approved BRAC Recommendations

Army

Army Bio-Medical Research Laboratory, Fort Detrick, Maryland

Navy

Marine Corps Air Station, El Toro, California
Marine Corps Air Station, Tustin, California
Naval Air Station Alameda, California
Naval Recruiting District, San Diego, California
Naval Training Center, San Diego, California
Naval Air Station, Cecil Field, Florida
Naval Aviation Depot, Pensacola, Florida

Navy Nuclear Power Propulsion Training Center, Naval Training Center, Orlando, Florida
Naval Training Center Orlando, Florida
Naval Air Station, Agana, Guam
Naval Air Station, Barbers Point, Hawaii
Naval Air Facility, Detroit, Michigan
Naval Shipyard, Norfolk Detachment, Philadelphia, Pennsylvania
Naval Sea Systems Command, Arlington, Virginia
Office of Naval Research, Arlington, Virginia
Space and Naval Warfare Systems Command, Arlington, Virginia
Naval Recruiting Command, Washington, D.C.
Naval Security Group Command Detachment Potomac, Washington, D.C.

Air Force

Williams AFB, Arizona
Lowry AFB, Colorado
Homestead AFB, Florida (301st Rescue Squadron)
Homestead AFB, Florida (726th Air Control Squadron)
MacDill AFB, Florida
Griffiss AFB, New York (Airfield Support for 10th Infantry (Light) Division)
Griffiss AFB, New York (485th Engineering Installation Group)

Defense Logistics Agency

Defense Contract Management District West, El Segundo, California